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GUIDANCE IN OHIO: ITS HISTORICAL DEVELOPMENT

DISSERTATION

Presented in Partial Fulfillment of the Requirements for the Degree Doctor of Philosophy in the Graduate School of The Ohio State University

By

DEAN LOIL HUMMEL, B.S. in Edu., M. Edu.

The Ohio State University
1960

Approved by

Herman J. Peters
Adviser
Department of Education
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CHAPTER I

INTRODUCTION

Education in Ohio reflects the birth and rise of numerous educational movements in secondary schools, some of which have flourished and disappeared, while others grew in importance. The growing inclusion of guidance services in the schools, particularly in the secondary schools, is one of these movements which has grown in importance. In the year 1960, and in the several years immediately preceding, the recognition for guidance as an important phase of the educational programs has grown at the national, state, and local levels.

At the national level, through Congressional action and through the services of the United States Office of Education, assistance has been provided for the improvement and expansion of state programs of guidance services. Recognition of the need for improved and expanded programs of guidance services is reflected at the state level in Ohio by legislative support, State Department of Education action, and state level research. And locally, schools are responding to the guidance recommendations for the modern school by employing a greater number of qualified School Counselors,
by increasing budgets for guidance, and by organizing new programs.

This interest and the emphasis placed on guidance services in the secondary schools have given impetus to the initiation and organization of programs of secondary school guidance services for many of the present high-school age youth, as will be documented in the following discussion.

Contemporary National Interest and Action in Guidance

Evidence of contemporary national interest and action in promoting guidance services in the secondary schools in the United States is reflected, in part, in the following briefs of recent reports.

1960 White House Conference on Children and Youth

Of the twelve major guidance recommendations made by the 11,600 participants attending the 1960 White House Conference, Recommendation 190 states "that guidance and counseling programs be strengthened, expanded, and coordinated at all levels; and that the role of the guidance and counseling program be clearly defined." Thus, eight years after the 1952 White House Conference on Education, concern for guidance not only persisted, but was expanded as a major concern of delegates.

The Rockefeller Report

The report, *The Pursuit of Excellence* (sometimes referred to as the Rockefeller Report), is an outcome of an attempt to assess major problems and opportunities which are likely to confront schools of the United States during the next ten to fifteen years. Through support of the Rockefeller Brothers Fund, a panel of nationally known persons, representing business and educational fields, were brought together to study the facts and to make recommendations for the future of education. Present day thinking on the importance of guidance is emphasized in the following recommendations of the report:

The word guidance has a variety of meanings; we use it here to mean advice concerning the young person's educational problems and the most appropriate course of study for him. It cannot be emphasized too strongly that such guidance is essential to the success of our system. As many teachers as possible should be trained to take part in it. As many high schools as possible should have special guidance officers to supplement the teachers where greater technical knowledge is required.²

Guidance, as defined by the Rockefeller Report refers to assistance which should be provided youth in solving educational problems. Educational problems in this context are considered as relating to the making of realistic curricular choices which are appropriate to the interests

and abilities of pupils. This point of view, expressed by
the Report, will facilitate a higher level of achievement
on the part of the pupil and will contribute to the "pur-
suit of excellence."

The Conant Report

Guidance services were prominently mentioned in what
is commonly known as the Conant Report, and published under
the title The American High School Today. The publication
has been referred to frequently in educational circles and
has been read by millions of lay people and educators. The
present high priority which is given to guidance in placing
improved guidance services as the number one recommendation
for the workable, comprehensive American high school is
illustrated by:

---There should be one full-time counselor (or
guidance officer) for every 250-300 pupils in the
high school. Counselors should have had experience
as teachers but should be devoting virtually full-
time to the counseling work; they should be famil-
lar with the use of tests and measurement of
aptitudes and achievements of pupils.---3

Dr. Conant's report under the above title is a result of a
project begun in 1958 in which he and his staff of assistants
visited and studied one hundred and three secondary schools,
and four entire large school systems in twenty-six states.

3James B. Conant, The American High School Today
This recommendation emphasizes in guidance the importance of the use of tests in order to measure aptitudes and achievements of pupils; counselors should then interpret the test data and assist in the arrangement of a meaningful sequence of courses for each pupil. In addition, the counselor in his guidance role, should identify (by use of tests) more able students, and as a "main task," persuade parents that their bright offspring should elect such subjects as eleventh and twelfth grade mathematics, physics, and foreign languages.

The National Defense Education Act of 1958

One of the recent pieces of National legislation was devoted to guidance services when Congress passed the National Defense Education Act of 1958. Title V-A of the National Defense Education Act of 1958 is concerned with guidance, counseling, and testing, and provides assistance to the states to be administered to the local schools for the improvement and expansion of the guidance programs in the secondary schools.

Section 501. There are hereby authorized to be appropriated $15,000,000.00 for the fiscal year ending June 30, 1959, and for each of the three succeeding fiscal years, for making grants to State educational agencies under this part to

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4Ibid., p. 45.

5Ibid., p. 46.
assist them to establish and maintain programs of guidance, testing, and counseling.\(^6\)

Concern for the preparation of the school counselors was also indicated by Congress when they passed Part B, Title V of the National Defense Education Act.

Section 511. There are hereby authorized to be appropriated $6,250,000.00 for the fiscal year ending June 30, 1959, and $7,250,000.00 for each of the three succeeding fiscal years, enable the Commissioner to arrange by contracts of institutions of higher education, for the operation by them of short term or regular session institutes for the provision of training to improve the qualifications of personnel engaged in counseling and guidance of students in the secondary schools, for teachers in such schools preparing to engage in such counseling and guidance.\(^7\)

It is noted that Title V of the National Defense Education Act of 1958 was passed at a time when the Congress declared "that the security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women."\(^8\) The year 1958 was considered as a time of emergency with the "cold war," catalyzed by Russian challenges and scientific advances which demanded that "experienced and more adequate educational opportunities be made available."\(^9\) By passing legislation for guidance, counseling, and testing, it was indicated that


\(^7\) Ibid., Section 511., p. 36.

\(^8\) Ibid., p. 24.

\(^9\) Ibid., p. 24.
these services would facilitate the fullest development of mental resources and technical skills, and therefore strengthen the nation.

Policies of the North Central Association of Colleges and Secondary Schools

Adoption of the policies for guidance by the North Central Association of Colleges and Secondary Schools in 1960 provides evidence that professional educators share the national concern and interest for guidance in the public secondary schools.

All member high schools should employ at least one professionally trained counselor or director of guidance services. The ratio of students to qualified guidance personnel should be approximately three hundred to one.10

The American Personnel and Guidance Association

Evidence of professional growth in guidance may be seen through the growth of membership in the American Personnel and Guidance Association, considered the professional association for guidance workers. Membership in this association on April 30, 1960, numbered 11,411, or an increase of almost 1300 members over the same period in 1959.11


Requirements for Guidance Workers

Evidence for the concern of professionally trained guidance personnel was reported in the publication Guidance Workers Certification Requirements in which it was revealed that the various States in America required mandatory certification of school counselors in 37 of the States. An additional 13 States provided optional certification requirements for guidance workers in the schools.  

United States Commissioner of Education

Finally, the high level of interest and action at the national level for guidance may be illustrated by statements made before the Congress of the United States of American by the United States Commissioner of Education, Dr. Lawrence G. Derthick.

As you realize, a good guidance counselor can help the boy or girl assess his own talents, aptitudes, and interests. The counselor can help pupils and their families to become informed about possibilities for advanced education and to plan wisely for professional or vocational careers. We know from research that pupils that have been counseled make more honor grades, have fewer curricular changes, and attend college in larger numbers than those who have not.

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Dr. Derthick explained the role of the counselor as one of assisting persons to assess their talents, aptitudes, and interests; to inform pupils and their families about educational and occupational opportunities; and to assist them to plan wisely for careers. The viewpoint expressed by Dr. Derthick stresses concern for the individual and the role of guidance assisting with individual development in education. While the presently stated recommendations agree with the role of guidance in assisting with educational achievement, they differ in emphasis regarding the definition of guidance. The Rockefeller Report refers to educational problems related to course selection; Conant stresses the use of tests in identification of talent and advisement for course of study planning; and the National Defense Education Act of 1958 emphasizes the importance of guidance in promoting the security of the nation. This lack of agreement on definition and role of guidance in education is not new to the field of education.¹⁴

It is proposed that this historical study will produce evidence to account for the divergence in the meaning of guidance and the role it has played in education. Guidance, as defined in this study, under "Definition of Terms" (p. 18) is in agreement with the concern for the individual, his

self-understanding, and future planning, but it differs in that it does not stress the various goals of National defense, or direction in educational or vocational endeavors.

Contemporary State of Ohio Interest and Action in Guidance

Contemporary State of Ohio interest and action in guidance is reflected in part in the following.

State House Conference on Education

Over 4000 delegates to the State House Conference on Education representing the citizens of Ohio recommended action for the provision of adequate testing and guidance services in Ohio's secondary schools. The ranking and order of attention given to educational concerns following the need for an adequate supply of qualified teachers were: "Special programs for the gifted, adequate testing and guidance, better school public relations, and an emphasis for academic achievement on a par with athletics." 15

State of Ohio Standards for Guidance

The Minimum Standards, 1957, for secondary schools in Ohio includes Standard VI, Guidance, which was to be formally enforced beginning with the school year 1960-61. A

15Mary McGarey, The People Speak (Columbus, Ohio: Published by the State House Conference on Education, January 1959), pp. 22-23.
central statement of the Standards mandates that "each school shall have a comprehensive and workable program of guidance services." Evidence presented in Chapter V reveals that the "1957 Standards" are the first in Ohio educational history to require that each school have a program of guidance services.

School Counselor Certification

Records of the Division of Teacher Education and Certification, State Department of Education, Ohio, revealed that during the year 1959, 330 school counselor certificates were issued. The 1959 figures represent an increase of approximately one hundred school counselor certificates awarded over the year 1958 and approximately two hundred over the year 1957.

Professional Guidance Membership in Ohio

According to the April 30, 1960 membership records of the American Personnel and Guidance Association, Ohio ranked third among the States in the Nation with 694 APGA members.


17Report Compiled from Records of the Division of Certification and Teacher Education, State Department of Education (Columbus, Ohio: 1959).

18The Personnel and Guidance Journal, op. cit., p. 75.
This represents an increase of more than 150 per cent over the Ohio membership figures of 1950.

Local Level Guidance Staffs in Ohio Schools

At the local level in Ohio, "a voluntary report completed by 247 of Ohio's 305 school systems in September, 1959, together with the record of the approved applications under Title V-A, of the National Defense Education Act showed that these school systems currently employed the equivalent of 1100 full-time counselors. Of this number, 188 represented growth made possible during the 1959-60 school year by NDEA assistance." Further evidence in Ohio of interest and action in guidance is represented by recognized school guidance programs such as organized in the Cincinnati public schools, the Mayfield public schools, and the Loudonville Exempted Village School systems.

State Department Guidance Staff

The Division of Guidance and Testing of the State Department of Education, created in May 1959, includes a professional staff of eleven persons. Within the Division of Guidance and Testing are contained the Guidance Services Section, Test Program Coordination Section, and the Ohio

Scholarship Tests Section. Growth in the professional staff from two supervisors in 1955 to a staff of eleven in 1960, and the organization of a Division of Guidance and Testing indicates increasing interest and concern for providing State level services.

The bringing together of the areas of guidance and testing into a single Division indicates the recognition on the part of the State Department of Education that services in these areas needed to be coordinated in order to provide better services to schools. The separation of Guidance and Testing Sections was maintained for administrative purposes and because of the various services provided by these sections. Further, testing has so many unique instructional and administrative dimensions that it is considered as a separate entity. The development of these services will be analyzed in Chapter VI.

Counselor Education in Ohio

Thirteen Ohio graduate schools offered a sequence of counselor education during 1960, with the University of Dayton being approved as a counselor education institution

20Organizational Chart, Division of Guidance and Testing, State Department of Education (Columbus, Ohio: August 1960).
in February 1960. Counselor education programs have grown in number from four in the State of Ohio in 1950 to the present thirteen. The significance of this growth is that it reflects not only the demand for more counselor education, but the importance placed on this program by the representative universities.

State Legislation for Guidance

During the Spring of 1959 the 103rd General Assembly enacted legislation for guidance for the first time through the allocation of funds for guidance, testing, and counseling. The amount of funds allocated was $275,000.00 for the biennium beginning July 1, 1959 and ending June 30, 1961. As will be indicated in the later discussions, appropriation of these funds was not mandatory but was influenced by the impact of the National Defense Education Act of 1958.

The Problem of This Study

The previous evidence is indicative of the 1960 high level of interest and action for guidance in Ohio's public schools, as well as the nation's schools as a whole. With this contemporary high level interest and action in guidance,

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22 Amended Substitute House Bill Number 831, File No. 88 (Columbus, Ohio: June 30, 1959), p. 36.
the question arises, how did all this develop? In particular, how did Ohio arrive at this educational point in guidance in the year 1960? The evidence tends to support: that interest in education reflects interest in guidance; that state and local guidance program expansion is at a high level; that professional growth is increasing at a fast pace; and that guidance services in the schools give indication of continued growth. Therefore, it seems worth while and important to analyze the historical developments of guidance related to the following more specific questions:

a) What have been the major State-wide interests and concerns for education with implications for guidance?

b) What has been the historical developmental pattern of State guidance services in Ohio?

c) What have been the developments in counselor certification and professional guidance activities in the State of Ohio?

d) How have State of Ohio standards for guidance developed?

e) What have been the trends in the development of guidance services at the local level in Ohio?

f) How has the development of guidance programs taken place in selected school systems in Ohio?

In addition to these specific questions, the study will attempt to identify the early origin of guidance services in Ohio schools and to depict trends, incidents, growth patterns and changes which have been concurrent to major developments in guidance in Ohio schools.
Importance of the Study

The importance of this study is supported by the high level contemporary interest and action in guidance in Ohio and in the Nation. Historical evidence becomes necessary in order to understand development of guidance in the schools and to evaluate concomitant influences on school planning and provision for guidance as a phase of the total secondary education program. Furthermore, there is a need to know the historical evidence in the form of origins and activities that have influenced the present state or local level of guidance. In general terms, the importance of a historical report concerning guidance may be brought into focus by paraphrasing the competencies to be achieved by any study of history:

1. Understanding the dynamics of educational changes brought about by the guidance movement.

2. Increased understanding of the relationship between a phase of the educational program (guidance) and the culture in which it operates.

3. Increased understanding of contemporary problems related to the provision for guidance services.

4. Understanding the functions and limitations of historical evidence in analyzing problems related to guidance.

5. Development of ability in locating, analyzing, and appraising historical evidence leading to the contemporary high level of interest and action in guidance.
6. Development of a sense of dignity and responsibility of the school guidance worker's (counselor) profession.23

An additional important factor in supporting this historical study is the apparent need for a compilation and interpretation of historical data concerning the guidance movement in Ohio. This study should make available important materials for further analysis of contemporary problems in guidance and for future planning of guidance services as a phase of the total educational program.

**Definition of Terms**

**Certification.** Certification is the granting or awarding of a document declaring that a person has met the requirements in training and experience, meeting standards required for practicing in a field of endeavor for which such a document is necessary.

**Counseling.** Counseling is a dynamic process of a face-to-face relationship between two persons in an attempt to assist the counselee to clarification of goals, greater self-direction, and more effective adjustment to himself and to his environment.

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Counselor Education. Counselor Education is a program or course of study provided by a recognized counselor education institution for the preparation of certificated school counselors.

Guidance. In the educational setting, guidance is a point of view about students, the experiences in the instructional program, and the school staff, and an organized program of assisting students to learn to know and understand themselves, their interests, feelings, abilities, aptitudes, limitations, and to plan intelligently how to fulfill their immediate and future needs in line with this understanding. It will be noted that this is a more general definition than others given in this chapter. This definition encompasses other more particularized statements on the meaning of guidance and is the author's definition in 1960 as he sets out to study the historical developments.

Guidance Services. Guidance services comprise that group of experiences designed to give systematic aid to all students in recognizing and solving the various types of problems they must meet, including educational, vocational, personal, social, moral, health, and civic. Provision of such services require program organization.

Local Level. Local level refers to locations or activities below the state level, such as city, county, exempted village, area, and interrelated activities.
Secondary School. A secondary school is one which is organized or chartered as a junior or senior high school in which there is a degree of departmentalization in offering instructional experiences, and in which the course of study extends beyond the elementary grades.

School Counselor. A school counselor is a professionally trained person meeting certification requirements, as set up by a school accrediting agency to engage in school counseling work, and who is assigned to do such work as a major educational duty within a school setting.

State Level. State level refers to activities and locations which relate to the state as a whole, such as: State government, State capital, State conference, State studies, State finance, and State standards.

State Standards. State standards are a set of criteria required by a State agency for organizations or institutions which desire to be accredited or approved to engage in State supported and/or recognized programs.

State-Wide. State-wide refers to actions or concerns of a nature which have implications affecting the thinking or action of organizations throughout the State.

Limitations of the Study

This study has been limited to an analysis and synthesis of the history of the development of state level or state-wide forces related to organized guidance services.
pertaining to Ohio's public secondary schools. A limitation of the study necessitated the identification and selection of such materials and sources as they tended to apply to the major significant growth and influential factors involved in the guidance movement in Ohio and its schools. For example, growth trends in guidance of a state-wide nature were identified rather than an attempt to review the development of guidance programs in each of the more than 1100 secondary schools in Ohio. For this reason, selected school guidance programs identified through a study of state records and which were found to represent local developments in school guidance program development were identified for this study.

Furthermore, the problems of documentation, logical problems of relative importance in the arrangement of topics, and the theoretical problem of interpretation inherent in historiography were influential factors in the development of the general outline of the remaining thesis of this study. The major objective of this study has been to analyze the educational forces affecting the development of guidance services in the schools leading to the contemporary high-level interest and action in guidance in 1960. It has not attempted to be an exhaustive evaluative study of guidance services in secondary education in Ohio. Therefore, the remaining outline of the study has been related to the major questions posed in the introduction of this dissertation.
Outline of the Dissertation

In view of the nature and purposes of this study, the outline followed was a combination of three general classifications found to be contained in historical reports in this nature, especially during the second quarter of the twentieth century. Therefore, the major synthesis of the data collected was arranged in topical sequence, employed surveys of periods of development, and compiled data as source book material.

The topics to be treated in the following chapters include:

1. The review of the literature.
2. Procedures of the study.
4. The development of State level guidance services.
5. The development of State Guidance Standards.
6. Counselor certification and professional activities.
7. The development of guidance services at the local levels.
8. Guidance program development in three selected schools.
9. Summary and conclusions.

---

Chapter II will review literature pertinent to this research. It will identify published and unpublished materials concerned with guidance in Ohio, as well as discuss the literature which has significance for the six specific questions posed in this chapter under the rubric, Importance of This Study.
CHAPTER III

A REVIEW OF THE LITERATURE

In this chapter, the review of the literature pertinent to this research will be discussed as it relates to the major topics of: National Histories of the Guidance Movement; State of Ohio Studies Pertaining to the History of the Guidance Movement; and Major Status Studies of Guidance in Ohio. Studies and reports pertaining more specifically to the topics identified in Chapter I in the outline of the remaining thesis will be used in the chapters to which they apply.

As an indication of the extent to which guidance activities have been recognized in Ohio, numerous professional journals and reports were reviewed. The quantity of published and unpublished materials concerned with various phases of guidance work in Ohio's schools during this century has been copious. For example, a review of the official journals of the association representing guidance in America in 1960 (the American Personnel and Guidance Association, and its predecessors) revealed that in the publications Vocational Guidance Bulletin, National Vocational Guidance Bulletin, I-II (1915-1918).
Association Bulletin, The Vocational Guidance Magazine, Occupations the Vocational Guidance Magazine, Occupations the Vocational Guidance Journal, The Personnel and Guidance Journal, more than three hundred articles and news items have appeared concerning guidance in Ohio. While none of these items represent historical studies, some are historically significant in their content. Historical information from such non-historical studies will be documented in chapters to follow, as they apply to this study.

The 1952 edition of the Encyclopedia of Educational Research contains six items devoted to guidance in Ohio, of which none represent an historical study. Although the 1960 edition of the Encyclopedia of Educational Research discusses historical background of the guidance movement, only six references are made to Ohio.


3The Vocational Guidance Magazine, II-XI (1924-1933).

4Occupations The Vocational Guidance Magazine, XII-XXII (1934-1944).


In the April, 1954 issue of the Review of Educational Research, nine items concerning guidance in Ohio were listed. In the June, 1956 issue of the Review of Educational Research, two items were concerned with developments in Ohio, and in the Review of Educational Research of April, 1960, nine references were made to guidance.

National Histories of the Guidance Movement

Included in this portion of the review of the literature are references to studies and reports depicting National developments in guidance which have relevance to the study of guidance in Ohio's secondary schools. For example, John M. Brewer's History of Vocational Guidance represents the first comprehensive report of the early developments in the history of the guidance movement in the United States. Brewer's history is used here and will be referred to in the following chapters of this study when appropriate. Since it reports the origins of early activities in the various

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states in the nation, it will also be referred to when reported events have significance to the development of guidance in Ohio. The procedures followed in Brewer's study included a survey and review of literature, documents and reports for the collection of basic data; verification of basic data by individuals and professional organizations; and subsequent interpretation of this data in narrative form.

According to Brewer, in his History of Vocational Guidance, the guidance movement in the nation's schools is credited with having its origin in the work of Frank Parsons in establishing the Vocation Bureau in Boston in 1908.\textsuperscript{13} For his pioneering work, Parsons has generally been considered the "father" of the guidance movement.

A number of schools about the nation in the early 1900's became interested in the value of school guidance services on a somewhat similar basis to that of Frank Parsons' organized approach to providing vocational guidance services. In Grand Rapids, Michigan, Jesse Davis provided leadership in describing how English teachers could assist in vocational guidance through subject-matter areas.\textsuperscript{14} A program was begun in the schools employing the idea of using

\textsuperscript{13}Ibid., p. 61.

already existing curricula for vocational guidance purposes. Attention was also given to moral guidance indicating a broadening concept of the nature of vocational guidance. The impact of the work by Davis in Grand Rapids and the courses he taught at various midwest universities had a significant influence upon the over-all beginnings of the vocational guidance movement.\footnote{Brewer, \textit{op. cit.}, p. 51.}

In addition to the beginnings of vocational guidance provided by Frank Parsons in Boston and Jesse Davis in Grand Rapids, Eli Weaver, while working at Boys High School in Brooklyn,\footnote{Anna Y. Reed, \textit{Guidance and Personnel Services in Education} (New York: Cornell University Press, 1944), p. 6.} was one of the first to recommend that teachers be given some time to do guidance and placement work. Other cities, including New York City; Cincinnati; Mishawaka, Indiana; Chicago; St. Louis; Minneapolis; Seattle; Los Angeles; Sommerville, Mass.; and Buffalo, N.Y., also interested themselves in the guidance movement shortly after the turn of the century.\footnote{Brewer, \textit{op. cit.}, pp. 30-105.}

The Cincinnati, Ohio, plan, according to Reed, began in 1911 as a result of the preceding three years' work of
the Schmidlapp Institute and the Vocation's Bureau in the schools and included—

1. Study of the individual and use of personnel cards.

2. Systematic effort to keep the life-career motive before high school pupils.

3. Collection of occupational information including information on the personal factors which make for success in different lines of work.

4. Knowledge of opportunities for advanced training, especially college training.

5. Better adaptation of school courses to the vocational needs of pupils.¹⁸

This broad approach set direction for guidance organization which has come to pass in the guidance movement in Ohio and in the nation.

In the interim, since these early beginnings, there has been a relatively steady growth of school guidance services, with two or three periods of more rapid growth prompted by such incidents as the increased attention to testing during World War II,¹⁹ the mental hygiene movement,²⁰


the changes in educational philosophy,21 Federal Vocational Education Acts of 1936 (George-Deen) and 1946 (George-Barden), child growth and development,22 The National Defense Education Act of 1958, and the recent (1958-60) general recognition of the challenge to United States supremacy in science and technology.

A further review of the history of Education in American schools points up the logic for recognizing the need for guidance services in the early 1900's since the changing philosophy of education in our nation was observable in the changing nature of pupil population. Schools were becoming less selective in the admission of pupils and, therefore, much more heterogeneous with respect to socio-economic background, learning potential, and occupational objectives of the student body. According to Smith,23 during the seventy years from 1870 to 1940, the population of our country increased three times while the high school population came to represent a more typical cross section of the entire population with concomitant variations in aptitudes,


interests, financial resources, and many other important aspects regarding individual planning and achievement.

Along with the recognition for the need for guidance services and with the action in providing these services Willa Norris, in her study of "The History and Development of The National Vocational Guidance Association" traced the evolving professional recognition for guidance in the nation. In her study, she reviewed professional growth and association membership, in professional activities, and in the nature of training and experience requirements for professional guidance workers. Her study revealed that from 1920 through 1960 numerous Ohioans served leadership roles in the National professional organization. In addition, Ohio has had more than its share of National conferences and branch organizations representing professional guidance workers affiliated with the National association. This would tend to indicate that in Ohio as well as in the Nation professional activities and action in guidance grew along with the guidance movement in the schools.

Professional activity developments in Ohio will be discussed in more detail in Chapter VII.

State of Ohio Studies Pertaining to the History of the Guidance Movement

A search of literature reveals that there has been no previous historical study of guidance encompassing the guidance movement in the State of Ohio. However, in the search for literature the writer discovered two book titles which are in themselves "history in the making" in the guidance movement. These two books and other related studies were analyzed in some detail since they depicted historical events with important implications for the direction guidance was to take in Ohio's schools.

The Woolley Study

The first of the historically important works was authored by Helen Thompson Woolley under the title of An Experimental Study of Children. This monumental work is considered a pioneering effort in the psychological study of youth in an attempt to assess ability of children so that guidance could be more effective. It was among the first efforts to make scientific use of instruments of measurement in America's schools and was begun before either the Stanford Revision or the Yerks Bridge Point Scale was published. Furthermore, in part due to the efforts of Dr.

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26 Ibid., p. 720.
Woolley, the Cincinnati, Ohio, guidance program was accepted as an established organization of services to school youth.

In addition to her reported study, Dr. Woolley portrayed the historical background stimulating this study which describes the farsightedness of those who began the guidance movement in Cincinnati, Ohio. A new child labor law was passed by the State of Ohio in the year 1910. The new law effected the inauguration of a new era in Ohio education—an era in which the expansion of educational interests and projects of the state began to be concerned with the education of the masses who through school failure, lack of ideals, economic pressure, dropped out of school as soon as the law permitted. The new child labor law of 1910 contained several important educational provisions including the completion of at least fifth grade before a child was allowed to leave school. It furthermore provided that work certificates be issued by the school for specific jobs with restrictions on hours and certain types of work. Finally, the law provided for the establishment of part-time schools for children employed on part-time work certificates, and that such schools become compulsory for every child who had not completed the elementary school. This law with its educational implications against a back-drop of increased industrialization, enlarged school age population, and strengthened labor union activities, influenced school and
community concern for "vocational guidance" much the same as Parsons was influenced in Boston two years earlier in 1908.

Similar to Parsons' approach to guidance in Boston, a plan of vocational guidance and placement was put into effect in Cincinnati under the leadership of Miss Edith Campbell and Superintendent Clopper of the Cincinnati schools. The recognition that tools for identification of individual differences, and methods of employing these tools had not been developed, stimulated the Woolley study. The study was to span a five-year period with a large and representative group of typical children, and was to cover their mental and physical status, their work conditions, their home conditions, and their social conditions, if possible. The findings of this study were to be employed in a more specific approach to child guidance in educational and vocational placement.

From the Woolley report it can be seen that in those early days the leaders of Cincinnati not only carried out their legal responsibilities for the over-all working youth up to the age of sixteen years, but further accepted their moral responsibilities of providing training and placement (guidance) for children leaving school before graduation from the twelfth grade.
The Eikenberry Reports

The second book discovered by the writer contains important facts in the history of Ohio guidance development and was published in 1930. It was edited by D. H. Eikenberry, then Director of Guidance in Ohio and included the following contributors: Charles Scott Berry, M. Edith Campbell, D. H. Eikenberry, Ray Fife, C. W. Hall, E. E. Lewis, Mary R. Lingenfelter, L. H. Munzenmayer, Maurice J. Neuberg, D. Oberteuffer, William H. Stone, Herbert A. Toops, Frank P. Whitney, Byron B. Williams, O. H. Williams. This book is entitled, An Introduction to Guidance.27 The forces bringing about this publication in 1930 will be discussed in Chapter IV, State-Wide Interest and Concerns for Education with Implications for Guidance.

In contrast to the rather specific guidance approach of providing work certification and placement services of the Cincinnati program, An Introduction to Guidance provides background for services which over-arched the entire educational program and the life-space problems of the child. Guidance, for example, is defined as follows:

Guidance is based upon the fact that human beings need help in at least four things. These are: (1) in forming purposes, (2) in planning to carry out these purposes, (3) in executing these plans, and (4) in judging or appraising the worth of their own accomplishments.28


28 Ibid., p. 15.
Dr. Eikenberry's definition of guidance was one which recognized individuals need help in these "four things," and appears similar to "Major Aspects of the Guidance Program" as outlined in the 1957 Ohio High School Standards, and more specifically to the steps in the counseling process indicated in "Standard VI Guidance," under Counseling Services.

This book is especially important historically because of the proposal for guidance which is the forerunner to many of the state level developments to come about in the years to follow. These developments will be described in a later chapter of this study.

The comprehensive approach for a guidance program in all of Ohio's schools was preceded by a State Department publication entitled, Guidance in Ohio Schools--Its Needs--And the Program of the State Department of Education.

The report described the specific needs demanding organized school guidance services and supported its demands by outlining nine evidences that such services should be provided for school youth.

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29Ohio High School Standards, 1957, State of Ohio, State Board of Education (Columbus, Ohio).

30Ibid.

First, evidence from pupil elimination pointed to the fact that although the American high school had emerged as an institution with the purpose of serving all secondary school age youth, many who entered the first year of elementary school did not persist to the end of the high school period. Enrollment in each grade in Ohio's schools for the year 1928-29 was compared with the entrance enrollment of each of these grade groups. The data revealed that each grade suffered a considerable loss in population, indicating that by the twelfth grade, only 31 per cent of those who entered the first grade remained in school to graduate. To remedy this situation the report purposed "it is reasonable to conceive that a comprehensive program of guidance through all twelve grades would operate to reduce in large measure the high percentage of elimination that exists at present."\textsuperscript{32}

Second, evidence from the selectivity of secondary school population was presented. The tendency of schools to provide an educational program for the selected few who were to take their place in the work force in professional, managerial and semi-professional occupations was cited. To remedy this situation the following recommendation was stated:

The implications for guidance in our public schools are clear. Society can ill afford to have such large proportions of its future skilled and semi-skilled workers drop out of school as soon as the law permits. The well-being of the State demands

\textsuperscript{32}ibid., p. 32.
that all children receive through the adolescent age that training that is appropriate to their capacities and their needs. If we are to retain those who are now eliminated, we must substitute for the traditional program of studies a new program that squares with the facts and conditions of modern life. A program of guidance operating from the early grades should, through intelligent direction, retain in school for further social-civic and practical training a very considerable number of those who now drop out of school.33

Third, evidence from the nature of the occupation into which young workers entered the labor force and "the aimless shifting" from job to job of these young workers was presented. To eliminate a large majority of blind alley occupations resulting in disillusionment and discouragement, as well as frequent shifting from one job to another, it was proposed that guidance programs would provide youngsters with information and counseling which would result in more realistic and stable choices.

The implications in this recommendation are twofold. First, guidance, through assisting pupils to plan for training appropriate to their abilities, would result in pupils staying in school longer. Second, that in order for guidance to assist pupils to plan for intelligent direction, the instructional program of the schools needed to be broadened beyond the traditional educational program.

Fourth, evidence from juvenile delinquency indicated that 40.6 per cent of the 1560 young men committed to the

State Reformatory in 1929 had not attained more than a sixth grade education, and that 77 per cent had not entered high school. While the report was explicit in not indicting the elementary and secondary schools for the level of juvenile delinquency, it suggested that the academic stress in high school at the expense of other needs of growing boys and girls contributed to situations which brought about commitment of many youngsters to state correctional institutions. It was proposed that "guidance programs of our schools must seek the complete understanding of each individual child. The complete understanding, not the lop-sided understanding that does not go beyond the knowledge of I.Q.'s, school marks and easily observed conduct, enables intelligent administrators and teachers to make our schools what they should be--servers and directors of human resources."  

Fifth, evidence from the lowering of the level of intelligence of the secondary population cited that fact that in 1890 only one child of high school age out of ten entered the secondary school. Enrollment figures for the year 1929 revealed that 55 per cent of all children of high school age were enrolled in the secondary schools. The report suggested that "because of a more homogeneous population now enrolled in schools, the I.Q. of those enrolled

34 Ibid., p. 11.
tended to be lowered toward the average population."\textsuperscript{35} It was proposed, therefore, that "a program of guidance that will set pupil needs first and subject matter second can accomplish much in reducing the amount of failure that is common in our schools today."\textsuperscript{36}

Again, as in recommendations under three above, curricular implications were evident. Guidance was viewed as an aid to identifying student's needs first, so that subject matter might be adapted to these needs. In this way it was proposed that failure in school would be reduced.

Sixth, evidence from maladjustments in colleges and universities revealed the recognized need for helping youngsters to make educational and occupational plans on a realistic basis before entering college. It was suggested that "proper guidance can and must lead to more serious preparation for college on the part of those who are capable of going and to more thoughtful consideration of the proper choice of a college or university."\textsuperscript{37}

Seventh, evidence from the overcrowding of certain occupations indicated that a large majority of youngsters tended to be unrealistic in their aspirations. It was proposed that "a program of guidance that keeps before the

\textsuperscript{35} Ibid., p. 12.
\textsuperscript{36} Ibid., p. 13.
\textsuperscript{37} Ibid., p. 13.
pupils of the school significant facts and figures concerning a large number of occupations can accomplish a great amount of good in directing boys and girls away from these occupations that are already overcrowded and in which the chances of success are slight for the pupil of only average ability."38

Eighth, evidence from the rapid change in the industrial world pointed to the further need for up-to-date occupational and educational information if youngsters are to plan realistically for the future. For this consideration it was proposed; "Any worthwhile guidance program will make pupils intelligent about the many opportunities for continuing and supplementing their education after formal schools days are over."39

Ninth, evidence from the multiplicity of occupations points out that a young person of 1929 who begins to consider the choice of a life career is confronted with twenty to thirty thousand different occupations. The need for occupational information was again stressed for the purposes of assisting youth in making realistic decisions about their future endeavors by presenting an outline for "Unity and Variety of Guidance"40 dealing with educational planning,

40Ibid., pp. 21-33.
health and personal and social concern. However, it was indicated earlier that An Introduction to Guidance portrayed guidance in broader terms than vocational guidance. The thinking of authorities in the year 1930 regarding guidance is reflected in the selected list of general references on guidance which was recommended reading for Ohio superintendents, principals, and teachers for their reading in preparation for inaugurating guidance programs. The ten references cited included books by Allen, Brewer, Brewer, Cohen, Edgerton, Jones, Myers, Payne.

Proctor,⁴⁹ and Reavis.⁵⁰ All of these authors, except Jones and Reavis, directed major emphasis to vocational guidance by the viewpoints they expressed.

**The Pounds Study**

As so often happens with mankind and his institutions, major incidents of history reflect themselves in the attitudes and activities of education. While World War I and World War II brought about a greater emphasis on psychological testing through a process of induction of draftees which required the best possible placement, schools were not to be overlooked with respect to their task toward the war efforts. Pounds, in his study of War Programs in Ohio High Schools,⁵¹ portrayed some educational concerns for education with implications for guidance during war time.

World War II, according to Pounds' study, served to bring into bold relief the confusion in secondary education which was brought about by the overthrow of the doctrine of formal discipline, the rapid increase in the number of pupils in the secondary school, and the great social and


⁵¹ Ralph L. Pounds, "War Programs in Ohio Schools" (unpublished Ph.D. dissertation, The Ohio State University, 1943).
economic changes of the twentieth century. To remedy this confusion and to bring about a more effective increase of the quantity and quality of available manpower, a program of "war time counseling services" was proposed for the secondary schools. However, the proposal proved to be unrealistic when in Pounds' study of Ohio's secondary schools, it was found that the scarcity of trained counselors made it impossible to provide counseling services for the majority of secondary school youth. Even though "war time counseling services" stressed the rather narrow phase of counseling pupils for adjustment into the military services, the recognition of the need for trained counselors was a sign of the times in the approach to providing guidance services. Up to this time the literature concerning guidance in Ohio, tended to look upon guidance (particularly vocational guidance) as simply an approach to providing information related to the various needs of children so that they might better adjust to society's conditions and demands.

**Major Status Studies of Guidance in Ohio**

Several surveys of importance endeavored to assemble information concerning various aspects of guidance in Ohio. Generally these have been confined to relatively restricted studies of guidance and have included only a sampling of schools in the state. However, there are in the data
collected, historical implications for guidance as it moved along toward the year 1960.

In one of these, the Educational Council of the Ohio Education Association reported replies from 126 deans and counselors to a questionnaire sent out in 1948 inquiring into the duties assigned them. The findings "confirmed the suspicion that counselors are able to give relatively little time to vocational counseling, that work load carried is too heavy, and that duties are not clearly defined." The council goes on to say that many persons in guidance work are additionally handicapped by excessive clerical duties and many other assignments in no way helpful to guidance, and by a lack of clear definition of guidance duties.

In 1949, the Educational Council attempted to learn the pattern of guidance in schools of different types and enrollments. In this study the controlled-interview technique was used among 60 schools representing small, medium, and large enrollments and different combinations of grade organization. According to the evaluation form of Kamm and Wrenn, ratings were given to the guidance program


of each school. A summary of the ratings revealed that while the size of the school was a major factor in determining the quality of the guidance program, some of the small-sized schools also rated very high, suggesting the conclusion that size was not necessarily a limiting factor. Twenty-two of the 60 schools were rated below the "adequacy" score with the small-sized schools representing more than half of this number. Guidance services were thought to be essential for student adjustment and development by 54 schools, but lack of adequately trained personnel and financial assistance were blamed for limitations of guidance services.

It is noted that student adjustment appeared in this study as one of the educational goals for which guidance was thought to be essential. At the time of this study (1949), two years had passed since the Prosser Resolution was adopted at an educational conference in Chicago. The resolution declared that all boys and girls are entitled to life adjustment training as citizens, and called for curricular revisions and expansion in formulating a plan for educating all American youth in school to the age of eighteen. Popularity of the "life adjustment" theme may have influenced the term being related to guidance at this time.

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In 1952, Hendershot\textsuperscript{55} visited 75 Ohio schools reported to have outstanding guidance programs in order to study their functions and characteristics. He utilized the Educational Council Report of 1949 and revisited some of the schools included in that report. Approximately half of the schools visited combined counseling duties with those of the principal or dean. In the opinion of those who were interviewed, this was a drawback in maintaining rapport with counselees. Only half of the schools provided any semblance of personal counseling for their students, with the majority of those offering such services being schools of over 500 enrollment, or included in a city school system. Almost 88 per cent of the schools had part-time counselors only, with no school of less than 200 enrollment, or any school in a county system having a full-time counselor.

It is noted that this study has implications for the extension of guidance to include a greater emphasis on individual counseling.

The Guidance Services Section of the Ohio State Department of Education, Division of Vocational Education, assembled a list of all persons associated with guidance in the Ohio schools in 1950.\textsuperscript{56} It was noted that 600, or 55.9

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\textsuperscript{56}Mary J. Drucker, "A Report of Guidance Services in Ohio Secondary Schools" (unpublished report, Columbus, Ohio: The Ohio State University, 1950).
\end{flushright}
per cent, of the 1071 enumerated as guidance workers also held administrative positions as superintendents, principals, assistant principals, or deans. Only 206, or 19.3 per cent, of the total were specialized personnel who might be presumed to have professional training in guidance—directors of guidance, counselors, pupil-personnel workers, vocational supervisors and coordinators, and psychologists. This leaves 24.8 per cent of the guidance workers identified as teachers or other non-administrators. The groupings used were arbitrary but point out the relative importance of specialized personnel in guidance in Ohio.

Three additional studies of the status of guidance in Ohio were undertaken during 1950-1960. Although these studies leave something to be desired because of the incompleteness of the returns in their investigations, they are historically significant as they reveal the trend of thinking regarding guidance in Ohio's schools. Furthermore, these studies show increased acceptance of guidance as an organized program of services as well as the demand and need for more specialized training of counselors.

The first of these was a study by Robert A. Wendorf in 1955, which included a survey of 533 secondary schools in

respect to the extent of guidance services. Conclusions of this survey study may be summarized as follows:

1. Guidance was becoming to be accepted by more and more school administrators as was evidenced by the threefold expansion of personnel assigned to guidance duties over the prior eight years.

2. Counselor appointments tended to be made in terms of educational experience but with little consideration for their professional preparation or knowledge of guidance principles or practices.

3. The majority of counselors in Ohio high schools possess little or no professional preparation in the field of guidance.

4. Only a small portion of counselors held the State Certificate. 

Although guidance was indicated as being accepted more widely, this study reflects the relative unimportance attached to specialized guidance training when counselor appointments were made. This may have been due to the shortage of trained counselors and the thinking that a counselor with educational experience but no specialized guidance training was better than none at all. However, the second of these studies to be reported in the following paragraph reflects the recognized need for more trained guidance personnel.

The second of these recent studies was made by Maurice A. Wogaman who analyzed guidance organizations and services

58 Ibid., pp. 149-150.

in eighteen selected Ohio Junior High Schools and concluded:

1. There was a need for more high school counselors;

2. The organization of guidance programs varied greatly;

3. General individual pupil guidance services were inadequate;  

4. Major problems in guidance were the need for more time for guidance personnel, more trained guidance personnel, more teacher time for guidance work, and more financial aid for guidance programs.  

A more recent study (1959) by the Guidance Services Section, Division of Guidance and Testing, State Department of Education, revealed a more accurate picture of the status of Guidance Services in the school year of 1959 and disclosed the following:

During the fiscal year 1958-59, one hundred and twenty-six (126) of the three hundred and four (304) school systems in the State of Ohio participated in the NDEA, Title V-A program. Additional data collected through the above reports indicate that two hundred and twenty-four (224) of the three hundred and four (304) school systems in the State employ seven hundred and forty-six (746) counselor equivalents meeting the minimum State high school standards for guidance. The counselor/pupil ratios reported were as follows:

<table>
<thead>
<tr>
<th>School District Type</th>
<th>Counselor/Pupil Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>City School Districts</td>
<td>1:548</td>
</tr>
<tr>
<td>County School Districts</td>
<td>1:506</td>
</tr>
<tr>
<td>Exempted Village School Districts</td>
<td>1:638</td>
</tr>
</tbody>
</table>

60 Ibid., pp. 249-254
61 Ibid., p. 257.
The two hundred and twenty-four (224) school systems reporting serve approximately 70 per cent of the total secondary school enrollment. Reports indicate that one hundred and fifteen (115) or 83 per cent of the one hundred and thirty-nine (139) city school systems have organized guidance programs meeting minimum state high school standards; fifty-nine (59) or 67 per cent of the 88 counties reported having counselors and organized guidance programs in one or more of their local school districts; and fifty-two (52) or 66 per cent of the 77 exempted village school districts reported having organized guidance programs. From this report it is evident that the city school systems with greater population, more adequate budget and better trained personnel have more highly developed guidance programs. Although fifty-two (52) counties reported, only two hundred and seventy (270) of six hundred and ninety-eight (698) local county secondary schools have qualified personnel assigned guidance responsibilities.63

This study reflects the extent to which guidance was viewed in 1958 as consisting of an organized program. It is also noted that counselors were considered as essential to the functioning of these programs and counselor/pupil ratios were being established. Although the ratios of pupils to counselors fell short of the one to three hundred ratios quoted in Chapter I of this study, the appearance of the counselor as an essential person in the guidance program is a significant development in the guidance movement in Ohio. Note should also be taken of the effect of the NDEA, Title V-A (National Defense Education Act of 1958, Title V-A, Guidance, Counseling, and Testing) program on bringing about

63Ibid., p. 2.
a condition in which more counselors were being employed by the schools. The effect of funds available through this program, and the effect of the Ohio High School Standards will be discussed in Chapter IV.

Summary of Review of the Literature on Studies of Historical Significance to Guidance in Ohio

In summarizing the review of the literature as it relates to the historical development of guidance services in Ohio, several important trends are revealed:

1. "Guidance" had its beginnings in Ohio's schools early in this century and has had its greatest growth during the past decade with the more definite organization of "guidance services" in the schools, and with the advent of more trained counselors on the school scene.

2. "Guidance" in the secondary schools began primarily with problems relating to entry occupational concerns and vocational placement of work in and out of school. From 1910, the beginning of the first recognized approach to providing guidance services by the Cincinnati schools, until 1930 little recognition for guidance was found to exist at the state level. However, toward the 1930's, "guidance" began to have an expanded interpretation and was looked upon as reaching into many phases of pupil growth as well as vocation planning, with some halting effects due to economic changes. During this same period, "guidance" began to draw attention of educators in Ohio, and evidences
of drop-out rates, work-force patterns, juvenile delinquency, heterogeneity of school population, and college failures were produced to support the need for guidance programs in the schools.

3. Beginning with the depression years of the 1930's, increased attention was given to the role of guidance in the secondary schools. By this time, tools for identifying individual differences and techniques for using these tools were beginning to make their appearance. State level attention to guidance resulted in several major recommendations for providing guidance services for all pupils, particularly those services directed toward facilitating the provision of occupational information and vocational choice.

4. During the decade (1950-1960) there was a definite trend toward increased recognition of standards for professional growth, the need for professionally trained counselors and the provision for organized programs of "guidance services" in the public schools of Ohio.

This chapter has presented a review of the literature concerning guidance in Ohio, with identified trends indicating the growth of the guidance movement.

Chapter III will review the procedures of this study, identify the types of sources used and define the limitations and scope of the problem.
CHAPTER III

PROCEDURES OF THE STUDY

In this chapter, the procedures for this study will be discussed under the topics of--

1. Historical Research Concepts.
2. Historical Research Criteria.
3. Rationale for Breakdown of This Study.
5. Authenticity and Credibility.
6. Basis for Final Analysis and Interpretation.

This study was defined as primarily concerned with the investigation of the growth and development of guidance services in Ohio's public schools, taking into account certain general historical growth factors and changes which have been concurrent with the development and growth of the guidance movement in Ohio. In light of the stated problem, the study was designed specifically to determine answers to six basic questions, as listed in Chapter I, concerning the guidance movement and to identify general growth factors concurrent with this movement.
Historical Research Concepts

According to Herman Ausubel,¹ history viewed as research may be defined as an integrated narrative or description of past events or facts, written in the spirit of critical inquiry, to find the whole truth and to report it. In a discussion of the interrelationships of history and science, Good suggests that,

History qualifies as science in the sense that its methods of inquiry are critical and objective, and that the results are accepted as organized knowledge by a consensus of trained investigators. The research aspects of history in dealing with sources are scientific in approach, while narration and historiography commonly involve the art of expression and philosophy of the author.²

It is further suggested by Good³ that history includes close interrelationships with other social fields, and that twentieth century historians have commonly emphasized the immediate usefulness of history in dealing with contemporary problems and issues. He further outlines three major steps involved in historical research and historiography processes or aspects.⁴ They are (1) collection of data; (2) criticism

³Ibid., pp. 117-120.
⁴Ibid., p. 120.
of data; and (3) presentation of the facts in readable narrative form which includes problems of organization, composition, exposition and interpretation.

According to Brinkman, the historical method involves: the selection and delimitation of the research problem; the accumulation, classification and criticism of source materials; the consequent determination of the facts; the formulation of tentative hypotheses (or questions) to explain the facts; and the synthesis and presentation of the facts in a logical organized form. In keeping with the concepts outlined by Good, and steps in historical method listed by Brinkman, this study has attempted to follow these concepts from the beginning of the selection of the topic to the final presentation of the findings.

Historical Research Criteria

According to Travers, Rummel, and Good, Barr, and Scates, sources in the study of educational history may be classified as "primary" or "secondary."


A primary source is defined as a source which may be in the form of oral testimony by a person who was witness to a given event, a document describing an event at first hand, or other tangible structures or implements or sayings which have been maintained from generation to generation. The primary sources dealt with in this study included laws, institutional records, professional records, newspaper and magazine sources, public documents, pictorial sources, and oral testimony.

A secondary source is generally described as a document or account which is based on primary materials. The secondary sources employed in this study were textbooks, institutional histories, and other secondary statements.

Rationale for Breakdown of This Study

According to Garraghan, any attempt to order a collection of historical data into a coherent and intelligible narrative with accompanying interpretation, calls for constant exercise of the reasoning powers of the researcher. This tends to be especially true in dealing with certain forms of logical proof and among these are the use of analogy, generalization, and hypotheses. Generalization has been the technique primarily employed throughout this study,

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along with analogy and hypotheses as these latter forms are appropriate.

Finally, the synthesis of the data in this study employed a combination of the techniques of chronological, sequential, and topical arrangement. Brinkman\textsuperscript{10} suggests that a topical arrangement approach is usually advisable in studies having a large scope. Accordingly, topics of significance became chapter headings and chronological sequence was employed except in cases where the present day picture presented a beginning point for establishing the importance of a particular topic. Therefore, the topical arrangement includes, after this chapter, the following:

a. State-wide Interest and Concerns for Education with Implications for Guidance.

b. The Development of State Guidance Standards.

c. The Development of State Level Guidance Services in Ohio.

d. Counselor Certification and Professional Activities.

e. The Development of Guidance Services at the Local Levels in Ohio.

f. Summary and Conclusions.

Gathering the Materials

After the selection and delimitation of the problem were made, source materials were accumulated through a

\textsuperscript{10}Brinkman, \textit{op. cit.}, p. 81.
review of the literature, State Department of Education records and publications, records of the Ohio Association of Counselor Educators, and selected interviews with veterans in the field of guidance in Ohio.

On the basis of the source materials which were collected and analyzed, ten Ohio schools (selected from the Ohio Annual Principal's Reports11 of 1946 through 1959, which identified all schools having guidance programs) were selected for more thorough study at the local level. These schools included the first found to have guidance programs, the three types of school systems in Ohio (city, county, and exempted village), and represented urban, suburban, and rural areas. In addition, they were found through State Department records to have maintained on-going guidance programs as a specific phase of the secondary school program. The review of state school records covered the years from 1900 to 1960, the period during which the guidance movement in Ohio had its origin and developed to its present level of activity.

After the original collection of data, numerous follow-ups were made in an attempt to classify the sources from which data were collected.

11Annual Principal's Report, Form 23, State Department of Education.
Authenticity and Credibility

After collecting and classifying the primary and secondary sources included in this study, they were subjected to a form of examination, commonly known to historians as criticism, both external and internal.\textsuperscript{12} External criticism or authenticity is a process which attempts to determine the genuineness of documents in order to establish why, when, how, and by whom the document was written. Internal criticism or credibility undertakes to analyze the meaning of statements within the documents which have been established as genuine and to determine their accuracy and trustworthiness.

Basis for Final Analysis and Interpretation

The procedure employed in the final synthesis and interpretation of data collected in this study is one of summarization and drawing conclusions. Good\textsuperscript{13} outlines seven specific schools of thought concerning the interpretation of historical evidence. The seven specific schools of interpretation include (1) personal, biographical, or great man theory; (2) spiritual or idealistic interpretation; (3) scientific and technological theory; (4) economic school; (5) geographical theory; (6) sociological

\textsuperscript{12}Brinkman, op. cit., pp. 91-95.

\textsuperscript{13}Good, op. cit., pp. 148, 149.
interpretation; (7) synthetic, eclectic, pluralistic, or collective psychological theory. The latter theory, including the synthetic, eclectic, pluralistic, or collective psychological techniques, seems to be relatively recent in its approach. The theory, which is considered to be more inclusive, and recently, the most important type of historical interpretation,

holds that no single category of causes is sufficient to explain all phases and periods of historical development, and that only the collective psychology of any period is strong enough to dominate the attendant historical development. Therefore, the new history is necessarily eclectic in approach and interpretation in contrast to the older, conventional history which overemphasizes political causation or holds that historical development is entirely arbitrary.14

In this study, the latter theoretical approach will be utilized since it yields itself to a more workable test of explanatory concepts. While the writer recognizes that the specific schools of interpretation are not mutually exclusive and that the other mentioned schools of interpretation will be drawn upon when appropriate, the eclectic or synthetic approach will be dominant in this study. Therefore, the remaining chapters will be organized, as stated previously in this chapter, in an effort to identify for the reader major aspects of secondary school guidance program

14Ibid., p. 149.
development related to the guidance movement in Ohio. Within each of the chapters, when appropriate, chronological order of the findings will be employed in an effort to assist the reader, or future researcher, to identify developments related to specific periods of this century.

Chapter IV will deal with state-wide interest and concerns for education with implications for guidance, beginning with the turn of the century. The outline will trace various chronological periods culminating with the contemporary interests and concerns for education which are related to the present high-level interest and action for guidance services in the public secondary schools.
CHAPTER IV

STATE-WIDE INTEREST AND CONCERNS FOR EDUCATION
WITH IMPLICATIONS FOR GUIDANCE

In this chapter state-wide interest and concerns for education with implications for guidance will be discussed under the following topics of: A Period of Secondary School Expansion in Ohio; The Emergence of State Level Recognition for "Guidance"; and From "Guidance" To A Concept of "Guidance Services" In The Schools.

Reports and records of significant Ohio educational activities found to reveal implications for guidance will be analyzed in an effort to follow guidance developments in Ohio. Secondly, the identified educational interests and concerns will be analyzed for the purpose of indicating trends in the development of the guidance movement in Ohio's public secondary schools.

A Period of Secondary School Expansion in Ohio

Early Concerns for an Expanded Secondary School Program

From the early days of state support for education in Ohio, it has been a custom for the appointed chief of state school offices to file an annual report to the Governor. These reports represent a rather comprehensive record of the
yearly status of public education and cumulatively depict developments and trends of interest and concern about public school programs.

In reviewing the first forty-six Annual Reports of the State Commissioner of Common Schools, the writer found these generally devoted to statistical analyses of enrollment, school building, school law and fiscal developments in the Ohio public Schools. In the Forty-seventh Annual Report of the State Commissioner of Common Schools, Commissioner Louis D. Bonebrake, presented a thorough review of the status of public education at the close of the nineteenth century for Governor George K. Nash of Ohio. His review began with the growth of the school system, as well as its growing concern for the education and training of all youth. For this reason the Forty-seventh Annual Report is used as an introduction to the period of secondary school expansion in Ohio.

In reviewing the ten decades of the nineteenth century, Commissioner Bonebrake indicated that the past hundred years had been fruitful years for the system of free education in Ohio. Change in aim and ideal of education was given special recognition in Commissioner Bonebrake's report. It suggested that formerly education had been largely delegated

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to church, family, and to certain societies established and maintained for that purpose. Education had been an institution for the selected few, the wealthy, the elite, and the more fortunate. Not only was this the case, but prior to the twentieth century, education had been directed toward the classical approach primarily in an effort to prepare the students to enter selected professions or college for further training which would assist them in entering into these professions.

In addition, Commissioner Bonebrake's report referred to a shift in education's objectives toward recognition of man as a total individual, which he viewed in this manner:

In the beginning of the century, and even, in a measure, in recent years, the training for citizenship was said to be the real motive and necessity for maintaining free public schools as the result of public taxation; and yet I think I can say with truthfulness that educators and the people now more largely justify the existence of the public school system in all its complex forms on the ground of all-round culture, all-development, and preparation for complete living. From training and qualifying a man to vote or to carry arms as a citizen, the ideal has changed and has come more and more to be the recognition of him as an individual member of society, with possibilities of individual unfolding and development. To make the complete man is the aim, rather than to train one part of him or to qualify him for one single function in the state.\(^2\)

In order to provide for the change in ideal (suggested by Commissioner Bonebrake), bringing about a greater

\(^2\)Ibid., pp. 6-7.
recognition of man as an individual, with individual potentialities for development, curricula were being expanded beyond the traditional "three r's" of the early American school.

Spelling, reading, writing, arithmetic, grammar, geography, history, physiology (including scientific temperance and hygiene), drawing, music and calisthenics now, in large way, compose the elementary course; while algebra, geometry, general history, literature, English composition, physics, botany, chemistry, Latin, Greek, German, elementary psychology and other subjects compose the high school curriculum.3

Not only was there concern in 1900 for the subjects mentioned above, which composed the high school curriculum, but the 47th Annual Report was filled with concern for the health of students, their discipline, their character, and their habits. It was apparent in 1900 that the instructional program of the public secondary schools would continue to expand.

Expansion of the instructional program together with increased in enrollments were to alert educators to the need for attention to individual differences and assistance to cope with these individual differences. Population and school enrollment growth were on the rise, as evidenced by the published enrollment figures of the 1900 Report.4 Ohio, as

3Ibid., p. 7.
4Ibid., p. 11.
a State, had grown from a population of approximately 45,000 in 1800 to over four million in 1900, from an almost uninhabited wilderness to the position of fourth in population among the States in the Union. At the close of the nineteenth century the total enumeration for youth between the ages of 6 and 21 who were entitled to school privileges numbered 1,226,366. Of this number, a total of 829,160 boys and girls were enrolled in the public schools, 56,952 of whom were enrolled in the high schools. During the first 10 years of the twentieth century the population and school enrollment continued to grow, indicating further educational expansion in the public school systems in terms of serving more boys and girls of school age.

Interest in Industrial Education

By 1910 there appeared a further interest in expanded education, evidenced in the growing concern for a more comprehensive educational program and for developing a greater holding power for late elementary and secondary school pupils. Provisions for industrial education in Ohio schools were added to the growing number of elective courses of study recommended in 1910. Although it was not specifically mentioned, the overtones of vocational guidance, that is, assisting youth to be better qualified for vocations they might choose for their life's work, prevailed throughout the
discussion on industrial education in the 1910 Ohio School Report.\(^5\)

However, techniques for identifying individual differences and programs for assisting youth in determining their direction according to individual differences had not yet been developed in 1910. The implications for vocational guidance were plainly evident by the concern for industrial education and for greater holding power among the secondary school population. These implications could be drawn from commonly stated propositions of that period: If pupils were to be served enmasse; if schools were to become more democratic; if pupils were to be trained to meet the demands of a fast moving industrial and technological world; and if schools were ready to yield to economic pressures, it seemed logical to assume that some organized approach to meet these challenges would be introduced in the schools. Some local schools, such as the Cincinnati system, were making an attempt to organize a program of vocational guidance to meet these challenges at that time.

No evidence was found to indicate that "guidance" was recognized at the state level before 1911. However, increased interest at the state level for expanded education continued

and had its influences on the first comprehensive state-wide study of Ohio's public schools.

The 1914 Ohio School Survey

The year 1913 was a banner year for education in Ohio since state-wide interest in education resulted in the General Assembly of the State of Ohio passing an act "to create a commission to conduct a survey of the public schools, normal schools, and the agricultural schools of the state, defining its powers, and providing appropriation therefore." The historical significance of this act is that it brought about the first thorough state-wide school study in the history of Ohio's schools.

A review of the 1914 Ohio School Survey Report reveals that the concerns about increased school population, holding power, excellence of educational achievement, and provision of a more comprehensive curriculum were brought into focus. Although curriculum offerings in secondary schools were to continue to grow in great proportions, the following is an example of the course of study offered by a hundred selected schools and the proportion of total school time given in each week to the various subjects by these schools in 1914.

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Course of study

Fig. 1.—Course of Study

7Ibid., p. 13
Figure one shows that to the high school courses reported in the 1901 Report of the State Commissioner of Common Schools were added such subjects as agriculture, commercial arithmetic, bookkeeping, geology, and economics. Such changes in the curriculum were complementary to the rapid increase in enrollment. Even though the Committee of Ten had been formed earlier to resist such change in course offerings, curricula changes continued during this period and were adapted to the capacities of pupils who were flocking to the schools. The increase in courses offered was the beginning of a guidance function, yet to be defined at this time—that of assisting pupils in course selection.

Community resources in offering services to schools and pupils were discussed in this school survey report and included the following agencies with reports as to their roles in assisting schools and youth in their educational direction:

1. Farm Women's Clubs;
2. Ohio Federation of Women's Clubs;
3. Mothers' Clubs;
4. Daughters of the American Revolution;
5. Association of Collegiate Alumnae;
6. State Grange;
7. County Fair Boards;
8. Business Men's Organizations;
9. Labor Unions;

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10. Physicians and Dentists;
11. Young Men's Christian Association;
12. Young Women's Christian Association;
13. Camp Fire Girls;
14. Child Labor Committee;
15. Playground and Recreation Association;
16. Society for the Prevention of Tuberculosis;
17. Ohio State Teachers' Association;
18. Ohio Teachers' Reading Circle;
19. Ohio Pupils' Reading Circle;
20. Ohio Library Association;
21. State Agriculture Commission;
22. Board of Health;
23. Highway Department;

For these agencies it was reported that they could provide educational and occupational information, organize programs on health, areas of study and work, arrange for contests and exhibits, organize clubs, and provide speakers on topics of importance to the educational program.

Identification of the above resources points to early recognition that agencies outside the school could assist schools in helping youth with problems of educational choice. Although "guidance" was not mentioned as such, the implications for bringing the pupil into contact with agencies and information to provide a basis for realistic choice making were clearly evident.

Post World War I Concerns for the Expanding Schools

World War I and its termination found education showing a greater concern about the growing school population,

\[\text{Ibid.}, \ pp. \ 215-258.\]
the drop-out rates (particularly of boys), the need for more excellence in the public education system of the State of Ohio, and its relative rank in certain aspects to other States of the Union. In 1921 these concerns were highlighted in a letter from the Superintendent of Public Instruction, Vernon M. Riegel, to all superintendents of Ohio, and, for the first since 1911, the Annual Report of the Superintendent of Public Instruction stressed additional emphasis on vocational course offerings in the public school. Implications for assisting youth to find the best course of study available in the schools and providing such courses for many through vocational education are reflected in the pages of the 1921 Annual Report devoted to trades and industries, vocational agriculture, vocational home economics, and the report of the State Board of Vocational Education. Although "guidance" was not mentioned as such, "the trend toward offering pupils services for course selection and career planning was plainly evident." Thus, a first great step in public educational expansion was recognized through reports and recommendations by the State agency responsible for Ohio's public secondary schools. The first twenty years of the twentieth century saw a rapid rise in population, a

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12Ibid., pp. 39-86.
concurrent growth in school enrollment, expanded curriculum to meet the demands of a new economy and industrial movement, and an effort to meet the growing ideal of free public education for all youth in Ohio.

The Emergence of State Level Recognition for Guidance

Beginnings of State Level Recognition for "Guidance"

The first specific mention at the state level of "guidance" for high school students was made in the 1921 Revision of the Ohio High School Standards. This bulletin discussed the rationale underlying the need for guidance and counseling services in 1921 and up to that date. According to the statements contained in the Standards, educational and vocational choices were more often made by chance than through planning. The statement also indicated that some vocational counselors were functioning in some schools but that a guidance program for all schools should be planned and initiated. The standard is summarized by suggesting that,

Guidance of the right sort has no atmosphere about it of deciding for young people what occupations they should follow. Vocational guidance should be a continuous process designed to help the individual to choose, to plan his preparation for and to enter

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13 Ohio High School Standards, 1921 Revision (Columbus, Ohio: The F. J. Heer Printing Co., 1921).

14 Ibid., pp. 21-25.
upon, and to make progress in an occupation.\textsuperscript{15} (See Appendix B for a reproduction of the Standard.)

Nearing the end of the third decade, the narrative report of the Ohio Department of Education again reviewed the State Educational program. The report viewed with concern the need for a program of equal educational opportunities for all children and for the provision of leadership by the State Department of Education to solve this problem.

The 1930 Narrative Report of the Ohio Department of Education\textsuperscript{16} proposed, among other things, that there was a growing realization that education had become a great social investment which could and did yield exceedingly high dividends in terms of peace, productiveness, and social stability. Against a backdrop of the beginning years of the great depression of the 30's, it might have been expected that this report dealt with the need for support for an even more diverse curriculum than existed at that time. With employment on the downgrade and with a tightening economy, a plea was made to the people of Ohio to provide for a more diversified program so that children might be held in school and be trained for the rigors of a tightening economical world.

\textsuperscript{15}Ibid., p. 25.

In addition to providing an educational program for all youth, the 1930 Narrative Report devoted attention to concerns for articulation between steps in the various school programs. Productiveness and social stability, as well as the development to the maximum of ability of those who possess special aptitudes, talents, and interests, were supporting arguments for a broadening purpose of education. Implications for an organized program of guidance services to facilitate the articulation process and related concerns were clearly evident in this report.

"Guidance" was mentioned in a State Director of Education's Report for the first time in the year 1928-29. In various ways guidance is being recognized in the programs of the high schools. A mere course in occupations has been found to have limited value. The suggestions in the Ohio High School Standards and various articles and reports have led teachers to attempt the guidance of students in their choice of studies and in their plans for life. A letter from the Director of Education to the students on the full use of this high school opportunity, produced a deep impression on both students and teachers. Every school should begin a guidance program, if it has not already done so.\(^{17}\)

The 1930 State Guidance Conference

The thinking on the part of the State Department of Education that guidance is fundamental to successful work and the recognition of the needs for guidance was set forth

\(^{17}\)Ibid., pp. 25-26.
in a publication dated May, 1930, entitled *Guidance in Ohio Schools—Its Needs—And the Program of the State Department of Education*.\(^\text{18}\) Considerations in these areas led to the calling by Dr. J. L. Clifton, Director of Education, of a state guidance conference for January 30, 1930. This conference was attended by approximately 400 men and women representing city, village, and county superintendents, junior and senior high school principals, deans and heads of departments of education, college and university presidents, college and university teachers, elementary and secondary principals, junior deans of colleges, parent-teacher associations, bureaus of educational research, personnel and guidance directors and others. (The program for the State Guidance Conference of January, 1930, appears in the Appendix A so that the reader may review the list of leaders participating in this history making conference.) As a result of the general session of the conference, a motion presented by Dean E. J. Ashbaugh of Miami University calling for the appointment of a State Advisory Committee on Guidance was unanimously adopted.

Problems of dependent people, social welfare, unemployment, rural education, and counselor training were the uppermost concerns in the minds of the State Advisory

Committee on Guidance which met on the dawn of the great depression and which affected the lives of many young Ohioans. All these problems except the one concerned with counselor education, reflected the concerns of educators and lay people alike. The year 1929 found Ohio experiencing a new high in unemployment, an increased mortality rate in business failures, and a general business crisis which affected industry, management, business, and agriculture.

The 1930 State Advisory Committee on Guidance

The State Advisory Committee on Guidance met in Columbus on February 19, 1930, and discussed the problems of guidance from many angles represented by varied points of view of the personnel of the committee. These problems were serious ones as indicated by the following remarks of the several members of the committee made in turn around the conference table. Dr. Clifton, State Director of Education, led off by commenting:

One of the essential problems we have to face is that of bringing into the classroom, into the experience of our young people, the opportunities and pitfalls of every business, industry, and professional work. Through a guidance program we could decrease the number of dependent people, and we could show an educational leadership to our juvenile courts, and to every phase of industry, business and profession. The committee has in its hands the wonderful opportunity of making our educational program in Ohio much more worthwhile.19

19Ibid., p. 17.
Dr. Clifton, obviously was concerned with the numbers of dependent people in 1930 who suffered economic tragedy as a result of the crash of 1929. Although he failed to define the scope of a "guidance" program, he proposed that such a program could decrease the number of dependent people and provide educational leadership for existing problems. So strong were Dr. Clifton's convictions that a program of guidance would greatly alleviate the plight of youth about to enter the depression ridden state that he charged the Committee with the responsibility for recommending a program for all schools in Ohio.

Next Mr. Silver, State Director of Finance, stated:

I think the thing to do is to increase education as a preventative measure and then reduce the other, that is, the welfare. The guidance movement will reduce the cost of keeping these 35,000 dependents that we now have. Approaching it from a purely economic standpoint, there is tremendous responsibility on those engaged in educational work in the state.20

As State Director of Finance in 1930, Mr. Silver's major concern appeared to be the reduction of state costs supporting the unemployed. Admittedly, he looked upon guidance from a purely economic standpoint, that is, as a vehicle through which schools might aid in the prevention of persons from becoming dependent upon the state. There was little evidence from Mr. Silver's work on the Committee 20Ibid., p. 18.
or from his statements that he possessed a concept of guidance related to an organized program in the modern school. As a matter of conjecture, it is doubtful that Mr. Silver would have proposed a program of guidance services requiring a greater financial outlay for education in the depression of 1930.

Third, Mr. Donnelly, Secretary, Ohio Federation of Labor said:

The question of securing the proper kind of employment is more serious than we have ever faced before. If we are going to study this question at all we must not only take into consideration the fitness of pupils for the work, but also those principles which are taught in the schools. If they lose these principles they will not fit into industry and they will finally fall into the hands of the courts. You are going to find that you have to view the whole industrial and economic situation in this country and that you have to consider the ideals that you have been building up in the schools and the fulfillment of those ideals when they enter industry.21

Mr. Donnelly, as Secretary, Ohio Federation of Labor, certainly felt the pressures of growing unemployment in Ohio in 1930. Although Mr. Donnelly did not mention or attempt to define the role of guidance in the schools, he did indicate that more fitness of pupils to do work was needed and that the schools should also be concerned with "principles." However, he failed to define these principles. It may be safely assumed, however, that in the context of his

21Ibid., p. 18.
statements referring to the whole industrial and economic situation, he proposed that schools needed to reconsider ideals being taught in order that fulfillment of these ideals might be achieved when youngsters enter industry. While employment and industry seemed to be of major concern to Mr. Donnelly, no mention was made of the individual and his need for assistance.

Fourth, Mr. McGraw, President of the Cleveland Bar Association, suggested:

I feel very much about this situation as does Mr. Donnelly. If we put into the guidance bulletin the exact truth so that the teacher can teach what the child is up against in the world, we will have done a service. About half of the lawyers are starving to death. This information should be put before the children in school and then let them judge for themselves before they go into it. They must know the disadvantages as well as the advantages.22

Mr. McGraw revealed major concern for the plight of lawyers in Ohio. His concern was in providing information for the youth in school so that they might make realistic choices for entering the law profession. He recommended providing accurate information about the world at work through "guidance bulletins" so that youth might know the disadvantages and advantages of law as a professional endeavor.

22Ibid., p. 18.
Fifth, Miss Campbell, of Cincinnati Public Schools, stated:

In Cincinnati, where we have more lawyers to the population than any other city in the state, we put this information before the children and give them information as to the future of different industries and professions which we base on a careful study of a large number of occupations. We never tell a child he should go into law or advise him in that way, but we give him information on many occupations so that he may make a selection in the light of information concerning the need (supply and demand) and other important economic factors.23

Miss Campbell, for many years Director of the Vocational Bureau, employed by the Cincinnati Board of Education, described Cincinnati's approach to providing occupational information to pupils. She was careful to point out that children are not told or advised of the plan for an occupation, but that information was presented for many occupations so that a pupil might make a selection in light of information, particularly that of supply and demand and other important economic factors. Miss Campbell's statements reflected one popular approach to guidance in the 1930's which was an approach through study of occupations, usually in organized classroom situations, which were designed to assist youngsters in making wiser choices.

23Ibid., p. 18.
Sixth, Dr. Gosling, Superintendent of Akron Public Schools, related:

I was deeply impressed with what Mr. Donnelly said. I recently saw an editorial to the effect that there is a very marked division between schools and life. The upshot of all this was that the boy who goes to school and gets only recitations and idealistic view of life and then goes out into the cold world and competitive work finds there is no harmony whatever between school training and industrial life. We must either change this idealistic view of education so that it will really function or we will have to change life outside so that it will respond somewhat to the ideals of boys and girls in school.24

Dr. Gosling revealed his concern for what he called "very marked division between schools and life." His central concern seemed to be for the youth who is idealistic in his aspirations and who later on finds a world of competition with which he is not able to cope. It is interesting to note he suggested that either education needed to change in its approach or that something must be done in society if it is to respond to the ideals of boys and girls in school.

Seventh, Mr. Shafer, State President of the Ohio Congress of Parents and Teachers, said:

The home plays a large part in the education of the children, especially during the pre-school age when parents are solely responsible for their guidance. Parents are desirous of giving to the boys and girls better opportunities than they themselves enjoyed and it is this very desire, that too often causes parents to set up a wrong standard of the values of life. Failure to instill proper regard for honest labor in the mind of the child and the serious

24 Ibid., p. 18.
practice of overindulgence of the child, are two
definite reasons why our youth are unable to meet
the real problems of life when they arise. The
school builds upon the foundation laid in the home
and parents can aid the work of the school
immeasurably and can insure a happier condition
for their boys and girls, if they will establish a
good foundation of right habits and attitudes.
There should be a fine cooperative relationship
between parents and teachers in the education of
the children.

The Parent-Teacher Association provides an effec­
tive medium in its plan of organization for the
uniting of these two forces and I believe a state
guidance program should include a specific program
which may be used in Parent-Teacher Associations.25

Mrs. Shafer charged parents in the home with the
responsibility for "guidance." Youth are unable to meet the
real problems of life when they arise, charged Mrs. Shafer.
She expressed the view that the school can only build on to
the basic foundation of guidance laid in the home and pro­
posed that the PTA be the mediator between the home and the
school in planning for the organization of a state guidance
program.

Eighth, Mr. Liggett, President, Galion Metal Vault
Company, affirmed:

We need emphasis on teacher training for guidance.
Guidance involves teacher training. It is a new
thing, a fad, in the opinion of many. The prob­
lem of teacher training is a very serious one.26

L. M. Liggett proposed the need for teacher training
in guidance. Recognizing the need for training, he suggested

25Ibid., pp. 18-19.
26Ibid., p. 19.
that guidance was a new thing and a fad in the opinion of many. Mr. Liggett's statements seemed to be a reflection that guidance as a function of the secondary schools in Ohio was not widely accepted in the year 1930. Also, counselor training was either unknown to Mr. Liggett or practically non-existent at this time.

Ninth, Miss Helsinger, Director of Organization, Ohio Farm Bureau Federation, testified:

I know there are tremendous possibilities in vocational rural guidance. There is a prevailing impression on the part of country boys and girls that there are unlimited opportunities in the city. I should be very favorable to experimenting with this phase of vocational guidance in the attempt to evaluate as accurately as possible the actual values as between industrial and agricultural life.27

In this era, Miss Helsinger reflected the concerns of the rural element for the rural-to-urban migration on the part of the country youth. She suggested that youth possessed inaccurate values which could have influenced their choice between industrial and agricultural life. In suggesting the possibilities in vocational rural guidance, Miss Helsinger proposed an experiment in vocational guidance in an attempt to evaluate the actual values between the city and country living. This reflected the great concern of rural organizations for the plight of rural youth who chose industrial occupations in city living, rather than agricultural life.

27Ibid., p. 19.
The first State Advisory Committee for Guidance in 1930 was composed of highly respected personnel and represented elementary and secondary schools, universities, community agencies, urban and farm organizations, finance, professions, and the press. However, it is interesting to note that while many recommendations were made by this Committee, most of which were based on a hope that "guidance" would do something to alleviate the problems related to their particular vested interest, none were proposed as to how guidance was to be organized and financed, or how it might be approached to assist the individual youngster to meet his needs.

Nevertheless, as a result of this Committee's work, a significant development came about at the conclusion of the meeting when Dr. Gosling moved, and Mr. Whitney seconded, the following recommendations be made to the Department of Education:

1. That the State Department become the central agency for the stimulation and direction of a comprehensive program of pupil personnel guidance for both public and non-public schools of Ohio.

2. That in order to carry out the program, the Department employ a director of student personnel together with such other assistants as may be necessary, this to be done immediately, if possible, in order that the program may be gotten under way at the earliest time.
3. That the Director of Student Personnel Division shall perform and direct the performance of such duties as the following:

   a. The collection, printing and distribution of bulletins and other informational matter pertaining to personnel guidance.

   b. The correlation of existing activities and agencies in order to tender a unified and economical service.

   c. To set up suitable systems of records.

   d. To appoint cooperating committees for research service and advice.

   e. To formulate a program to be submitted to this advisory committee for their consideration at a subsequent meeting.28

Thus, the committee recommended the creation of a State Department of Education agency to direct a program, the employment of a director of this agency, and the performance of duties to stimulate and direct a comprehensive program of pupil personnel guidance. It is interesting to note the use of the term, "pupil personnel guidance" in these recommendations. The reason for using this term was not given in the report, but it may have been due to the influence of the business and industrial personnel on the committee, since at this time "hiring and assignment of work"29 in industry carried the label of personnel work. However, the term personnel was dropped from the title of the new division which

28Ibid., p. 19.

was created in the State Department of Education as a result of the committee's recommendations.

**Effects of the 1930's on Action for Guidance**

In following through with this resolution, a Division of Guidance was created by the State Department of Education in April of 1930, and a Director was chosen in the person of Dr. D. H. Eikenberry, then Professor of School Administration of The Ohio State University. Services of this new Division under Dr. Eikenberry will be discussed in Chapter VI on the "Development of State Level Guidance Services in Ohio."

Although the January 30, 1930, conference on a program for State guidance seemed to have made a great impact on the thinking of leadership among lay people and educators about the state, "guidance" at the state level was not to be saved from the wide general economic collapse of the early 1930's and its far reaching effects on programs supported by state funds. The Division of Guidance survived only little more than a year, but in that time produced a well organized plan for the development of guidance in Ohio's public schools. The plan developed by the 1930 Division of Guidance will be discussed in Chapter VI dealing with the "Development of State Level Guidance Services in Ohio."

While the evidence of economic depression may be cited for the halting effects on guidance in the schools as well as many other state supported programs, it may reasonably be
assumed that the guidance movement stood at a relative standstill for several other reasons. At this period in educational history, it should be noted that psychological instruments for the identification of individual differences, techniques for employing such instruments in the educational program, and trained personnel to carry out a program of guidance services were only in their developmental stages. At the same time at the local level there appeared to be a lack of knowledge of the meaning of "guidance," as well as a considerable confusion of the definition of the terms or approaches used by those who proposed "guidance" for all schools. Ideas were generally proposed at state or other top level educational planning points. Furthermore, the reader should be reminded that in 1930 few, if any, formal programs of counselor education were in existence in Ohio. Finally, it should be emphasized that "guidance" was still generally thought of as a kind of philosophical approach usually applied to vocational guidance and brought about by methods employed with groups which helped the individual be "guided" toward more appropriate educational and vocational planning. Even though guidance for educational and vocational planning was emphasized by the comments of the 1930 State Guidance Committee members, as a result of the needs identified as created by the 1930 depression, guidance did not survive the retrenchment in
many areas of education. In 1930, for example, the average expenditure per pupil in the public schools was a mere $86.70; and by 1934, it had dropped to $67.48. With reductions in financial support came reductions in teaching staff, curricular offerings, and many school activities considered to be "fads and frills," including guidance programs, were chopped. Thus, guidance was enmeshed in the paradoxical situation of being eliminated from school programs at a time when its work in vocational planning and placement was definitely needed.

At the state level in Ohio the effects of economic difficulty eliminated leadership for guidance in the Department of Education, as well as many other aspects of the state program of education. These halting effects were recorded in the 81st Annual Report to the Governor, in which it was stated that numerous changes had vitally effected the financing of public education. The report discussed the financial difficulties brought about by the increase in unemployment since the 1930's and the added burden for state support for relief for the unfortunate citizens who had been deprived of a source of self support.


31 Eighty-First and Eighty-Second Annual Reports (Columbus, Ohio: The F. J. Heer Printing Co., 1937), p. 29.
These burdens laid heavily on the State Treasury and for that reason the budget for the State Department of Education was necessarily limited. That guidance services at the state level were among the first services to be discontinued might well be interpreted to indicate that in 1930 "guidance" was a worth-while endeavor, but not essential enough to survive in times of economic difficulty.

After the retrenchment in education noted previously, the long range effect of the depression upon guidance activity was one of re-expansion. The effect of the depression reinforced the need for guidance work and, as the country began to recover its economic stability, guidance workers reappeared in the schools. In the meantime, guidance workers began to promote a broader concept of their functions to include services in testing, pupil records, guidance through groups, individual counseling, and research. "Research studies tended to support the contentions of those guidance workers who conceived of their work as broad and inclusive.33

Renewed Interest in Guidance in the Late 1930's

In 1937, a comprehensive study of local school units in Ohio was made by the Ohio State Department of Education

32Barry and Wolf, op. cit., p. 31.
33Ibid., p. 32.
34Study of Local School Units in Ohio (Columbus, Ohio: Published by The Ohio State Department of Education in Cooperation with The United States Office of Education, 1937), p. 51.
and the projects staff of the United States Office of Education. Again, major attention was drawn to the total population of Ohio, the school population, the holding power of the schools, the growth of the secondary schools, and the purposes for which the high school maintained its existence.

The results of this study showed a renewed interest in guidance at the state level. It reported that the function of the secondary school was to provide an environment in which pupils are stimulated and guidance should be provided to assist pupils to make the best use of their intelligence. It was urged that schools make adequate provisions for pupil guidance in order to provide as fully as possible for the recognition of individuality. A general plea was made to incorporate group activities for guidance in the classroom utilizing teachers and other specialists in an attempt to better reach the individual pupil. In addition, an adequate system of pupil records was recommended for facilitating the program of guidance. Recommendations obtained in the study of local school units in Ohio tended to reflect concern for a program of organized "guidance services" replacing the general trend of the term "guidance" in the schools.
From "Guidance" To a Concept of "Guidance Services" in the Schools

State Level Guidance Services
Re-established

Early in the 1940's there was further interest at the state level for providing guidance services in the schools. This interest in guidance was evidenced by the creation of the position of State Supervisor of Occupational Information and Guidance in the State Department of Education in the year 1942. According to the 1942-43 Progress Report by the new State Supervisor, C. G. Keck, guidance still appeared to be primarily concerned with the vocational aspects of education. The report did recognize that guidance was something that should be provided for all pupils and that it must be begun at an early age. The 1942-43 Progress Report cited the increased complexity of living and the need for providing equal opportunity for all as a basis for providing guidance to pupils in the schools.

Guidance was redefined in the 1942-43 Progress Report by Mr. Keck in terms of placing emphasis on the desirability and the necessity of emphasizing more mature understanding on the part of each pupil, as well as an appreciation of social needs, relationships, and responsibilities of

36 Ibid., p. 59.
37 Ibid., p. 60.
individuals and groups. At this time, according to the definition, "guidance" seemed to be concerned with teaching pupils how to live, as well as with various aspects of how they might earn a living. Such teaching placed emphasis on orienting each child in terms of creating an awareness of his interests, aptitudes, abilities, and desires and for making appropriate plans accordingly.

The 1942-43 Progress Report\textsuperscript{38} reviewed efforts for guidance of a generation before and outlined the responsibility of the State Department for this effort to be continued. It was suggested that progress had been made and that courses for counselor training were beginning to be established in teacher training institutions of the state, thereby supporting the renewed interest in guidance.

A major factor in bringing about the appointment of a Supervisor of Guidance at the state level was the 1938 establishment of an Occupational Information and Guidance Service Section in the United States Office of Education under the provisions of the George-Deen Act of 1937.\textsuperscript{39} Under this Act, it was authorized that State Supervisors could be financed on a 50-50 basis by the United States Office of Education and the State Department of Education.

\textsuperscript{38}\textit{Ibid.}, p. 61.
\textsuperscript{39}\textit{Ibid.}, p. 59.
The appointment of a State Supervisor of Occupational Information and Guidance Services in Ohio in 1942 gave the state the distinction of being the twenty-first state to establish such a position. It is noted that while surveys and studies supported the need and desire for guidance services, it was only after funds were made available by Federal Legislation that Ohio re-established services for guidance at the state level.

A further analysis of the Progress Report of 1942-43 revealed that, although guidance in the main was considered as vocational guidance related to occupational choice and training for it, a new emphasis was stressed in the attempted provision of assistance to pupils for more self-directiveness toward socially desirable behavior. Major activities of state level leadership during the early years of World War II dealt with the direction of the "High School Victory Corps" and In-Service training with members of school faculties and counselors, for developing such bulletins as "Getting Ready for Induction." In addition an attempt was made to assist schools with the initiation of guidance programs and for making provisions for guidance libraries to facilitate individual study. Although the program of guidance for the schools was stressed in the 1942-43 report, the emphasis on war-time activities tended to indicate that efforts for

\[40\text{Ibid.}, \ p. \ 60.\]
guidance and a workable concept of these efforts had not been clearly defined.

Guidance Defined by The Ohio State University 1944 Workshop

Under the joint sponsorship of the State Department of Education and The Ohio State University, a group of representatives from the state organizations interested in improving the guidance programs in Ohio's schools met at The Ohio State University on April 29, 1944. The purpose of the meeting was to discuss some of the immediate future problems of guidance. As a result of this meeting, a workshop sponsored by the State Department of Education and The Ohio State University was held at the University July 10-13. Eighty-six participants and resource consultants were in attendance at this workshop which adopted the following basic assumptions of guidance:

1. Guidance is basic in the development of democratic citizenship. Each individual should have the opportunity for the growth and development of his potentialities to the optimum point socially, emotionally, physically, intellectually, and vocationally if he is to play his full part in our democratic society.

2. Guidance should be an integral part of the educational program of the school system: (1) by seeking to coordinate the activities of the school, the home and other institutions in such a personalized manner as to promote growth and development (2) by assisting each member of society to derive individual satisfaction not only from his own achievement but also from what he has been able to contribute toward the achievement and satisfaction of others.

3. It is the responsibility of every superintendent to integrate guidance effectively into his educational program.
4. The superintendent should designate a person or committee to be responsible for the development and maintenance of a guidance program within the school system.

5. It is the responsibility of every teacher to contribute to the effectiveness of the guidance program by determining his, or her, role and assuming due responsibility.

6. The basic foundations for growth and development are laid during the pre-school years. The school should base its guidance program on this fact by aiding the home in carrying out its responsibilities.

7. The school should assume its responsibility for guiding the child from the time he enters school through to a successful post-school adjustment.

8. The school should organize its program to provide for the ever increasing range of individual differences at every age and grade level.

9. The guidance program should provide specialized services for those children who are unable to make normal adjustments within their group.

Basic assumptions for guidance adopted by the Ohio State Workshop were significant for the guidance movement since they introduced a rather comprehensive concept of guidance services in the schools, combining earlier philosophy with a recognized need for programming for guidance services in order to carry out the stated philosophical principles. It will be noted in paragraph 1 that the basic assumption of the great American dream for providing opportunity for growth and development of each pupil according to his potentialities were restated. In paragraph 2, guidance was looked upon as an effort to coordinate activities of the

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41Ohio Schools Progress Report for Every Child 1944, State Department of Education (Columbus, Ohio, 1944), pp. 61-63.
schools and other institutions in a personalized way by offering assistance to each with personal, social concerns. Guidance was looked upon as providing assistance to promote the process of child growth and development. Paragraph 3 stressed the integrative effects of guidance on the educational program. In paragraph 4, the designation of a person to be responsible for the school guidance program was recommended. Paragraph 5 discussed the teacher role in the guidance program, and paragraph 7 implied that guidance should be looked upon as a developmental process beginning with the individual from the time he enters school through post-high school adjustment. To facilitate the developmental process, it was recommended in paragraph 8 that the program of guidance provide for a widening range of individual differences and age levels existing in the schools. Finally, in paragraph 9, specialized services for difficult children were recognized as the responsibility of the guidance program.

Thus, the concept of a program of "guidance services" was introduced which was to have far reaching effects on programs of guidance in the schools as well as counselor education institutions about the state.

The 1949 Report of the Educational Council, OEA

Further state-wide interest in guidance was indicated by the 1949 Report of the Educational Council submitted to the Representative Assembly of the Ohio Education Association,
entitled "Appraisal of Guidance Practices in Sixty Ohio Junior and Senior High Schools." This appraisal was conducted under the chairmanship of Wiley S. Garrett and as a result of its study, proposed a platform of elements (Appendix A) for effective guidance practices.

The basic elements of this platform coincided to a great degree with the major recommendations of the Ohio State Workshop. In addition, this study resulted in a renewed effort to provide in-service training and to make use of community resources in carrying out a school's guidance program.

The 1950 Conference on "Shaping the Future in Guidance"

As a direct result of the action taken at the Ohio Education Association Representative Assembly of 1949, a major conference was held, entitled Shaping the Future in Guidance on November 16-18, 1950. Due to the persistent work which took place at the 1950 workshop and conference, and because of the far-sightedness of this committee, the


outgrowth of this conference was to set the direction for
the development of guidance both at the state and local
levels from 1950 to the present (1960). (Because of the
importance of this conference, the introduction to its
report and the workshop and conference agenda are printed
in their entirety in Appendix A of this study.) The work of
the conference covered practically every aspect of guidance
as it is known in today's modern schools. In addition to
the guidance services important to the school program, the
work conference made recommendations for school counselor
certification, training facilities, steering committees at
the state level, area committees for improving guidance
services, and a plan for utilization of guidance services
for providing service to all youth in schools. Again, as
it was evidenced in many of the reports and conferences con­
cerned with guidance since the turn of the century, the
growing population, the growing school enrollment, the
mobility from rural to urban areas, the change in educa­
tional aims, and the work-force pattern were discussed as
highlights of this meeting. Dr. Harold Goldstein presented
a summary address to this group on employment trends and what
they meant for guidance. The need for guidance services was
emphasized to facilitate the meeting of problems brought
about by the concurrent growth and change of the four ele­
ments mentioned above.
Ohio's guidance movement was to receive major attention in the 1951 Report of the Ohio Commission on Children and Youth, entitled *Ohio's Children and Youth at the Midcentury*. This was a preliminary report on the organization and fact finding for the midcentury White House Conference on Children and Youth and plans for the follow-up action. The emphasis for specialists in assisting children and school staff members was brought out by the contents of this report and the school guidance counselor was depicted as a member of the team of specialists to provide child study and guidance for Ohio's youth at midcentury.

The Report included recommendations of the 1950 White House Conference on Children and Youth which emphasized America's goal of providing equal opportunity and appropriate education for each child in America. Recommending an organized program for guidance services, the report outlined a program for a team of specialists thought to be necessary for a workable "child study guidance program in the schools." The team, according to the report, should consist of a school nurse, a visiting teacher or school social worker, a school psychologist, a director of guidance and special education,

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45 *Ohio's Children and Youth At the Midcentury* (Columbus, Ohio: Published with the assistance of the staff of the American Education Press, 1951).
and resource specialists in recreation, all of whom were to
join the school counselor in carrying out a workable program
of guidance services. In addition, consulting agencies for
exceptional problems, including a psychiatrist, were recom-
mended for assisting the guidance program of schools.

The 1954 Ohio School Survey

Recognition of the need for school guidance services
received strong support as a result of the 1954 Ohio School
Survey Committee Report submitted to the Governor and the
General Assembly on May 1, 1955. This committee was
created in accordance with the provisions of Sections 103.41
to 103.43 inclusive of the Revised Code, as passed by the
100th General Assembly. Thus, forty years after the Gen-
eral Assembly of 1913 passed legislation for a major state
school survey, elected representatives of the Government of
Ohio again saw the need to study Ohio's schools.

Far-reaching effects, a revival of general interest
in education, and revisions in school law and state finan-
cial support resulted from the findings of the 1954 School
Survey Committee. Major attention in its report was drawn
to the need for more adequate guidance services at the local

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46 Report of the Ohio School Survey Committee (Colum-

47 Revised Code, State of Ohio, Sections 103.41-103.43
(Columbus, Ohio, 1953).
school level. Of twenty-three recommendations listed under the Instructional Program, 48 five recommendations were direct pleas to the schools of Ohio to provide more adequate guidance services.

Testing of pupil achievement, high quality vocational guidance, increased counseling services, guidance for the exceptional child, and meaningful reporting of pupil progress received the greatest emphasis under the recommendations. Special attention was drawn to the "particularly weak counseling and guidance services in the small high schools of the state." 49

State of Ohio Board of Education
Action For Guidance

On December 7, 1957, the State Board of Education adopted a resolution to establish an Advisory Committee to "undertake a study of methods of strengthening the educational program and teaching methods of Ohio schools." 50 State Board of Education President, Elliott Meyers, appointed a committee for the survey which consisted of ten educators, three State Board members, three State legislators, and nine other lay persons engaged in business, labor, church, and


49Ibid., p. 178.

50Ohio State Board of Education Minutes, December 9, 1957.
domestic pursuits. Claude V. Courter, Superintendent, Cincinnati Public Schools, served the committee as its chairman, and E. E. Holt, State Superintendent of Public Instruction, served as its Executive Secretary. The committee held its first meeting on January 30, 1958, and the final meeting on September 19, 1958.

Under Supportive Services, the Advisory Committee for Improving School Programs and Teaching in Ohio Schools made the following statement and proposals for Guidance Services:

A guidance, or counseling, program consists of those services which are designed to help each student discover and understand his abilities, aptitudes, and interests. These services, then, are helpful to the individual in identifying his educational, vocational, and personal adjustment problems and in making progress toward their solution.

Through a guidance program students are assisted in making wise and realistic educational plans, in the light of self insight and an understanding of existing opportunities and demands. In addition to counseling students, the guidance counselor should assist teachers in stimulating students to achieve to the limits of their potentials. To achieve these ends, schools must provide trained personnel, physical facilities, materials, and assigned time sufficient for effective services. It is generally recommended that secondary schools should have trained counselors in the approximate ratio of one counselor for each 500 students, but this ratio can be highly variable depending upon the specific duties of the counselor and the extent to which other professional personnel are able to assist with the total guidance program.51

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51 Improving School Programs and Teaching in Ohio Schools, Report of Advisory Committee on Curriculum and Teaching to the State Board of Education of Ohio, November, 1958, pp. 16-17.
It should be noted again that the Advisory Committee recommended a program of guidance services for all pupils. The role of the guidance program and trained personnel was again emphasized, and, finally, it was recognized by the committee that in order to provide individual counseling services, the ratio of trained counselors to students was recommended.

A persistent emphasis on vocational guidance has been reflected throughout the first six decades of this century. Attention to vocational guidance is still present as indicated by a study entitled *Meeting Ohio's Needs for Vocational and Technical Education*, produced by the Division of Vocational Education of the State Department of Education of Ohio in 1957. This publication depicts the population changes in Ohio, mobility of population from rural to urban areas, the holding power of Ohio's secondary schools, vocational opportunities for training in Ohio's schools, the major occupational classifications and Ohio employment in each, and general data concerning guidance in Ohio's schools. In the light of its findings, this report reemphasized the need for attention to guidance services specifically in assisting youth to assess their own aptitudes and abilities and make wise educational and occupational choices accordingly.

*Mee*ting *Ohio's Needs for Vocational and Technical Education* (Columbus, Ohio: Division of Vocational Education, State Department of Education, 1957).
The 1958 Ohio State House Conference

Perhaps the greatest general interest in school guidance services is reflected in the 1958 Report of the Ohio State House Conference on Education, on Tuesday, October 28, 1958. Over 5,000 delegates to the State House Conference representing all corners of Ohio met in Columbus to discuss educational needs existing in the State of Ohio. Meeting in small work groups, each of the delegates was asked to list the five most needed elements to improve the school program. Beyond the most basic and timeless need for an adequate supply of well trained teachers, special programs for the gifted, adequate programs of guidance services and testing followed in that order in the recommendations of this State House Conference.

Action for Guidance by the One Hundred and Third General Assembly

As a climax to recognition and support for guidance during the first fifty-nine years of the twentieth century, the action of the one hundred and third General Assembly of Ohio should be sighted for appropriating funds earmarked for guidance, counseling, and testing services to provide for local subsidies to Ohio’s schools. Amended Substitute

53Mary McGarey, The People Speak (Columbus, Ohio: Published by the State House Conference on Education, January 1959).

House Bill No. 831 resulted in legislative action bringing about fiscal support for guidance, counseling, and testing from the state level for the first time in Ohio's educational history. The appropriation of funds for the support of local programs of guidance services amounted to $125,000.00 for the first year of the biennium and $150,000.00 for the second year of the biennium, or a total of $275,000.00 for the two years from 1959 through 1961. Although not specifically stated, the appropriation of funds by the one hundred and third General Assembly of Ohio was influenced by the desire of the Legislature to provide state funds in support of Title V-A of the National Defense Education Act of 1958. The significance of this fiscal action for expanded guidance services in Ohio's schools is not especially related to the amount of funds appropriated, but rather to the recognition by the Ohio State Legislature that guidance services had indeed become important enough to demand fiscal support from the state level. Further significance of the state fiscal action to aid local programs of guidance services is the fact that this action was not required in order to receive National Defense Education Act funds. While the relationship exists that the appropriation was made to add to and support the program under the Ohio

55An Act (Amended Substitute House Bill No. 831) File No. 88 (Columbus, Ohio), June 30, 1959.

56Ibid., p. 35.
Plan for Title V-A, of the National Defense Education Act of 1958, the funds were made available as a voluntary act of the state legislature. This may be interpreted to indicate that at the state level, legislators were reflecting the interest and concern for expanding guidance services held by their constituents.

Summary

Reviewing state-wide interests and concerns for education with major implications for guidance, several important developments were revealed:

1. At the turn of the century (1900) there appeared to be major concern for expansion in the secondary schools. The concern was for an expanded instructional program, for expanded interest in individual students, their health, character, and development as individuals; and for an expanded school population, specifically at the secondary school level.

2. Along with an expanded curriculum, including the provision of vocational education, vocational guidance was recognized at the state level for the first time in the 1921 State High School Standards.

3. While there was some slight evidence of guidance services development about the state in specific schools, it was not until the 1930 State Guidance Conference that major concern was shown for guidance in the schools. This concern
was short-lived since the lack of financial support brought about the discontinuance of state level guidance services which had been established as a result of the recommendations of the 1930 State Guidance Conference.

4. Renewed interest in guidance services at the state level was brought about by the influences of the Federal Vocational Act (specifically the George-Deen Act of 1937) which resulted in the re-establishment of state guidance services in 1942.

5. The Ohio State University 1944 Workshop resulted in a redefinition of guidance with an emphasis on the importance of providing an organized program of guidance services for all secondary school youth.

6. During the past twenty years (from 1940 through 1960) evidence of increasing interest and support for guidance was found to exist with lay people and educators alike. This interest and support were found to exist in reports and resultant actions brought about by such important activities as the 1954 Ohio School Survey, the Ohio State Board of Education sponsored study for improving school programs and teaching, the 1958 Ohio State House Conference, and finally, legislative action in fiscal support of guidance through the passage of Amended House Bill No. 831.

These developments from 1900 to 1960 in state-wide interest and concerns for education with implications for guidance suggest the following major trends: With the
growing expansion of secondary school programs, bringing about a school population of greater heterogeneity, concern for expanded curriculum resulted in interest and action for providing youngsters with the right kind of "guidance" in an effort to assist them to take advantage of opportunities for a high school education adapted to their needs and to the demands of society; trained personnel and program standards are essential if guidance services are to be of significant assistance to pupils; during the past twenty years evidence tends to indicate that "guidance" has emerged into a program of "guidance services" which should be required of all schools.

In Chapter V, the Development of State Guidance Standards will be discussed. The chapter will deal with the initiation of State Standards, revisions of the standards, and the major aspects of a guidance program as outlined in the standards in effect in 1960.
CHAPTER V

THE DEVELOPMENT OF STATE GUIDANCE STANDARDS

In this chapter, The Development of State Guidance Standards will be discussed and analyzed under several topics:

1. Early Ohio High School Standards
2. Ohio's First High School Standards for Guidance
3. Revisions of State Guidance Standards
4. Standards Outlining a Program of Organized Guidance Services
5. Guidance Standards for a Counselor-Pupil Ratio in Ohio's Schools

The state of Ohio has developed for its schools educational standards which have been revised numerous times. Each revision has tended to bear the mark of educational thinking of its day. Standards have been of either the recommended type, which might be considered a goal to be reached beyond the minimum, or minimum standards which by their nature are designed with intent to bring to the children and youth of Ohio at least a minimum type education.

State laws of Ohio are the bases upon which the mandate for developing standards is issued by the empowered educational agency. Section 3301.07 of the Revised Code of
Ohio (in effect in 1960) requires the State Board of Education to formulate and prescribe minimum standards to be applied to all high schools in this state for the purpose of requiring a general education of high quality.\(^1\) However, prior to the minimum required standards of 1957, and especially the early Ohio High School Standards, statements of standards adopted by the State Educational Agency were presented to schools as a guide rather than as a regulating set of criteria to be followed.

**Early Ohio High School Standards**

As indicated above, early Ohio High School standards for the several phases of the instructional program, and for guidance specifically, were recommended rather than required minima. The principal reason for recommended standards was that prior to 1956,\(^2\) Ohio law did not require that minimum standards be established. Furthermore, early high schools were established and supported locally, which provided for considerable local autonomy in respect to the type of program and facilities provided for high schools. It will be noted that as the state took a more active part in providing funds and services, standards were frequently revised and in 1957, Ohio's first State Board of


\(^2\)Ibid.
Education adopted minimum standards. Ohio's earliest published Bulletin of High School Standards appearing in 1914 reflected the idea of recommended minima by the following statement:

To the end of being serviceable as well as solicitous about standards of excellence, the outline of requirements is followed by suggestions which are not in any sense mandatory, but which should prove helpful in the organization of high school work. The aid of friends of education throughout the state is solicited in priming the quality of product being turned out by the high schools through the application of the best educational ideas which the times afford. The things advocated in these pages are not in the absolute sense the most advanced that find sanction; but they are in some respects in advance of past practices without being outside the pale of what is today practicable in Ohio. As the times bring to light more incontrovertible ways of doing the things for which the high school stands, and as we make good the patterns of improvement we set for ourselves from time to time, revisions of our standards must necessarily be made. The present pronouncement is to be regarded, therefore, as an endeavor to establish only a tentative minimum in the standard of excellence to which our secondary schools are to be pushed rather than to fix an ultimate, final goal of attainment.3

As indicated in Chapter IV of this study, Ohio experienced an expansion of secondary school education, both in enrollment and curriculum. The statement above from the 1914 Standards, revealed concern for a standard of excellence in expanding secondary school programs of the time. In light of this concern, these early standards outlined

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3Ohio High School Standards 1914, Department of Public Instruction (Columbus, Ohio), p. 3.
new requirements for high schools of first, second, and third grade and included recommendations concerning: (1) Teachers; (2) Apparatus; (3) Library; and (4) The Course of Study. Guidance standards, as well as many other facets of the modern day school, were not mentioned in the 1914 publication. Revised Standards appeared in 1917 and, although they included a section on school records with implications for individual follow-up throughout the pupil's high school course, these standards also made no specific mention of guidance. It should be noted that at this time in the educational history of high schools, guidance was recognized as such in relatively few schools. Furthermore, testing was still only in its developmental stages, trained counselors were almost non-existent, and changes in educational psychology identified in the following section of this study had apparently not been endorsed at the state level in Ohio. Not until 1921 were the Standards revised to include a section on guidance. Reasons for this action

4Ibid., p. 6.
5Ohio High School Standards 1917, Department of Public Instruction (Columbus, Ohio), p. 4.
9Ohio High School Standards 1921 Revision, Department of Public Instruction (Columbus, Ohio).
will be analyzed under the topic "Ohio's First High School Standards for Guidance."

Ohio's First High School Standards for Guidance

In 1921, Ohio High School Standards contained a statement for guidance for the first time. In part, the reasons for including a standard for guidance at this time, are reflected in a discussion of "Changes in Educational Psychology" under the major rubric of "Changed Conceptions of High Schools' Functions" in the 1921 Revision, Ohio High School Standards. According to the discussion, secondary education in Ohio had experienced three-quarters of a century of successful history by 1921. When the first report of the Commissioner of Education was issued in 1853, there were 13,000 pupils enrolled in Ohio high schools; in 1921, there were more than ten times that many, or over 130,000, enrolled. Other than a local manifestation of nation-wide growth of the secondary school, the great increase in enrollment was presented as evidence that Ohio was attempting to afford secondary educational opportunities for all youth. Therefore, the schools were confronted with problems of: serving greater numbers of high school youth; providing for a more heterogeneous group of pupils; and adopting school experiences to meet the needs of a wider range of abilities.

10 Ibid., pp. 5-9.
There appeared in 1921 Standards\textsuperscript{11} concern for administering the expanded educational program of Ohio in light of the best educational thought of the time. This concern was reflected in the discussions about: (1) the acceptance of individual differences among secondary school students; (2) the caution of adhering to the theory of "general discipline"; (3) the promotion of the idea of instruction for problem solving and employing project methods; and (4) the psychological tent that the development of the individual is a continuous process and assistance should be given youth to foster gradual progress, especially as it related to articulation problems. It is noted that this was a time when there was considerable debate concerning the "general discipline" theory of learning, even though it had been widely denied in educational circles.\textsuperscript{12} The denial of the theory generally influenced the broadening of the curricula, which added to the concerns for articulation from elementary to high school. That this latter concern stimulated the first inclusion of guidance in the Ohio High School Standards in 1921 is revealed in the introductory paragraph of the Standard, "Guidance for High School Students."

One of the significant things about the average high school is the surprise attack it makes upon

\textsuperscript{11}Ibid., pp. 5-9.

\textsuperscript{12}Good, op. cit., pp. 348-349.
its entering students by way of a barrage of studies that are new and unfamiliar or that are attacked from a viewpoint and by methods that are unfamiliar. In the upper grades of the elementary school as conventionally organized, the pupil has been going over subjects that are but slightly revised editions of those he has been studying for several years. Suddenly upon entrance to high school he encounters new and different studies and, what is worse, encounters them all at once. The necessity of abrupt adjustment to this group of new subjects is a severe strain on the pupil. And to this the increased responsibility upon him for undirected study and the further responsibility for the choice and election of studies and courses, and the new result is a pupil sadly in need of counsel and guidance,—guidance for the immediate present that he may be saved for the further forward look. One of the virtues of the junior high school is its work of effecting a gradual transition from the elementary organization to the secondary, a virtue which is commented on elsewhere herein.13

Guidance in assisting pupils to make a smooth transition from elementary to senior high school was but one of the areas of guidance outlined in the 1921 Standards. Major attention was given to the recognition of pupil's varying capabilities, the need for vocational and education planning, early identification of talents and abilities, the use of tests for identifying and the need for provision of vocational and education information.

Although the standards were somewhat general in the areas of guidance discussed, schools were strongly encouraged to provide guidance activities in the areas related above, and a specific recommendation was made for schools to

13Ibid., p. 21.
provide a one-half year course on "occupations." The 1921 Standards are evidence that guidance as an educational concept had been accepted by the State Educational Agency and that this concept was recommended for consideration by the secondary schools. Acceptance of the standards was the forerunner to the numerous revisions of the guidance standards which were to develop into a concept of organized guidance services to be required of each public secondary school in Ohio. This will be noted in Table I in the following section which indicates that guidance principles and individual counseling were the two major items of the 1921 Standards to which numerous items were added in the revisions from 1921 through 1957.

Revisions of State Guidance Standards

From 1921 on to the present (1960), the Ohio High School Standards have contained a statement concerning guidance services. An analysis of these standards reveals that many changes have been made in their revisions. Changes in emphasis, in organization, in philosophy, and in requirements for personnel have been major revisions during the past four decades. This was an era during which after effects of World War I, including the continued increase in enrollments

14Ibid., p. 24.
in high schools and colleges,\(^{15}\) the general let-down in the
economy in 1920 and 1921,\(^{16}\) and the "interest in getting the
right man in the right job,"\(^{17}\) served to stimulate interest
in the above concerns of guidance. The standards reflected
these pressures and stimulated recommendations to schools
to provide guidance.

Table I lists the major items included in Ohio Stand­
ards for guidance and the years in which revisions of the
standards were published. The table shows the major changes
in the guidance standards since 1921. For example, the
only item in addition to stated principles in the 1921
Standards to be found in the major items of 1957 Standards
was "individual counseling." By 1925, the standards included
a statement for group guidance; by 1926, teacher participa­
tion appeared; and in 1937, utilization of community
resources was recommended. The only item in the 1957 Stand­
ards not included in the 1953 Standards was the requirement
of school counselor certification for personnel assigned
half-time or more for guidance duties. These changes will

\(^{15}\) Harold V. Faulkner, American Political and Social
History (New York: Appleton-Century-Crofts, Inc., 1952),
p. 726.

\(^{16}\) Ibid., pp. 710-725.

\(^{17}\) Ruth Barry and Beverly Wolf, Modern Issues in
Guidance-Personnel Work (New York: Bureau of Publications,
be analyzed under the rubric of "Standards Outlining a Program of Organized Guidance Services."

Other aspects to the total scope of the 1957 Standards provide an outline for the organization of a program of guidance services. Thus, the revisions of the guidance standards (from 1921 to 1957) reflected the gradual shift in change of emphasis from the idea of guidance to a concept of organized guidance services discussed in Chapter IV. Various approaches for providing an organized program of guidance services included in the several revisions will be discussed in the section immediately following Table I.
TABLE I

STATE OF OHIO STANDARDS FOR GUIDANCE MAJOR ITEMS AND YEARS STANDARDS WERE REVISED

<table>
<thead>
<tr>
<th>Major Items</th>
<th>1921</th>
<th>1923</th>
<th>1925</th>
<th>1929</th>
<th>1937</th>
<th>1946</th>
<th>1947</th>
<th>1953</th>
<th>1957</th>
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<tbody>
<tr>
<td>Guidance Services</td>
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<tr>
<td>Mandatory</td>
<td>X</td>
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<tr>
<td>Individual Counseling</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Group Guidance</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<td>Assistance to Teachers</td>
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<td>School Counselor Certificate</td>
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<td>Physical Facilities</td>
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<td>Materials</td>
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<td>Equipment</td>
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<td>Central Coordination</td>
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<td>X</td>
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<tr>
<td>Teacher Participation</td>
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<tr>
<td>Utilization of Non-School Resources</td>
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<td>Principles Outlined</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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</tbody>
</table>
Standards Outlining a Program of Organized Guidance Services

Up to and including the 1957 Standards, the statements for guidance were recommendations for programs rather than required minima. However, the newly elected twenty-three member Board of Education in the State of Ohio fulfilled their legal obligation by adopting Minimum State Standards in 1957. The published standards are introduced in part by this statement which explains the role standards were to play from 1957 to date (1960).

The State Board of Education was created following an amendment to the Constitution of the State of Ohio and legislative action of the 101st General Assembly, Sections 3301.011 through 3303.06 of the Revised Code of Ohio state the organization, powers, and duties of the State Board of Education.

The Ohio High School Standards of 1957 were developed to comply with the provisions of Section 3301.07 of the Revised Code of Ohio and contain such provisions as are required in paragraph D of this section of law.

The twenty-two basic standards in this publication are consistent with the provisions of Section 3301.07 of the Revised Code of Ohio and are in keeping with those generally accepted practices which are considered necessary to sound educational practices. An attempt has been made to state in definite terms the minimum standards which each high school must meet for approval. At the same time, an attempt has been made to state the conditions under which good work can be done and progress made.18

In this latter respect, the 1957 High School Minimum Standards\(^{19}\) define guidance as a specific group of services and outline activities to be organized in such a way that they provide for these services. Major aspects of an organized guidance program in the 1957 Standards are:

1. Pupil Record Services
2. Informational Services
3. Counseling Services
4. Group Guidance Services
5. Placement and Adjustment Services
6. Research and In-Service Education Services\(^{20}\)

They are quoted here to illustrate the extent to which the Standards of 1957 recognized the organized aspect of "guidance services" as contrasted to the 1921 Standards and other revisions to be analyzed below. It is also noted that the organized approach to "guidance services" in the 1957 Standards confirms the findings in Chapter IV which revealed that "guidance" had emerged into a concept of guidance services. These six services, comprising the major aspects of a guidance program, are essentially the same as those listed in the 1953 Standards.\(^{21}\)

\(^{19}\)Ibid.,

\(^{20}\)Ibid., pp. 35-36.

\(^{21}\)Ohio High School Standards, 1953, State of Ohio, Department of Education (Columbus, Ohio).
Before 1953, however, standards were approached quite differently. For example, in 1947, guidance was viewed by the standards as the provision for activities which would assist in the solution of major problem areas enumerated as follows:

1. Health and physical development
2. Home and family relationships
3. Leisure time conditions
4. Personality conditions
5. Religious conditions
6. School conditions
7. Social conditions
8. Vocational conditions

These areas identified as development, relationships, and various conditions posing problems for pupils, reflect the change in emphasis from the vocational approach upon which guidance was founded as indicated in Chapter II of the "Review of Literature" in this study. It will be noted in Chapter VII that in 1947, Ohio had very few trained counselors, thus requiring teachers to provide any guidance activities carried on in the school. These identified problem areas of the 1947 Standards also tended to reflect the effects of World War II\(^2\) and its attendant educational,

\(^{22}\)Ohio High School Standards 1947, State of Ohio, Department of Education (Columbus, Ohio), pp. 43-44.

\(^{23}\)Barry and Wolf, op. cit., p. 31.
vocational, and personal-social problems. The 1937 Standards and the 1946 Standards were viewed essentially the same as the Standards of 1947 in this respect.

Prior to the 1937 Standards, in 1929, guidance was perceived by the standards as involving three program phases: (1) Instructional, or classroom guidance; (2) Homeroom guidance; and (3) Administrative guidance. In the 1929 Standards, the guidance of individual youngsters was to be given continuity through the homeroom program. Also involved were specific problems at various educational levels to be dealt with through three consecutive year units of instruction in the junior high school:

1. First year, orientation in the junior high school: getting acquainted with the junior high school; the pupil finding his own conscious adjustment to a strange school organization; how it differs from the elementary school; the work common to all and work adapted to each; what the junior high school is planned to do for the pupil; what the pupil is to do in it and how to do this work successfully; the qualities of the successful worker—a sound mind in a sound body, the right attitude, self-measurement and self-improvement; choice of the first elective, how to make it, what it means, and how to check it.

2. Second year, general survey of occupations: a survey study of the world of work and the chief vocational fields of agriculture and allied vocations, business and commerce, industries and manufactures, learned and technical professions, homemaking and allied occupations; the nature of work, the requirements, and the rewards of each main vocational field; the conditions of work offered in each vocational field; personal qualities demanded for success in each; training required for the various occupational levels in each; choosing a vocational field,

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24Ohio High School Standards 1929 Edition, Department of Public Instruction (Columbus, Ohio), pp. 87-90.
generally not specifically; and checking the educational choice in the light of vocational aims.

3. Third year,-general survey of educational opportunities: the educational possibilities in senior high school, continuation school, evening school, college, university, and professional school; the parallel nature of educational and occupational levels; motivating all educational progress in secondary and higher education by revealing the connection between education and occupational success and promotion; relating school and life; articulating each pupil's specific educational program with a general occupational aim; inaugurating a specific study of individual educational and occupational programs for more detailed investigation in senior high school. 25

These units were designed to be incorporated into the existing school program, allowing for a more organized approach to defined problem areas.

Analysis of the nine revisions of guidance standards indicates a trend toward the provision for more organized services with qualified personnel, especially during the period from 1950 to 1960. Revisions of the Standards also indicate that the emphasis in guidance has tended to shift with economic conditions, size of school enrollments, social changes, and with new developments in the field of education.

Another trend has been in terms of services provided to youth at a time when they might be needed in a child's developmental process rather than specific phases or approaches to the guidance program at various levels of study. Definitely, other trends have been toward more assigned responsibilities to specialized and trained

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25 I bid., pp. 87-88.
personnel and the greater use of new techniques in providing
guidance for youth. One of these trends is illustrated in
the following discussion on qualifications of guidance
workers (school counselor).

Qualifications of Guidance Workers

Although the vocational counselor had been recognized
prior to the 1953 Standards statements, the qualified
school counselor had not specifically been brought into the
Standards statement prior to 1953. This was due mainly to
the points of view expressed in the earlier Standards which
viewed the teacher as the central figure in guidance work,
and which gave little or no attention to the counseling
process. Again, the shortage of counselors could be sighted
as an influence in this respect, but according to Wendorf's
study on guidance reported in Chapter IV, guidance time was
assigned to persons with educational experience and with
little regard for specialized guidance training. The trend
in Standards regarding qualifications of guidance workers
has definitely been one of professional training coupled
with assigned time for individual counseling, brought about
by a new theoretical framework for guidance which views the
counselor-client relationship as the primary process in

26Ohio High School Standards 1953, op. cit., p. 61.
guidance work. Mathewson,27 McDaniel,28 Peters and Farwell,29 and Snygg and Combs,30 to name only a few modern authors, express this point of view. This trend has reached its present stage through the Standards now in effect (196) which state:

Persons assigned guidance responsibilities shall be qualified through interest, training, adaptability and personal adjustment. Evidence of qualification shall include the following:

1. Persons devoting half-time or more to guidance duties on a more-than-half-time basis for a period of five years or more and who have demonstrated the ability to give satisfactory service may continue to serve in this capacity without the School Counselor Certificate. Evidence on such service shall include assignments as shown on the annual Principal’s Report for the years in question and evidences in the local school of the existence of an outgoing guidance program.

2. Beginning with the school year 1960-61, persons devoting less than half-time to the guidance program shall have, as a minimum, six semester hours credit in professional guidance courses. Such credits shall be obtained from courses regularly included in the counselor-training sequence of recognized counselor-training institutions, including a basic or introductory


course and other courses such as techniques of guidance, counseling theory and practice, guidance testing, educational-occupational information, and organization and administration of guidance services. Credit for organized guidance workshops will be accepted to the extent of four semester hours.31

The double standards for guidance workers, school counselor certification for persons assigned more than one-half time and the minimum six hours prescribed for persons assigned less than one-half time, reflected the concern in 1957 for the shortage of qualified personnel. This may be interpreted that the authors of the Standards preferred fully trained persons but that some consideration should be given for part-time assignment for persons in training without school counselor certification, in an effort to make possible the assignment of guidance duties in more Ohio schools. The paradoxical situation brought about by the needs for trained personnel at this time made it possible for less qualified personnel to function as school counselors, while at the same time professional educators were demanding better trained school counselors for their schools.

Physical Facilities, Materials and Equipment Standards

In an effort to provide assigned guidance personnel with facilities and materials necessary for the guidance program to function, Standards were included for these

purposes for the first time in Ohio's Standards for Guidance Services. The minimum requirements of the 1957 Ohio High School Standards in this respect are as follows:

Each school shall provide physical facilities, materials, and equipment essential to the major aspects of the guidance program as related to school size and staff assigned guidance responsibilities:

1. Physical Facilities

   Provision for private counseling quarters shall be made in relation to counseling time.

   Space for individual and group testing, small group conferences and committee meetings.

   Space for guidance records and for storage of materials.

   Space for the filing of guidance publications and their use by students and staff.

2. Materials and Equipment

   Provisions shall be made for test supplies; pamphlets; bulletins and other publications concerning vocations, training programs, and personal-social adjustment; and materials and equipment essential to guidance records and procedures.32

   It can be assumed that the nature of the physical facilities, materials, and equipment statement came about as the logical next step after the previous standards identified specifically trained school counselors and their functions in individual counseling. Individual counseling is thought of as a face-to-face relationship between the

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32Ibid., p. 37.
counselee and counselor which takes place in an atmosphere of privacy. Filing cabinets, desks, storage for other materials would need to be close at hand if pupil or counselor wishes to refer to them. In addition, the typical physical facilities include space for small groups to meet for the varied activities considered under the label of group guidance. These facilities were viewed in 1960 as an essential requirement for the provision of school guidance services in a comprehensive and workable program.

Responsibility for Guidance Services and Teacher Participation

As late as 1923, the Standards contained a section on a study of occupations which placed guidance along side other subjects to be taught. At this time, the central figure in guidance became the teacher who presented subject matter for the students, who, in turn, were to learn about many different occupations in which citizens of the community participated. The 1923 Revision of the Ohio High School Standards provides a vivid picture of the teacher's position of centrality in the guidance program related to the teaching of occupations of that day.

It has been suggested in the discussion of "guidance" that there should be a course in occupations, or vocations, or vocational civics, as it might variously be styled in the ninth year. In offering such a course, it is urged that particular attention be given to the broad social and civic
phases involved. Instruction in vocations should be approached through a consideration of the services rendered by any particular vocation rather than from the point of view of remuneration. Vocation is a great means for the development of the individual's personality; consequently, it is appropriate to help the pupil discover a vocation that will call forth his best efforts.  

Although the above approach regarding teaching participation in the guidance program may have been applicable to 1923, it is interesting to note that the teaching of occupations as such was dropped from the Standards, as a guidance function. Robert Hoppock in Occupational Information indicates that occupations courses once prevalent in guidance, have tended to be dropped or shifted in emphasis from a subject matter oriented approach to a self-study and planning for occupational choice approach. He further indicates that persons with specialized training are now more frequently conducting such courses where they exist. These findings are sighted in that they reflect some of the reasons accounting for the discontinuance of many occupations courses. The authors of the Standards reflect agreement regarding the teaching of occupations, and further agreed with the self-study approach for occupational choice, for from the first statement of Standards to the present, there

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\(^{33}\)Ohio High School Standards 1923 Revision, State of Ohio, Department of Education (Columbus, Ohio), pp. 123-124.  

has been a gradual change in the teacher's role toward a child study developmental approach to teaching. This approach is illustrated in the 1957 Standards which outline the duties and responsibilities which teachers are generally expected to carry out.

1. Contribute to pupil cumulative records, and utilize pupil data to obtain a thorough knowledge of every pupil as an aid in teaching, in conferring with parents, and in assisting individual pupils.

2. Counsel with individual pupils, or refer them to the counselor if such problems are complex or require time beyond that which the teacher has available.

3. Provide group activities which will contribute to pupil growth in areas of personal adjustment and wholesome social relationships.

4. Assist pupils in securing educational and occupational information.

5. Confer with the counselor concerning pupils who give evidence of having special problems.

6. Utilize opportunities presented by classroom activities, clubs, and other group and individual contacts to achieve guidance objectives.

7. Work closely with the counselor in providing individual pupils with opportunities for success experiences or other activities which may be important to individual adjustment.

8. Serve on specific guidance assignments such as the orientation program, a follow-up study, the guidance committee, or an evaluation team.\[35\]

From early notions of guidance programs and services have developed the 1957 Standards which more markedly

differentiate the purposes and functions of teaching personnel in an organized program of guidance services. The role of the teacher has become more distinct and the duties of the school counselors have been defined.

Guidance Standards for a Counselor-Pupil Ratio in Ohio's Schools

One of the major trends over the years in the establishment of organized guidance programs has been the inclusion of properly trained and qualified personnel at a sufficient ratio to students for individual counseling to be accomplished. As noted earlier in this chapter, this trend resulted from the emphasis placed on the counselor-client relationship as the primary process in guidance work. This trend was first indicated in the 1953 Ohio High School Standards as follows:

It is recommended that secondary schools assign professionally qualified guidance workers at a ratio of at least one hour per day for each 75 pupils for counseling services. Additional duties should be in the nature of related guidance activities, group work, teaching, or other duties not involving the administration of discipline or attendance, but there should be a close working relationship between the guidance and attendance services.36

Other standards quoting a counselor-pupil ratio influencing the guidance program staffing of Ohio's schools are described in following terms:

1. The National Defense Education Act of 1958 under the Ohio Plan, specifies in Title V that

36Ohio High School Standards 1953, op. cit., p. 61.
Schools must meet a pupil-counselor ratio of at least 500-1 before they can qualify for certain funds under this act.

2. The new standards of the North Central Association of Colleges and Secondary Schools propose a 300-1 ratio.

3. The American Personnel and Guidance Association recommends a ratio of 400-1.

4. Dr. James Conant, in his report on the American High School Today suggests establishing a 250-1 ratio.

5. The American Psychological Association recommends a 300-1 ratio.

Along with the State Minimum Standards were the procedures and criteria for participation in the National Defense Education Act of 1958 under the Ohio Plan, and the new North Central Association policies and criteria for the approval of secondary schools giving support for qualified personnel in a practicable ratio with students. The effect on member North Central Schools required to meet a 1-300 counselor-pupil ratio is obvious and in order for schools to receive assistance for guidance and counseling.

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38 Procedures and Criteria for the Approval of Programs for Assistance under Title V, Guidance, Counseling, and Testing of the National Defense Education Act of 1958, State Department of Education (Columbus, Ohio, 1959).

under the National Defense Education Act in Ohio, they must meet the following provision:

Personnel employed under the Plan shall meet qualifications as outlined in Standard VI-B of the 1957 Ohio High School Standards. Personnel shall be employed at a ratio of at least one (1) full-time counselor, or the equivalent in part-time counselors, for each 500 pupils enrolled. Participating schools shall be encouraged to work toward the goal of full-time counselor or equivalent for each 400 pupils.40

The counselor pupil ratio provisions, along with the policy established by the North Central Association of Colleges and Secondary Schools, and recommendations of professional associations and the Conant Report, reflect the concern in 1960 for trained counselors assigned adequate time for all pupils.

**Summary**

In studying the development of state guidance standards, several important factors in the shift from "guidance" to a concept of organized guidance services (discussed in Chapter IV) were identified.

1. A state standard for guidance first appeared in 1921, in the second revision of Ohio's High School Standards, seven years after publication of the first (1914) Ohio High School Standards Bulletin. Inclusion of guidance in the 1921 Standards was brought about by a concern for providing educational opportunities for all youth in an expanding secondary school program, by the economic conditions,

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by pressures for appropriate job placement, and by increased enrollment in the high schools. Educational thinking of 1921 regarding individual differences, general discipline, teaching methods, and the developmental process, stimulated a guidance concern for high school pupils, especially with problems of articulation.

2. Analysis of the nine revisions of the Guidance Standards from 1921 through 1957 revealed a major trend toward the acceptance of a concept of organized guidance services. From the early standards which discussed problem areas, techniques and objectives, the revisions gradually developed toward the 1957 Standards which outline six major aspects of an organized program of guidance services.

3. Qualifications of guidance workers first appeared in the 1953 recommended Standards and were included in the required Minimum Standards of 1957, thereby indicating the acceptance of the trained school counselor as necessary personnel for a workable guidance program.

4. From the first statement of the 1921 Standards to the present (1960), the teacher's role in guidance has changed from a teacher of "occupations" to one of employing a child study developmental approach to teaching.

5. A major development in Standards for a program of guidance services has been the establishment of a required counselor-pupil ratio. In 1960 stated ratios influencing programs in Ohio schools, range from one counselor to five hundred pupils to a ratio of one counselor to two hundred fifty pupils.

Perhaps the most important of the factors regarding state guidance standards summarized above is that revisions of standards for guidance have developed from a discussion of guidance into an outline of organized guidance services which can be identified in a school program. In 1960, guidance standards are interpreted in terms of a school's organized program of guidance services, including school counselors on the staff, facilities, materials and equipment for the counselor to carry out with the teachers the major aspects of the guidance program (Appendix B).
In Chapter VI, the development of guidance services at the state level in Ohio will be discussed. The chapter will deal with an analysis of the five attempts to provide guidance services at the state level, guidance personnel of the State Department of Education, and services provided at the state level.
CHAPTER VI

DEVELOPMENT OF STATE LEVEL GUIDANCE SERVICES
IN OHIO

In this chapter State level guidance services in Ohio will be discussed and analyzed under the following topics:

1. Ohio's First Division of Guidance at the State Level


3. Guidance Services at the State Level Re-activated in 1942

4. Twelve Years of Progress in Providing State Level Guidance Services

5. Expansion of State Services and Staff under a New Division of Guidance and Testing Created in 1959

6. Summary of State Level Guidance Services in Ohio

State Department organization for providing guidance services, the services provided, and the personnel employed to provide these services will be included in this Chapter. Five major changes in State Department organization for providing guidance services and major reports produced by the State Department organization will be discussed.
Ohio's First Division of Guidance at the State Level

State level guidance services were first provided under the direction of Dr. Daniel H. Eikenberry beginning in the year 1930. This first attempt to provide services for guidance at the State Department level in Ohio was due to the persistent thinking on the part of the State Department of Education that pupil guidance is fundamental to successful school work.\(^1\) This thinking, along with the ardent support of State Director of Education, J. L. Clifton, led to the calling of a State Guidance Conference on January 30, 1930.\(^2\) At the Conference, a motion calling for a State advisory committee for guidance was unanimously adopted and two weeks later a twenty-six member advisory committee was appointed by Director Clifton.

On February 19, 1930, the committee met with E. E. Lewis serving as chairman and T. C. Holy as secretary. The committee concluded that the State Department provide for leadership and direction for organizing a guidance program for Ohio schools; that the Department employ a Director and other assistants as necessary to carry out a state program; and that the duties and services be outlined for the director and the division.\(^3\)

In agreement with the resolution, a division of guidance was created early in April (1930)

\(^2\)Ibid., p. 7.  
\(^3\)Ibid., p. 8.
and a director chosen in the person of Dr. D.H.
Eikenberry, Professor of School Administration
of The Ohio State University.  

Immediately upon appointment, the State Director set
to work inaugurating and working out the Division's program
activities as outlined under the following five major head-
ings and their sub-headings.

A. Educational and Promotional
   1. Publicity
   2. Conferences
   3. Professional meetings
   4. Field work

B. Research and Experimentation

C. Guidance Training
   1. Courses for Administrators
   2. Courses for Counselors and Directors
   3. Courses for High School and Vocational Teachers
   4. Courses for Elementary School Teachers

D. Cooperation with Extra-School Agencies

E. Publications—Guidance Manuals

The rather ambitious approach in exercising state
level leadership for providing guidance services was a
climax to the interests and concerns for such services
described in Chapter IV. For the program as it was out-
lined by Dr. Eikenberry, it was unfortunate that it gained
attention at the beginning of the great economic depression
of the 1930's. Because of the existing economic conditions,

\footnote{Daniel H. Eikenberry, Guidance in Ohio Schools--Its
Needs--And the Program of the State Department of Education
(Columbus, Ohio: The F.J. Heer Printing Co., 1930), p. 20.}

\footnote{Ibid., pp. 20-23.}
many programs were curtailed or eliminated. Curtailment of
guidance resulting from these conditions was described in
Chapter IV, under "Effects of the 1930's on Action for
Guidance." However, the goals set forth by the Division of
Guidance represented the most far-reaching set of state­
ments for guidance up to 1930 and were to set direction for
program later to be activated by the State Department of
Education.

A published summary of the goals to be sought under
the direction of the state program were as follows:

1. The reaching of every boy and girl in Ohio in
such a way that each will find it possible to
discover himself or herself and plan wisely a
life program that gives promise of capitaliz­
ing to the fullest extent his or her peculiar
interests and abilities. This will involve

2. The acceptance by administrators, teachers,
and the public of the philosophy of guidance
as a fundamental part of education. This will
necessitate

3. The construction of courses in guidance in our
teacher training institutions and the inclu­
sion of guidance in the training of all admin­
istrators and teachers. This in turn will
necessitate

4. A program of continuous research that will lead
to the construction of guidance courses and the
working out and testing of techniques of guid­
ance. Specifically, out of the research will
come

5. Guidance manuals for use in all the public and
private schools of the state, and

6. Reconstruction of the program of studies of the
public schools in such manner that maximum
opportunity is provided for self-realization on the part of all pupils.⁶

Number one of the stated goals above pertains to the basic objective of guidance as it relates to each individual boy or girl. In essence it represented the new division's definition of guidance. It is noted that this definition is similar to the writer's definition in this study in that it stresses the importance of the individual, his self-understanding, and future planning. Unlike the quoted definitions of Chapter I indicating 1960 interest and activity for guidance, the division's 1930 definition neither stressed specific direction in education nor vocational planning. Its major concern was for assisting the individual to his fullest possible development. Goals number two and three were concerned with the need for acceptance of guidance and for education in the field of guidance for teachers and administrators. These goals tended to reflect the assumptions of the division that, (1) guidance in 1930 was not widely accepted, and that (2) a shortage of trained persons existed. Chapter IV of this study verified the first of these assumptions. Assumption number two will be verified in Chapter VII. Goal number three reflects the recognized need for developing workable training programs for guidance techniques and goal number five proposed that guidance materials be developed for the schools.

⁶Ibid., p. 25.
As indicated in Chapters II and IV, guidance in its development carried with it implications for curriculum. Goal number six proposed a much stronger and direct action regarding the curriculum than reported previously in this study. Just what was meant in this goal by "reconstruction of the program of studies" was not explained in the bulletin in which it was found or in any other material covered in this study. Since the Division of Guidance was in operation only a little more than a year, it could neither attempt to achieve all of its stated goals nor evaluate its work. For this reason, the meaning of goal six above can only be open to speculation, especially since its contents were not to be included in later guidance materials found at the state level.

In addition, the Division of Guidance (1930) outlined an ambitious tentative list of twenty-eight research problems in the areas of guidance practices and plans for program development; educational and vocational planning; school failures and drop-outs; guidance through curricular and extracurricular activities; guidance techniques; pupil behavior; follow-up; and use of tests and measurement. The problems proposed are found to be in two major categories: (1) determining guidance practices then employed and the results of those practices; and (2) determining student behavior and success both in and out of school. The latter category related to the objectives of guidance defined in
the first of the six published goals of the state program, and the first category related to research data which would aid in carrying out goals one through six, all of which were indicated as involved in the first goal which was to be achieved.

It is interesting to note that many of the research topics outlined above continued to be major topics for discussion throughout the 30 years from 1930 to 1960, as indicated in the review of the literature discussed in Chapter II of this study, thereby indicating the future vision of Dr. Eikenberry.

In addition to the recognized need for research, Director Eikenberry believed that any guidance program to be effective must be comprehensive and continuous. For this reason he proposed a series of manuals be developed by the State Department of Education to bring to the schools of the State the most definitive aids possible for guidance program development. Guidance Manual Number One entitled An Introduction to Guidance was the first of the proposed manuals to be printed and distributed, it stands as a credit and tribute to the far-sighted thinking of Director Eikenberry and the contributors to this publication. The manual included discussions and proposals for practically every phase of guidance work outlined in the 1957 Standards for

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7Eikenberry, op. cit.
guidance discussed in Chapter V, including pupil record, informational, counseling, group guidance, placement, and in-service education services; counselor qualifications, physical facilities, non-school resources, and counselor and teacher guidance duties.

Unfortunately, after slightly more than a year's work and consultation with local schools and plan development for a state-wide guidance program, the depression began to take its toll of state services and the Division of Guidance was discontinued as a service of the State Department of Education.

**Provisions of Federal Vocational Education Acts for Support of State Level Guidance Services**

Although the published State High School Standards continued to carry an item concerned with guidance during the early 1930's (as indicated in Chapter V), little else was mentioned or done in the way of providing and promoting guidance services at the state level for the next decade. In the interim, however, federal legislation and support for guidance came into the picture for the first time following the passage of the George-Deen Act of 1936. This Act reflected the persistent interest at the national level for vocational guidance services and made provisions for assisting states to provide such services. The interpretation of the George-Deen Act, its relation to the George-
Barden Act, and the provisions for providing guidance services were described as follows:

Following the passing of the George-Deen Act in 1936, the U. S. Office of Education in 1938 established the Occupational Information and Guidance Service within the Division of Vocational Education. Although neither this Act nor the George-Barden Act, which rewrote and expanded it in 1946, provided for the appropriation of funds specifically for vocational guidance, the interpretation of these acts recognized the importance of guidance to vocational education and encouraged the use of federal and state vocational funds for guidance purposes. Evidence of this interpretation is contained in the following quotations from Vocational Education Bulletin No. 1:

It is recognized that the selection of persons to be trained and their vocational adjustment are among the requirements for a successful program of vocational education and that a vocational guidance program is necessary for modern selection and adjustment methods. It follows, therefore, that a program of vocational guidance is an essential factor in a vocational education program....

All reimbursements for the several phases of the vocational guidance program shall be made from George-Barden funds. It is permissible to use the funds appropriated under the several authorizations of Section 3(a) of the George-Barden Act to provide the following services:

1. The maintenance of a program of supervision in vocational guidance.

2. The maintenance of a program of training vocational counselors.

3. The salaries and necessary travel expenses of vocational counselors on the secondary and adult levels, and the purchase of instructional equipment and supplies for use in such counseling.

The cost of these services may be reimbursed on a prorated basis from the funds appropriated under the several authorizations made in Section 3(a) of the act....(that is, funds appropriated for
vocational agriculture, vocational home economics, distributive education, and trade and industrial education).  

Briefly interpreted, these provisions made it possible for funds appropriated for the various areas of vocational education to be allocated in prorated amounts for guidance. Funds for guidance (to be determined by the various states) could be used for supervision in vocational guidance, training of vocational counselors, and counseling expenses at secondary or adult level. As it will be seen, Ohio made funds available only for state supervisory services through this act.

It is noted that the provision in the vocational act stated above stressed selection and vocational adjustment. This was in keeping with the idea expressed that vocational guidance is essential to a program of vocational education. This point of view relates closely to the "educational-vocational guidance" view which had wide acceptance among guidance workers since the guidance movement began. According to this view, vocational guidance is a process of helping an individual to make wise vocational choices, to prepare for, and to enter a selected occupational field, and to progress in it. Since educational choices are closely

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\(^8\)Administration of Vocational Education. Vocational Education Bulletin No. 1, General Series No. 1, U.S. Office of Education, Revised 1948, pp. 81-82.

related to vocational ones, educational guidance is also necessary. It is noted that this adds still another definition to guidance. While it recognizes the individual, as have the previously mentioned definitions of this study, it is restricted in that it specifically points toward vocational planning. Even with this emphasis on the vocational aspects of guidance, it will be noted later in this chapter that state guidance services supported by vocational funds were not restricted to vocational activities.

Guidance Services at the State Level Reactivated in 1942

Even though federal assistance under the vocational acts described above was available, it was not until the school year 1941-42, that the Director of Education, Kenneth C. Ray, proposed a plan to again make state guidance services available to the schools of Ohio. On September 1, 1942, Mr. C. G. Keck was named Supervisor of Occupational Information and Guidance. The work of this section was financed on a 50-50 basis by the State Department and the United States Office under the provisions of the George-Deen Act of 1936 and undoubtedly influenced Ohio to become the twenty-first state to establish a department on the state level in guidance work, under the George-Deen Act of 1936.

As reported by Mr. Keck, his major function as he embarked on the job of State Supervisor was one of promotion of guidance programs in the schools. Major concern of the program was directed toward vocational planning and placement.\textsuperscript{11} This direction was undoubtedly influenced by the prevalence of the concept of vocational guidance at the time, the influence of federal vocational funds, and the concern for proper placement during the early years of World War II.\textsuperscript{12}

During the war year of 1943, the responsibility for directing the high school Victory Corps was placed under the supervision of guidance. This program assisted in adoption of curriculum at the local school level to include pre-induction courses for youth who were about to enter the armed forces. The Supervisor also assisted in the many drives for the war effort participated in by elementary and secondary school students.

Consultation was given to schools and school assemblies in an effort to promote war services programs. A bulletin entitled "Getting Ready for Induction"\textsuperscript{13} was prepared by the guidance services in cooperation with the

\textsuperscript{11}\textit{Ibid.}, p. 59.

\textsuperscript{12}\textit{Barry and Wolf, op. cit.}, pp. 30-31.

\textsuperscript{13}"Getting Ready for Induction," Guidance Services Section in Cooperation with Bureau of Educational Research, The Ohio State University (Columbus, Ohio, 1943).
Bureau of Educational Research of The Ohio State University. The bulletin was written especially for boys who were soon to be inducted into the armed forces. It explained in some detail preparation for induction, activities at the induction center and other practical problems confronting the individual about to enter into the armed forces of the United States.

The Supervisor also recommended that schools provide a system of cumulative record pupil inventory as an important means of facilitating guidance. Counseling techniques were stressed in consultations with schools, and instruction on occupational information were attempted to be brought to the schools. With these activities and in the light of the experiences of the first year on the job, this Supervisor reported that,

In the light of the past year's experience, our greatest problem is to assist teachers to comprehend the philosophy and objectives of guidance. Only a small per cent of our teachers have had an opportunity for training in guidance because there are not sufficient guidance courses available.14

From the Supervisor's report, it can be interpreted that a major block to promoting guidance services in 1942 was lack of understanding of the meaning and objectives of "guidance."

From the Spring of 1943 until March, 1944, the Occupational Information and Guidance Section was without a

14Keck, op. cit., p. 61.
Supervisor. On March 1, 1944, Glenn C. West was appointed State Supervisor by the State Superintendent of Public Instruction. Mr. West, in his 1944 Annual Report, stated the following concerning the program of occupational information and guidance at the state level:

The State Department will encourage and solicit the opportunity to assist local schools to conduct workshops for the purpose of beginning or improving their guidance program. In accordance with the recommendations of the workshop, an advisory committee will be appointed at an early date by the State Department to assist the Supervisor in perfecting a state guidance program. There will also be compiled and recommended for the schools a bibliography for a minimum guidance library.

If the guidance program is to go forward, it will be necessary to provide in-service training for teachers as they become more conscious of the importance of guidance. There should also be required guidance courses in all teacher training institutions of the state for those who are preparing to teach.

Again the State Supervisor emphasized the need for in-service training, as his predecessor had, if guidance was to go forward in the State of Ohio. Shortly after one year, Mr. West resigned as Supervisor and little progress was made in promoting guidance at the state level until 1947, when a new Guidance Services Section was created.


16 Ibid., p. 63.
Twelve Years of Progress in Providing State Level Guidance Services

In September of 1947, John G. Odgers was appointed as Supervisor of a new Guidance Service Section of the Division of Vocational Education. With the encouragement of Joseph Strobel, Director of Vocational Education, and his successor, Director Ralph Howard, and the support and cooperation of the entire staff of the Division of Vocational Education, Supervisor Odgers immediately put into action a plan for guidance services at the state level. State Guidance Services to assist in the expansion and development of workable school guidance services were described in the following categories by Mr. Odgers:

a. Provides consultant service to local schools interested in initiating or expanding guidance programs.

b. Assists local schools in planning in-service training programs, in some cases, conducting such programs for school counselors, administrators, and faculty members.

c. Prepares and distributes to school guidance workers bulletins on specific guidance topics and techniques, including the distribution of a periodic newsletter.

d. Organizes or assists in the organization of local guidance groups interested in professional self-improvement and the development of more adequate guidance programs.

\[17\] Annual Descriptive Report, 1947-48. Division of Vocational Education, Ohio State Department of Education (Columbus, Ohio).
e. Conducts an occupational information and professional reference service to provide local guidance personnel with needed information or materials related to local guidance problems.

f. Cooperates with non-school agencies at the state level and encourages local schools to do likewise on the local level to provide needed services to students and counselors.

g. Conducts research on a state-wide basis and encourages or assists local schools to conduct research projects such as community occupational surveys, follow-up studies, surveys of pupil needs, etc., as a means of determining program needs.

h. Assists local schools in the evaluation of local guidance programs or specific guidance projects.18

This statement of state guidance services was significant for several reasons. First, the statement of services provided a framework of operation. Prior to this statement, there appeared to be no indication of services available from the State Guidance office. Second, the statement portrayed the State Guidance office as a service agency, with consultative assistance available on matters of guidance. Third, the statement represented an open invitation to schools desiring services. Fourth, with this statement a framework of operations was outlined which has influenced state guidance services to date (1960), as will be evidenced in the remainder of this chapter. And fifth, these services were not restricted to vocational concerns thereby indicating

18 Here's the Answer, Division of Vocational Education, State Department of Education (Columbus, Ohio, November, 1953), p. 9.
that at the state level, Ohio viewed guidance in 1947, in broader terms than the vocational guidance view described above.

During those first years after which a Guidance Services Section was re-established in the State Department of Education (1947), the Supervisor and his staff met with school administrators, professional guidance workers, teachers, community resource agencies about the state in an attempt to clarify the role of school guidance services and to garner support for such services.

During the Summer of 1948, Mary J. Drucker was added to the Guidance Services Section staff as Assistant State Supervisor of Guidance Services. The principal reason for adding to the staff was that the requests for services were too great for one person to carry out. With schools making requests for services, it can be assumed that the interest for guidance was increasing in Ohio schools. In addition to the many services provided by the Guidance Services Section, a guidance newsletter was issued for the first time in April, 1951, with Mary Drucker as Editor. The purpose of the newsletter was to distribute to school guidance workers


20 Annual Descriptive Report, 1948-1949, Division of Vocational Education, State Department of Education (Columbus, Ohio).
information on guidance topics and techniques. The first issue of *Guidance News and Views* contained three pages and was mailed to approximately 500 school guidance workers throughout the state. This first issue, Vol. I, No. 1, included several short articles on manpower utilization, summer employment, dates of upcoming guidance events, and a short guidance bibliography. The publication was to grow to a twenty page publication (Appendix E) representing the official organ of the Guidance Services Section and its major communication vehicle with local guidance personnel. It is now (1960) mailed to some 2,200 persons in the State of Ohio and is published five times yearly as a major service from the Guidance Services Section.

General conditions affecting the state guidance programs were described by Supervisor Odgers in the 1950-51 Annual Descriptive Report. Continued cooperative efforts with other vocational services in providing occupational information, consultation, development of publications and the administration of student-interest surveys (in planning

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22 *Annual Descriptive Report 1950-1951*, Section VI, Occupational Information and Guidance, State of Ohio, Department of Education, Division of Vocational Education, Guidance Services Section (Columbus, Ohio).
for vocational curricular expansion) are described by the Annual Descriptive Reports 1951-59.\textsuperscript{23}

The Annual Descriptive Reports provide an annual summary of the status of guidance in public schools. A review of these annual reports revealed that: there has been a significant growth in local school guidance services during the 1950's; that professional activities have increased significantly; that there is wider acceptance of the need for guidance services than previously; and that the guidance services section has provided a greater amount of services through increased activities and staff.

In the Summer of 1955, the State Supervisory Staff suffered a severe and tragic loss in the accidental death of Mary J. Drucker, Assistant State Supervisor of Guidance Services, while on a United Nations assignment as Technical Assistant for the International Labor Organization in Israel.\textsuperscript{24}

During the Summer of 1955, Gerald F. Ullrich, formerly Assistant State Supervisor of Guidance Services for Oregon was employed as acting Assistant State Supervisor of Guidance Services for Ohio. On September 1, he left the section to

\textsuperscript{23}\textit{Annual Descriptive Reports, State of Ohio, State Department of Education, Division of Vocational Education (1951-1959).}

\textsuperscript{24}John G. Odgers, "In Memoriam," \textit{Guidance News and Views}, Vol. VI, No. 1, State Department of Education, Guidance Services Section (Columbus, Ohio, September, 1955).
assume duties as Director of Guidance for the Marietta Public Schools.²⁵

In September of 1955, Dean L. Hummel was employed as Assistant State Supervisor filling the vacancy left by Miss Drucker during the summer.²⁶ In addition to his other duties, Mr. Hummel was assigned as Editor of Ohio Guidance News and Views. In January 1957, Charles E. Weaver joined the Guidance Services staff bringing it to a complement of a State Supervisor and two Assistant State Supervisors. It can be concluded that the increase in staff was brought about by continued growth in local requests from schools for services of the state guidance office. This is supported by an analysis of the many letters from the files of the state guidance office. In addition, it is the observation of the writer, who has been a member of the state staff since 1955, that the general attitude of school administrators, toward initiating and expanding improved guidance services has brought about an increased demand for services from the state level. Additions to the Guidance Services staff brought it to a total of three professional persons, which reflected the continued increase in local requests for services in the field of guidance. Documentation of this is


difficult because of inavailability of specific minutes or proceedings for this purpose. It also confirmed the continued support for guidance services by the Division of Vocational Education.

On October 1, 1958, John G. Odgers was promoted to the position of Director, Division of Ohio Scholarship Tests and Dean L. Hummel was advanced to the position of State Supervisor of Guidance Services. On January 1, 1959, Fred J. Moore, Jr. was appointed to the position of Assistant State Supervisor of Guidance Services bringing the total professional staff of the Guidance Services Section once more to three persons. This brought the staff of the Guidance Services Section back to a total of three professional persons who were to continue to provide state guidance services as outlined in this section.

Expansion of State Services and Staff under a New Division of Guidance and Testing Created in 1959

On May 1, 1959, a new Division of Guidance and Testing was created by action of the State Board of Education at its April meeting. Reasons for the action bringing about the

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29 Report and Recommendations of the Superintendent of Public Instruction, op. cit.
creation of the new division were not recorded. However, they may be summarized by the writer as a result of five years experience in the State Department of Education which includes participation in the planning for the new Division of Guidance and Testing. First, it was the desire of Superintendent E. E. Holt to increase services for guidance at the state level. Second, the Division of Vocational Education agreed to continue to give financial support for two professional persons at the state level who were to be assigned to the new Division. This increase in budget reflected the increased demands for consulting services to the local schools. Third, testing was seen as a basic tool of guidance and therefore guidance and testing were brought together. Fourth, and perhaps the reason that the new Division was created in the Spring of 1959, was the immediate influence of the National Defense Education Act of 1958, which provided new funds for state supervision. The Annual Report of the State Board of Education to the Governor and to the members of the General Assembly, 1959, best describes the action resulting from the creation of the new Division:

Creation of this new Division brought together into one unit the former Division of Ohio Scholarship Tests and the Guidance Services Section which had been, since 1947, in the Division of Vocational Education. A third section, Test Program Coordination, was incorporated into the new Division to administer the program of subsidy to secondary schools for testing related to Title V-A of the National Defense Education Act of 1958. Activities reported herein cover the full year for Ohio Scholarship Tests, the period since May 1 for Test
Program Coordination, and the period since June 1 for the Guidance Services Section.

During the month of June, 1959, the various sections of the new Division moved into new offices at 751 Northwest Boulevard, Columbus 12, Ohio. The new Division currently employs nine (9) professional staff members and more than twenty (20) salaried and hourly clerical workers, the bulk of the latter being employed in the on-going Ohio Scholarship Tests program. In addition to the on-going programs of Ohio Scholarship Tests and Guidance Services, a major increase in the services in the field of guidance, counseling, and testing has been made possible by funds available through the National Defense Education Act of 1958 and an appropriation by the State Legislature for subsidy to local schools during the forthcoming biennium. 30

At the state level, the new organization of the Division and its professional staff were listed as follows:

John G. Odgers - Director, Division of Guidance and Testing

Dean L. Hummel - State Supervisor of Guidance Services

Charles E. Weaver - Assistant State Supervisor of Guidance Services

Fred J. Moore, Jr. - Assistant State Supervisor of Guidance Services

Paul L. Gardner - Assistant State Supervisor of Guidance Services

H. Eugene Wysong - Assistant State Supervisor of Guidance Services

J. Chandler Campbell - Supervisor of Ohio Scholarship Tests

30 Annual Report of the State Board of Education to the Governor and to the Members of the General Assembly (Columbus, Ohio, 1959), p. 65.
Increase in state staff again was brought about by increased local demands for state level guidance services. In addition, it is noted that the new programs to be administered through the Ohio plan for carrying out Title V-A of the National Defense Education Act of 1958, and the financial assistance for this program made it possible to add staff to include the ten persons mentioned above.

In addition to the financial assistance provided for expanded services at the state level through the National Defense Education Act, the 103rd General Assembly appropriated $125,000 for the first and $150,000 for the second year of the biennium ending in 1961 to provide for local subsidies for the expansion of testing and guidance services. With increased funds available and increased staff, the Guidance Services Section in 1959 was able to offer greater assistance for program development to local schools.33


32Memorandum: Ohio Scholarship Tests Section, State Department of Education (April, 1960).

Through professional consultation and fiscal assistance provided under the National Defense Education Act (Appendix C), expansion of local school guidance programs increased appreciably. It was noted in Chapter IV, that although the appropriation by the Ohio Legislature was in support of the National Defense Education Act of 1958, it was not made because the Act required matching funds at the state level. Therefore, it may be concluded that the 103rd General Assembly acted voluntarily in appropriating funds, and thereby reflected the interest for guidance held by their constituents. (Cold war conditions and the challenge for supremacy in science and technology which in part brought about the passing of the provisions for guidance in the National Defense Education Act of 1958 were noted in Chapter IV earlier.)

Today (1960), the Guidance Services Section is one of three sections in the Division of Guidance and Testing according to the organizational chart (Figure 2) of the State Department of Education.

It is noted from the organization chart (Figure 2) that the Division of Guidance and Testing is under the area of instruction. The unbroken line from the Division to the Assistant Superintendent of Instruction shows the line relationship, while the broken line to the Division of Vocational Education shows a functional relationship between it and the Guidance Services Section. This functional
Figure 2. Organization Chart
relationship is indicated because of the close working relationship existing between the Division of Vocational Education and the Guidance Services Section, and because of the continued financial support by Vocational Education for two staff members of the Guidance Services Section. Those two staff members are Assistant Supervisors, and report directly to the State Supervisor of Guidance.

In August of 1960, Dean L. Hummel was appointed Acting Director of the Division of Guidance and Testing for a two-year period during which John G. Odgers was granted leave of absence.\textsuperscript{34}

This Division is under the supervision of Assistant Superintendent of Instruction, Dr. Harold J. Bowers, who in turn is directly responsible to the Superintendent of Public Instruction, Dr. Edward E. Holt, employed by the State Board of Education of Ohio.

Progress and increase in professional staff brought Ohio into the ranks of those states which provide the greatest quantity of state level guidance services for local schools. According to a memorandum from the Department of Health, Education, and Welfare, United States Office of Education, dated March 1, 1960, Ohio is third among the fifty states and territories in the number of professional

\textsuperscript{34}Minutes, State Board of Education (Columbus, Ohio, July 11, 1960).
workers employed at the state level in the area of guidance and testing and follows New York and California in that order. 35

The impact of state services since 1958, is best described by a National Defense Education Act Progress Report published in January, 1960 (Appendix E). In addition to the greatly increased activities at the state and local level, the State Department, in cooperation with local and university groups was able to embark upon a number of research studies, which resulted in helpful publications for the continued increase and expansion as well as improvement of guidance services in the State of Ohio. These publications are made available to school guidance workers of Ohio and were added to Ohio Guidance News and Views, as well as a long list of materials (Appendix E), produced by the Guidance Services Section during the past twelve years (1948-1960).

Summary of the Development of State Level Guidance Services in Ohio

This chapter has been devoted to the development and growth of state level guidance services which grew out of recognized need for leadership and direction in assisting


schools with local guidance program development. Midway (1930) in the first sixty years of this century, the State Department of Education first provided for state level guidance services by creating a Division of Guidance. Although the first Division of Guidance was in operation only slightly more than a year, several major publications for a state program of guidance services were produced which had far reaching effects in providing direction for the future. Two attempts by the State Department of Education were made in 1942 and 1944, to provide guidance services organized as Occupational Information and Guidance Services, supported by federal vocational funds.

Little progress was made at the state level until in 1947 a Guidance Services Section was created by the Division of Vocational Education. From 1947 to 1959, the Guidance Services Section increased in staff to three professional workers, assisted in organizing local school guidance programs and provided guidance information to local schools through periodic mailing of various publications.

In 1959, a new Division of Guidance and Testing was created by the State Board of Education bringing guidance services at the state level to division status for the first time since 1930. Staff in the new Division, was increased to ten professional workers and increased funds were appropriated for the administration of these services. In addition, the Division of Guidance and Testing including a Guidance
Services Section, a Test Program Development Section, and Ohio Scholarship Tests Section were provided with federal and state funds for expansion and improvement of guidance services.

Several of the prominent influences on the development of guidance services at the state level in Ohio reflected social and economic conditions effecting interest and action for guidance, as well as other phases of education. For example, as indicated in Chapter IV, a State Division of Guidance was created in 1930 as a result of a State Guidance Conference bringing together persons from business, industry, and education who believed that a guidance program would help to eliminate many of the problems of un-employment, poor placement, and school holding power. Paradoxically, the Division of Guidance, created as a result of the State Guidance Conference recommendations, was eliminated after only a year principally because of a shortage of funds.

The influence of federal vocational education acts and the funds made available through these acts, stimulated the re-establishment of guidance services at the state level in the early 1940's. However, it was not until 1947 that a framework for providing state guidance services was developed. From that time on to 1960, with the support of the Division of Vocational Education, the increased interest of local schools for guidance services, and the influence of the
National Defense Education Act of 1958, the state guidance staff and scope of services continued to grow in importance.

As indicated in this chapter, Ohio, in 1960, had the third largest state level program and staff among the various states in the nation. The increase in professional personnel and services provided from 1930 to 1960, indicates that guidance has become a major concern of the State Department of Education and the schools which it serves.

In Chapter VII, counselor certification and professional activities will be considered through the analysis of Ohio's past and present rules and regulations pertaining to counselor certification and activities of a professional nature which have contributed to the shaping and growth of the guidance movement in Ohio.
CHAPTER VII

DEVELOPMENTS IN COUNSELOR CERTIFICATION AND
PROFESSIONAL GUIDANCE ACTIVITIES IN OHIO

In this chapter developments in counselor certification and professional guidance activities in Ohio will be discussed under the following topics:

1. Developments in Counselor Certification in Ohio
   a. Ohio School Counselor Certification Requirements
   b. Enforcement of School Counselor Certification
   c. School Counselor Certificates from 1941 to 1960
   d. Counselor Education Opportunities Leading to School Counselor Certification

2. Professional Guidance Activities in Ohio
   a. National Professional Guidance Affiliations of Ohioans
   b. Ohio Branches - American Personnel and Guidance Association
   c. Ohio Association of Counselor Educators
   d. Area Guidance Councils in Ohio
   e. Ohio School Counselor Association

According to the findings presented in Chapters II and IV of this study, interest and concern for professionally trained counselors and for professional growth in guidance appeared periodically from the recognized beginning of the guidance movement in 1908. Concern for specialized personnel was found in the "Review of the Literature" and in "State-Wide Interest and Concerns for Education with
Implications for Guidance" as individual counseling was recognized as essential to the total program of guidance services. One element of the many definitions of guidance which has persisted over the years is the concern for the individual—his self-understanding, and his educational or vocational planning. This element carried with it the implication that assisting the individual (to clarification of goals, greater self-direction, and more effective adjustment to himself and his environment) could best be carried out through the process of counseling. As the importance of counseling became more widely recognized, the concern for specialized training for the counselor also became evident. Findings analyzed in the previous chapters of this study point toward the trend that professionally trained personnel (school counselors) have come to be considered essential to the provision of school guidance services. The concurrent developments in professional training opportunities for counselors will be described briefly in the several paragraphs to follow.

Although the apparent beginning of professional training for counselors began in 1908, when the YMCA of Boston offered a course in guidance in connection with the development of its Vocational Bureau, guidance training was slow

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in winning widespread recognition. By 1915 the Record of the Vocational Bureau of Boston reported that: "Nearly a score of colleges, universities, and other institutions are conducting specific or part-time courses in vocational guidance." At the National Vocational Guidance Association Conference of 1928, it was reported that there were something like seventy courses in the field of guidance training in colleges and universities.

By 1941, the number had risen to 264 courses in fifty-one institutions, and in 1958, McMinn and Ross reported 223 institutions offered a preparation program at the graduate level for guidance and pupil personnel workers.

Concurrent with the rise in the standards of academic and professional preparation of counselors, certification requirements have tended to become more exacting and universally demanded. As early as 1915, when educational institutions were expanding their courses of guidance training, the School Committee of the Boston Public Schools

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3 Ibid., p. 189.


recommended standards for counselors. The Board of Education was urged to require "adequate study of education plus experience in a vocational school or in special vocational services as approved by the Board of Superintendents" for persons who wished to act as guidance counselors in the Boston schools. 6

In 1925, New York became the first state to outline specific requirements for the guidance counselors. 7 Certification standards were proposed by the National Vocational Guidance Association in 1930, with the hope that they would favorably influence practices throughout the country. 8 Ohio was found to be one of six states in 1945 which had adopted specific standards for guidance counselors. 9 Three years later, in 1948, Benson and Froehlich 10 found that sixteen states were issuing guidance certificates with a general


pattern of training becoming evident. By 1953, twenty-seven states had specified the training and experience necessary for special certificates for counselors.\textsuperscript{11}

In 1957, a study by the United States Office of Education\textsuperscript{12} reported that minimum standards pertaining to the qualifications of school counselors had been established in forty-one states, the District of Columbia, and three United States Territories. Certification was mandatory in all but seven of the states at that time. And in 1960, a similar study by the United States Office of Education\textsuperscript{13} reported that school counselor certificates were mandatory in thirty-seven, optional in four and non-existence in thirteen of the fifty states, the District of Columbia, and three United States Territories.

Thus, it is evident that standards for school counselors have been a concern in the field of education concurrently with the guidance movement which began in 1908. It is further evident that, as the guidance movement increased


\textsuperscript{12}Royce E. Brewster, Guidance Workers Certification Requirements, United States Office of Education Bulletin, No. 22 (1957).

in pace, the various states increasingly adopted training standards for certification of the School Counselor. As it will be indicated in the discussion to follow, Ohio was among those states which developed standards for counselor certification.

Developments in Counselor Certification in Ohio

Ohio School Counselor Certification Requirements

To be discussed in this section are the developments of Ohio School Counselor Certification requirements and the policies of enforcement of this standard. An analysis of the growth in numbers of school counselor certificates is presented. Following this is discussed the expanding opportunities for counselor education in Ohio.

In Ohio, a state system of counselor certification was established in 1935 with the authority vested in the State Director of Education and a five-man Board of Examiners. Before this certification, there were no specifically printed requirements and records are not available to indicate the number of certificates issued in the guidance area prior to the year 1941. The establishment of certification in the area of Pupil Personnel services

evolved as a result of interest in guidance training first stimulated by the concerted action taken at the Guidance Conference held in Columbus, Ohio, on January 30, 1930.\textsuperscript{15} As a result of this conference, an advisory committee of twenty-four members appointed by the State Department of Education recommended that, among other things, attention be given to the training and licensing of school guidance workers.

Ohio's first statement pertaining to the certification concerning Pupil Personnel Service appeared in 1939 as follows:

\textbf{X. Certification for Pupil Personnel Service}

"Regulations governing the certification of persons employed as visiting teacher, guidance counselor, school psychologist, lunchroom manager, school medical supervisor, and school dental supervisor are being drafted and will be published at an early date in a supplementary bulletin."\textsuperscript{16}

Certification Standards for Counseling in Ohio were established for the first time in 1942. Although the minimum High School Standards\textsuperscript{17} then in effect contained no provisions requiring that persons assigned guidance work


\textsuperscript{17}Ohio High School Standards, State Department of Education (1942).
hold the school counselor's certificate, certification requirements were far reaching in their effect on counselor education programs and interest in counselor-education. According to Harold J. Bowers, then Director of the Division of Teacher Training and Certification committees including higher education and secondary school personnel had been working on recommendations for guidance counselors' certificates since the inclusion of the statement on pupil personnel standards in the 1939 "Laws and Regulations Governing Certification of Teachers in Ohio." These recommendations were submitted to the State Department of Education and were adopted with the 1942 certification requirements. Dr. Bowers related that inclusion of requirements for counselors at this time reflected the recognized need for specialized training for counselors, the desire of colleges and universities to adjust or establish courses of study for counselor education leading to certification, and the general recognition of the guidance person as a member of the total educational staff in secondary schools. It is noted, however, that since certificates had not been granted to this date (as will be revealed later in this chapter), and therefore since no supply of counselors existed, the Standards for high schools did not identify the school counselor in its recommendations.

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18Interview with Harold J. Bowers, Assistant Superintendent of Instruction, State Department of Education, Ohio, March 16, 1960.
Standards adopted in 1942 provided a basis on which the present requirements were developed, and included statements under major headings as follows:

1. Scope of Service

The following duties are construed as functions of guidance counseling:

a. Counseling with pupils on curricular, extracurricular, social-adjustment, occupational-adjustment and place problems;

b. Conference with teachers, parents, social workers, representatives of community agencies other specialists on educational, health, personal, social, occupational, and placement problems of pupils to coordinate all activities relative to the needs of the individual student;

c. Class instruction in educational and occupational information and planning, and related subjects;

d. Preparation and maintenance of adequate records of pupils for counseling purposes;

e. Collection and maintenance of current reliable information about available educational and occupational opportunities.19

It is noted in the Scope of Services that the counselor's duties reflected the concept that guidance consisted of a group of services. While the process of guidance as defined in this study related to assisting the individual with his educational and vocational concerns, these

standards may be indicative of the recognition that in order to facilitate this process, the services outlined are essential and that the trained counselor should be assigned duties to carry out those guidance services.

Four Years Provisional Certificates were issued upon evidence of the applicant's being twenty-five years of age, possessing a certificate valid for teaching in Ohio's schools, and having three years of experience including a combination of one year of teaching (one year of gainful employment in fields other than teaching, and one additional year in either employment in teaching or other work).

Preparation required for earning the school counselor certificate was forty semester hours with not more than twenty-five of these hours on the undergraduate level in the following areas with at least one course in each: Guidance, Psychology; Tests and Measurements; Education; Economics; and Sociology. The eight year Professional Certificate required three successful years of counseling experience under the Provisional Certificate and evidence of a Master's Degree with a major in guidance counseling.

For the first time in the educational history of Ohio, standards for School Counselor Certification were outlined by the 1942 "Laws and Regulations Governing Certification of Teachers in Ohio." These standards provided for a rather specific scope of services to be provided by the counselor and set forth an outline of required course of
study and experience mandatory for certification. Recognition for the professional School Counselor by the standards provides evidence that the School Counselor was accepted as a member of the "educational family" and that a major professional advance was made in the guidance movement in Ohio. Apparently the 1942 standards were acceptable to educational policy makers for the next fifteen years because revisions in the Laws and Regulations Governing the Certification of Teachers, Administrators, Supervisors, and School Employees in Public Personnel Service printed in the years: 1945; 20 1948; 21 1950; 22 1952; 23 and 1955 24 contained no changes from the 1942 Standards.


However, the seventeen year tenure of the 1942 Standards was ended as a result of over two years committee work (beginning in 1955) with representatives of school counselors, administrators, counselor-educators, and lay advisors. As a result of the committee work, the rules and regulations governing the three areas of Pupil Personnel Certification (The School Counselor, The School Psychologist, and The Visiting Teacher), were revised. These changes reflected the general demand for more highly trained personnel who were to be assigned as school counselors. In analyzing the committee reports and recommendations, it was found that more specialized training, at least a Master's degree, and practicum experience in counseling was thought to be necessary if the counselor was to carry out his duties as the guidance specialist in the school setting. On January 1, 1959, the revision for these certification requirements went into effect. Revisions for certification in the Pupil Personnel Services were made in compliance with Section 3319.23, Revised Code of Ohio, and in accordance with the

25 Committee Reports, Committee on Revision of School Counselor Certificate, 1959, from the files of the Division of Guidance and Testing, State Department of Education, Columbus, Ohio.

provisions of the Administration Procedures Act requiring a
public hearing before standards may be adopted.

The 1959 School Counselor (Appendix D) Certification
requirements contain several significant changes from prior
regulations. Under provisional certificates, the new
requirements do not include a minimum age. A Master's
degree, including course work in each of the following areas,
is required:

a. Guidance: Principles and practices, adminis­
tration, group procedures;

b. Human growth and development: Educational
psychology, psychology of individual differ­
ences, child psychology, adolescent psychology,
psychology of exceptional children, abnormal
psychology, mental hygiene;

c. Individual Analysis: Diagnostic procedures,
testing, statistics;

d. Counseling: Principles, techniques;

e. Social Sciences: Educational-occupational
information, school and community resources,
sociology, economics.27

The work required in the sequence of counselor educa­
tion courses at the graduate level is interpreted by the
Division of Teacher Education and Certification as 20
semester hours with at least three semester hours in each of
the five areas listed, and the course of study should make
provisions for practicum experience.28

27 Ibid., p. 44.
28 Letter from Albert C. May to Dean L. Hummel
(March 11, 1960).
Although Ohio had standards for counselor certification beginning in 1942, it was not until some seventeen years later that measures were taken by the state to enforce certification requirements for personnel assigned guidance duties in the schools. Enforcement of standards finally came about as a result of the State Board of Education's adoption of minimum standards for all high schools in 1957 as noted in the following paragraphs.

**Enforcement of School Counselor Certification**

Enforcement of training requirements for persons assigned guidance responsibilities in the schools were brought about by the adoption of the 1957 Ohio High School Standards.\(^{29}\) In addition to the requirements that "each school shall have a comprehensive and workable program of guidance services,"\(^{30}\) qualifications for guidance workers are as follows:

1. Persons devoting **half-time or more** to guidance duties shall possess the School Counselor Certificate as evidence of professional qualification, with the following exception: Persons who have been assigned guidance duties on a more-than-half-time basis for a period of five years or more and who have demonstrated the ability to give satisfactory service may continue to serve in this capacity without the School Counselor Certification. Evidence of such service may

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\(^{29}\)Ohio High School Standards, State of Ohio, State Board of Education (Columbus, Ohio, January 1, 1958).

\(^{30}\)Ibid., p. 12.
include assignments as shown on the annual Principal's Report for the years in question and evidences in the local school of the existence of an ongoing guidance program.

2. Beginning with the school year 1960-61, persons devoting less than half-time to the guidance program shall have, as a minimum, six semester hours credit in professional guidance courses. Such credits shall be obtained from courses regularly included in the counselor-training sequence of recognized counselor-training institutions, including a basic or introductory course and other courses such as techniques of guidance, counseling theory and practice, guidance testing, educational-occupational information, and organization and administration of guidance services. Credit for organized guidance workshops will be accepted to the extent of four semester hours.\(^{31}\)

Although the paragraph above providing for the assignment of guidance duties to persons with a minimum of six semester hours credit in professional guidance courses was open to criticism, it did allow for more persons to be assigned to those duties. This provision reflected the shortage of fully qualified counselors available to the schools and the thinking of the authors of the standards that a partially trained guidance worker would be better than none at all.

It is the opinion of the writer that as supply of counselors meets demand, and as research is done on partially trained counselors, action will be taken to require all persons functioning as school counselors to meet, at least, existing regulations for certification.

\(^{31}\text{Ibid.},\ pp.\ 36-37.\)
A final and important factor in the requirements of trained personnel assigned guidance responsibilities is contained in the Ohio Procedures and Criteria for the Approval of Programs for Assistance Under Title V, Guidance, Counseling, and Testing of the National Defense Education Act of 1958 and is stated as follows:

"Personnel employed under the Plan shall meet qualifications as outlined in STANDARD VI-B of the 1957 Ohio High School Standards." 32

Because of the financial assistance available under Title V-A of the National Defense Education Act of 1958, the effect on enforcement of counselor certification is obvious. In order for schools to receive funds for their guidance programs, only personnel meeting training requirements established by the 1957 Standards could be employed. Availability of funds for guidance coupled with enforcement of the Standards for all Ohio High schools gave impetus to the demand for more trained counselors in Ohio's schools.

School Counselor Certificates Issued from 1941 to 1960

Although some school counselors were trained in Ohio institutions prior to 1941, the existing records of the Division of Teacher Education and Certification reveals 1151

certificates have been granted from 1940 through March, 1960, of which 994 were new and 157 were renewals. Table II shows the number of counselors recommended by Ohio counselor education institutions resulting in the granting of certificates and the year in which School Counselor Certificates were granted by the State Department of Education.

The data in this table indicate that counselor education and school counselor certification have increased at a rapid pace since 1949. This may be interpreted as giving evidence that with a growing demand and a shortage of counselors in supply, an increasing number of persons enrolled in counselor education institutions and met requirements for school counselor certification in Ohio. Table II further reveals that the highest number of recorded counselor certificates granted in any one year from 1941 through 1948 was five (in 1946). In 1949, eleven certificates were granted followed by a steady growth from 1949 through 1957 as 130 certificates were granted. Considerably greater growth is indicated by the number of school counselor certificates granted in 1958 and 1959 when approximate increases of 100 certificates granted each year are indicated. The data for 1960 include only the certificates granted for the first three months of that year.


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**TABLE II**

GUIDANCE CERTIFICATES GRANTED BY YEAR IN OHIO FROM 1941-1960*

* Compiled by Dean L. Rammel, State Supervisor of Guidance Services, from records of the Division of Teacher Education and Certification, State Department of Education, Columbus, Ohio, March 23, 1960.
Counselor Education Opportunities in Ohio Leading to School Counselor Certification

Ohio, in 1960, had thirteen approved counselor training institutions as reported by Albert C. May, Director, Division of Teacher Education and Certification.33 Although records are not available indicating when Ohio's institutions first formally began offering training for school counselors, the need for such training was brought to light as early as 1927.34 An early attempt was made to bring about in Ohio an irreducible minimum number of requirements for beginning counselors.

a. At least two or three years successful teaching experience. If the counselor is to command the respect of the teaching force, this is essential.

b. At least one summer term of graduate work beyond the baccalaureate degree devoted to courses more or less directly related to the work of a counselor.

c. An appropriate personality. A counselor must be able to secure the confidence of pupils, parents and teachers. The effectiveness of his program depends upon voluntary cooperation. He should have demonstrated a wholesome influence on pupils and an ability to get along with fellow-teachers and administrators.

d. An interest in guidance work and a willingness to continue training while in service. The

33 Albert C. May, Memorandum "Report on Counselor Education Institutions in Ohio," Division of Certification and Teacher Education, Columbus, Ohio (April 5, 1960).

counselor must be a constant student. Conditions change rapidly and he must keep informed of these changes. Furthermore, he will often have to put in extra time. He should plan to spend a portion of his summers either in industry or in summer school. A disinterested routine worker in this field is hopeless.

e. At least some experience at work other than teaching. Vacation jobs of any kind of work done to help defray expenses while in school should prove advantageous. The more varied his experience, the better able he will be to speak the language of pupils and parents.35

In addition to these requirements, it was suggested that all counselors may take specific professional training and professional status may eventually be acquired by the individual who is willing to continue training on the job as well as academic training in the following areas:

a. A general course in the fundamentals of guidance.

b. A course in occupational information.

c. A course or courses in testing which should include:
   1) The administration of a testing program.
   2) The administration, scoring and recording of results of simple tests.
   3) The interpretation of test results.

d. A course in child accounting.

e. One or more courses in clinical psychology.

f. One or more courses in educational psychology.

g. One or more courses in statistics.

h. One or more courses in either sociology, case studies, or social psychology.

i. A varied first-hand acquaintance with many different kinds of work. Short periods in various occupations are to be preferred to a long period in one job.36

It was further proposed that the counselor who would secure adequate professional training would be expected to take at least one year of graduate work. However, in 1930, few institutions, if any, in Ohio had established definite course sequences for counselor education.

While counselor educators, to date, have not agreed on every point as to what constitutes a professional sequence of counselor training courses, Ohio's thirteen counselor education institutions tend to meet the minimum requirements required by the State of Ohio.37

In addition to the regular courses offered in the counselor education sequences of Ohio's thirteen approved counselor education institutions, several have been granted contracts under the National Defense Education Act of 1958, Title V-B. These contracts provide for counseling and guidance training institutes. Enrollees in these institutes under the Act may be:

Persons engaged in counseling and guidance of students in secondary schools and in need of

36Ibid., p. 240.

37Albert C. May, "Summary: Professional Courses Required for Guidance Counseling Provisional Certification" (unpublished report presented to the Ohio Association of Counselor Educators (October 15, 1959).
improved qualifications for this work or teachers in such schools preparing to engage in such counseling and guidance may be eligible to enroll.38

The intent of Title V-B of the National Defense Education Act is to provide opportunities for training in an effort to relieve the shortage of school counselors. Students in the institute programs, in addition to receiving training, are assisted financially while attending an institute program. The financial provisions for eligible enrollees provide that,

Eligible students may receive a stipend at the rate of $75 per week for the period of attendance at a Counseling and Guidance Training Institute. Each student who receives such a stipend shall receive an additional stipend at the rate of $15 per week for each dependent for the period of the student's attendance at the institute.39

Contracts granted under the National Defense Education Act of 1958, to Ohio institutes, the number of enrollees, and the directors of the institutes are as follows:

Summer, 1959

Ohio State University, (Columbus, Ohio) 30 enrollees, Dr. Herman J. Peters, Director.

University of Toledo (Toledo, Ohio) 28 enrollees, Dr. Robert Gibson, Director.40


39 Ibid., p. 5.

40 Ibid., pp. 13-14.
Summer, 1960

Kent State University (Kent, Ohio), 30 enrollees, Dr. Dwight Arnold, Director.

Ohio State University (Columbus, Ohio), 40 enrollees, Dr. Herman J. Peters, Director.

Ohio University (Athens, Ohio), 40 enrollees, Dr. George E. Hill, Director.

University of Cincinnati (Cincinnati, Ohio), 40 enrollees, Dr. Norman M. Paris, Director.

University of Toledo (Toledo, Ohio), 35 enrollees, Dr. Robert Gibson, Director.\footnote{41}

Academic Year 1960-61

Ohio State University (Columbus, Ohio), 38 enrollees, Dr. Herman J. Peters, Director.\footnote{42}

The training opportunities available to prospective counselors, in addition to the established curricula in the thirteen counselor education institutions in Ohio, have been greatly supplemented by these institute programs. More emphasis and greater awareness of the need for trained counselors have stimulated this demand for providing expanded training opportunities.


\footnote{42}Memorandum: The Ohio State University, College of Education, Dr. Herman J. Peters, Institute Director (Columbus, Ohio, April 26, 1960).
Professional Guidance Activities in Ohio

National Professional Guidance Affiliations of Ohioans

Concurrent with the growth of a social movement frequently is the growth of professional activity with this movement. The professional guidance activities in Ohio will be discussed in this section. Mention will be made of the involvement of Ohioans in national, state, and local professional associations. In 1960, for example, Ohio had six branches affiliated with the American Personnel and Guidance Association, five area guidance councils, and numerous local and university sponsored organizations providing evidence of the professional growth in the guidance movement. Various aspects of the growth in professional activity affiliated with such organizations will be briefly discussed in this portion of this chapter.

As the guidance movement in America has grown, so also have national, state, area, and local professional organizations grown with it. The American Personnel and Guidance Association resulted from the merging of several national organizations engaged in guidance activities. The following indicates the historical development and consequent formation of this association by following the expansion of the National Vocational Guidance Association.

In 1913, five years after the "so-called beginning of the vocational guidance movement by Frank Parsons, a national organization devoted to the interests of vocational guidance was
founded. Since that date, this organization, named the National Vocational Guidance Association, has been the only national group devoted primarily to the furtherance of vocational guidance.

From 1913 to 1919, the Association's main activities were its annual meetings and the publication of a periodical, *The Vocational Guidance Bulletin*. During this period the membership was around one hundred. In 1919, there was a break in the Association but it was later reorganized in 1920.

From 1920 until 1952, the membership grew from 100 to 6,460. During this period, yearly conventions, which showed growth content of program and attendance figures, were held; committees grew in number as well as scope of activities, and a publication program was expanded.

In the spring of 1951, by vote of the membership, the NVGA became a division of the newly created American Personnel and Guidance Association. There were no changes made in its organizational pattern or functions until July 1, 1952, the period which this study covers.

On July 1, 1952, the NVGA could look back on thirty-nine years of growth as a separate organization. In those thirty-nine years it could show that, as a national organization devoted to the interests of vocational guidance and occupational adjustment, it had placed emphasis on such areas as the development of branches, the publication of a professional journal, the development and maintenance of standards, cooperation with government agencies and with other national and international organizations, national and regional conventions, and committee activities.43

From 1952 to the present (1960), the American Personnel and Guidance Association, located in its new home at 1605 New Hampshire Avenue, Northwest, Washington 9, D.C.,

has grown to include six divisions. These divisions are: Division 1 - The American College Personnel Association; Division 2 - The National Association of Guidance Supervisors and Counselor-Trainers; Division 3 - The National Vocational Guidance Association; Division 4 - Student Personnel Association for Teacher Education; Division 5 - The American School Counselors Association; and Division 6 - Division of Rehabilitation Counseling. 44

Ohio has had many active officers in the National organization. Ohioans serving as Presidents have included Helen T. Woolley (1921), A. H. Edgerton (1927), Mary P. Corre (1940), 45 Mary P. Corre (1955), 46 and Frank M. Fletcher (1958). 47 Ohio persons serving as Treasurer included Mary Schauffler (1920-30), 48 William L. Moore

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44 The Personnel and Guidance Journal, XXXVIII, No. 8, April (1960).
48 Brewer, op. cit., p. 315.
Ohioans serving as Division Presidents within the American Personnel and Guidance Association have been: Harold B. Pepinsky, Division 1, A.C.P.A. (1955); Collins W. Burnett, Division 4, S.P.A.T.E. (1957); and Herman J. Peters, Division 3, N.A.G.S.C.T. (1959).

Convention of National Vocational Guidance Association and the American Personnel and Guidance Association have been held in the following cities; Cleveland (1929); Columbus (1947); Cleveland (1959).

49 Occupations The Vocational Guidance Journal, XXIV No. 2, November (1945).
50 The Personnel and Guidance Journal, XXXII, No. 9, May (1953).
52 The Personnel and Guidance Journal, XXXIV, No. 6, February (1956).
55 Brewer, op. cit., p. 315.
Membership in the American Personnel and Guidance Association held by Ohioans reached an all time high on March 31, 1960.58 The Ohio membership on that date numbered 694 and stood second in the nation, topped only by New York. Membership on the above date in the various divisions of American Personnel and Guidance Association were as follows: Division 1 - American College Personnel Association (138); Division 2 - National Association of Guidance Supervisors and Counselor Trainers (21); Division 3 - National Vocational Guidance Association (446); Division 4 - Student Personnel Association for Teacher Education (40); Division 5 - American School Counselors Association (253); Division 6 - Division of Rehabilitation Counseling (32).

Ohio Branches--American Personnel and Guidance Association

Early vocational guidance workers who were instrumental in organizing the National Vocational Guidance Association in 1920 recognized the importance of building a national organization from the grass roots, as the association was reorganized as a federation of branches.

A cross section of the membership of the branches showed guidance workers employed in elementary and secondary schools, colleges and universities, social agencies, government, business, and industry. The majority of the membership was employed, however, by educational institutions.59


Some of Ohio's branches have been exceedingly active in community work, regular professional program meetings and a variety of other projects while other branches have been less active. Ohio's branches and the years in which they were chartered in order are as follows: Cincinnati Guidance and Personnel Association (1920); Northeastern Ohio Personnel and Guidance Association (1924); Central Ohio Guidance Association (1938); Northwestern Vocational Guidance Association (1938); Miami Valley Vocational Guidance Association (1946); and Akron Area Vocational Guidance Association (1947).^60

One of the examples of accomplishments of the activities of the American Personnel and Guidance Association branches in Ohio is indicated by the following salute to the Akron Area Vocational Guidance Association prepared by John G. Odgers for the Summer, 1958, Vocational Guidance Quarterly,^61 as a result of the N.V.G.A. Achievement Award at the 1958 A.P.G.A. Convention.

The Akron Area Vocational Guidance Association, winner of the first NVGA Group Achievement Award is one of the "promotingest" and "producingest" branches in NVGA history, as the following highlights indicate:

-In the early 1950's, the first edition of People Who Know in the Akron Area, a directory

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of lay counselors, discussion leaders, and speakers on career fields was published. The fourth revision of this publication is now ready for printing and distribution to school and agency counselors in the area. This project was developed in cooperation with the Kiwanis Clubs of the area and the printing project of Hower Vocational High School.

-A major project was launched in 1957 with the publication of Akron Area Careers, a loose-leaf binder containing occupational data covering the major job fields of the area. New monographs are added to the binder as they were developed. This project was developed in cooperation with the Business-Community Relations Department of the Akron Chamber of Commerce, the Board of Education, and about twenty area industries.

-Most recent publication is the 1958 Directory of Scholarships and Financial Aids, a loose-leaf directory underwritten by the West Akron Kiwanis Club.

-During the last eight years the branch, either as an organization or through the initiative of individual members, has stimulated conferences, in-service training programs, and community programs related to vocational choice and training.

So well have the activities of AAVGA been accepted in the community that plans are currently under way to employ an Executive Secretary to coordinate continuing activities under the joint sponsorship of the United Community Fund, the PTA, local industries, and other interested groups.62

In addition to providing resources for guidance projects and activities, the six Ohio branches of APGA have contributed to wider acceptance of guidance services by their respective communities.

62Ibid., p. 190.
The Ohio Association of Counselor Educators

The Ohio Association of Counselor Educators purports to be the oldest organization of its type in the United States. The Association originated at a meeting in Columbus on December 20, 1952. A six man committee representing: Kent State University; The Ohio State University; Ohio University; The University of Cincinnati; and the Guidance Services Section of The State Department of Education met to discuss the possibility of an organization of counselor education institutions which had mutual concerns in the field of guidance training. It was agreed at this meeting that such an organization would be of benefit to counselor education and guidance programs in the State of Ohio. The original name of the Association was officially agreed to be "The Ohio Association of Counselor Trainers," with George E. Hill, Professor of Education, Ohio University, as its first chairman, and John G. Odgers, State Supervisor of Guidance Services as its secretary. The major concerns of this group were proposed to be (1) better counselor training programs, (2) better selective retention of counselors in training, and (3) long-range improvement of guidance services in Ohio schools. A review of the minutes from that first meeting to date, revealed that the Association has been active in and his maintained its interest in these three areas.

63Minutes of "Ohio Association of Counselor Trainers" (December 20, 1952).
Representatives of eight counselor-training institutions were invited to the first formal meeting of the Association on January 24, 1953, 64 at the Campus of The Ohio State University. The Ohio State University, Kent State University, Ohio University, Bowling Green University, University of Cincinnati, and The State Department of Education were represented at this meeting, while Miami University, Akron University and Western Reserve University, were not represented. During this first meeting, 65 questions concerning counselor competencies, courses to be included in counselor-training programs, counselor qualifications, Master's degree programs for counselor-education, and the objectives of the organization were discussed. It was decided at this meeting that a study be made of counselor-training programs, that certification requirements be reviewed, and that an analysis be made of persons presently in counselor-training courses.

A review of the minutes for the past eight years of the meetings of this organization (held annually in the spring and in the fall) revealed that the major topics for discussion in work group studies over the years were these:

1. Standards for counselor preparation
2. Philosophy for counselor-education

64 Minutes of "Ohio Association of Counselor Trainers" (January 24, 1953).
65 Ibid.
3. Aims and purposes of counselors
4. Counselor roles and functions
5. Certification
6. Physical facilities
7. Counselor-education staff
8. Selection
9. Status of Counselors

Highlighting the work of this organization was a study for proposed certification requirements for school counselors of 1955. With this study report the Association was able to assist in bringing about revisions of the State Standards for Certification of School Counselors in 1959. Also, in 1958, Arnold and Hummel reported a follow-up study of counselor training graduates which, among other things, drew the attention of the Association to the importance of improved practicum experiences in training programs. Since the report was made, the Ohio Association of Counselor Educators has encouraged the improvement of practicum in counseling and devoted attention to its importance as a training technique.

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66 Minutes: "Ohio Association of Counselor Trainers" (February, 1955).

By 1958, the Association included members representing twelve counselor training institutions and the State Department staff (Appendix F). "At the April 18, 1958, meeting of the Association, Dr. Herman J. Peters made a motion, seconded by Dr. George E. Hill, that the name of Ohio Association of Counselor Trainers be changed to Ohio Association of Counselor Educators." The motion was passed unanimously. The change of name was approved so that the implication would bring to mind the educating of a professionally qualified school counselor rather than the training of a practitioner of counseling techniques.

The officers of the Ohio Association of Counselor Educators and the years in which they served this Association are as follows: 1959-1960, President, Dr. Charles C. Raebeck, Wittenberg University, Secretary, Mr. Dean L. Hummel, Guidance Services Section, State Department of Education; 1958-1959, President, Dr. Gail F. Farwell, Ohio State University, Secretary, Mr. Dean L. Hummel, Guidance Services Section, State Department of Education; 1957-58, President, Dr. Walter Nosal, John Carroll University, Secretary, Dr. Wes Tennyson, Ohio State University; 1955-1956, President, Dr. Herman J. Peters, Ohio State University, Secretary, Mr. John G. Odgers, Guidance Services

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68 Minutes: "Ohio Association of Counselor Educators" (April 18, 1958).
Section, State Department of Education; 1954-1955, President, Dr. Dwight L. Arnold, Secretary, Mr. John G. Odgers, Guidance Services Section, State Department of Education; 1953-1954, President, Dr. George E. Hill, Ohio University, Secretary, Mr. John Odgers, Guidance Services Section, State Department of Education.

At the annual spring meeting on March 11, 1960, the University of Dayton representatives were welcomed into membership of the Ohio Association of Counselor Educators thus bringing the number of institutions to a total of thirteen.69

The history of the Ohio Association of Counselor Educators provides evidence that the Association and its members representing the institutions of counselor education in Ohio, have been instrumental in improving many phases of counselor education and guidance services at the local school level.

Area Guidance Councils in Ohio

Ohio has five area guidance councils. These area groups are composed of school counselors, school psychologists, visiting teachers, and other interested school staff members. These meetings are usually held at a university center with the host university providing a representative

69Minutes: Ohio Association of Counselor Educators (March 11, 1960).
to coordinate program activities. Since 1951, when the Kent Area Guidance Council was organized, these councils have engaged in many activities providing in-service education, and have drawn an increasing number of people to their meetings. The organizational procedures come about usually as a result of interest in an area group and through the cooperation and consultation of the Guidance Services Staff of the State Department of Education. An elected steering committee plans programs and activities for these groups and is composed of area representatives of the various Pupil Personnel Services and a member of the State Guidance Services Staff.

The various area guidance councils, the host institution and the years in which they were organized are listed as follows: Kent Area Guidance Council, Kent State University (1951)\textsuperscript{70} Ohio Valley Guidance Council, Ohio University (1955);\textsuperscript{71} Western Ohio Guidance Council, Wittenberg University (1957);\textsuperscript{72} Ohio-West Virginia Guidance Council, West Liberty College (1957);\textsuperscript{73} Ashland Area Guidance Council, Ashland College (1959).\textsuperscript{74}

\textsuperscript{70}"Recommended Twelve Year Testing Program," Kent Area Guidance Council, October (1952), p. 1.
\textsuperscript{72}Memorandum: Western Ohio Guidance Council (1957).
\textsuperscript{73}"Round and About," Ohio Guidance News and Views, VIII, No. 3 (1957).
Ohio School Counselors Association

An indication of the growth and interest in professional activities in guidance in Ohio has been shown through the organization of the school counselors of the state. Because of the promise of this organization to grow beyond its membership of approximately 200 and to take a leadership role in guidance activities in the state, a full account of its organizational meeting and constitution relating to membership is quoted below.

At the annual meeting of the All-Ohio Guidance Conference held in Columbus on October 16-17, 1959, the school counselors met for the second time. The Committee to investigate the need for and formation of a new School Counselor's Association reported the results of their investigation and activity for the past year and made the following recommendations: (1) that the school counselors officially organize and form the new association; (2) that the constitution prepared by the committee be discussed and voted for acceptance; and (3) that the recommended slate of officers and executive committee for the coming year be approved and elected.

The meeting was attended by approximately two hundred counselors who voted to accept the recommendations listed above. During the coming year, a concerted effort will be made to enroll the membership of all school counselors in the State of Ohio. You can be one of the charter members by sending your one ($1.00) dollar dues to Hariette McNemar, our treasurer, Mt. Gilead High School, Mt. Gilead, Ohio, or by paying your dues to any of the below listed officers and district representatives to the Executive Committee: President, Don Halter, Solon High School, Solon; President-Elect, Vic Carman, Schwab Jr. High School, Cincinnati; Virginia Fredrick, Howland High School, Warren.

The officers and committee met and set up subcommittees for the coming year. They will contact counselors throughout the state to serve on the
various committees. Below is listed a portion of the accepted constitution.

**Article II Purpose**

The purpose of this association shall be

a) to promote and extend improved standards in professional services in guidance.

b) to encourage certification of those engaged in guidance work.

c) to aid counselors to help solve common problems and to stimulate professional growth.

d) to cooperate with other groups in education to advance guidance as a whole.

e) to clarify the role of the counselor.

f) to cooperate with the counselor educator institutions and national organizations in working toward a common understanding of guidance terminology.

g) to make available representatives to reflect the feeling of counselors on matters of importance to guidance.

**Article III Membership**

There shall be two classifications of membership:

a) Professional - any certified personnel by the State Department of Education whose major responsibility is in the field of guidance.

b) Associate - Those persons having completed a minimum of training, as defined by the State Department of Education, in the guidance field and who are actively engaged in counseling.

Only professional members may hold office, be chairmen of committees, and vote.75

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The major significance of the organization of the Ohio School Counselor Association is that it represents a climax to a trend toward professional recognition for counselors in the State of Ohio. While Ohioans were found in the records to have served in leadership capacities in national professional guidance organizations and other professional activities have been reported in this study, it was not until the organization of school counselors into an association that it could be claimed that counselors had achieved professional status in Ohio's educational family.

A profession is generally recognized as such when certain criteria can be applied to a field of endeavor. These criteria include definition of roles, exacting training requirements, licensing or certification standards, recognition by related groups, and uniting into a professional organization.\(^\text{76}\) In addition, Johnson has cited\(^\text{77}\) the "technical criteria" demanded in the making of a profession. In this respect, Ohio counselors are required to reach an educational level of at least a Master's degree, develop special skills through specific training experiences, and prove fitness to become certificated. The joining together


for improvement of counselors is the mark of professionalization.\textsuperscript{78} Thus, with standards for certification of counselors having been established, with the recognition of guidance services as an important phase of the total education program in the secondary schools, and with the organization of counselors into a professional association, the guidance movement in Ohio has had another important chapter written into its history.

\textit{Summary of the Chapter}

In summary of the developments in counselor certification and professional guidance activities in Ohio, the following important findings were reported:

1. Standards for school counselors were found to be a concern in the field of education since the recognized beginning of the guidance movement in 1908. However, it was not until 1935 that a state system of counselor certification was established in Ohio. Recognition of counselor certification in Ohio was brought about by the recommendations of the 1930 Ohio Guidance Conference and the general concern on the part of educators in Ohio for the need for qualified personnel in the field of guidance work. This concern reflects the importance with which school guidance work was viewed and further reflects the concurrent concern for well trained, qualified personnel for this work. Since the establishment of standards for the School Counselor in Ohio, the standards have undergone three major revisions, and the present certification requirements include a Master's degree, with a minimum of 20 semester graduate hours in the field of guidance, three years of experience in teaching and other occupations, and the possession of an Ohio teaching certificate.

\textsuperscript{78}\textit{Ibid.}
2. Enforcement of school counselor certification requirements came about as a result of the 1957 Ohio High School Standards and the Procedures and Criteria for participating in the Ohio Plan of the National Defense Education Act of 1958, Title V-A. Thus, any Ohio high school employing a counselor more than one-half time for guidance work, and making application for reimbursement through the Ohio Guidance, Counseling, and Testing Program under Title Va-A, National Defense Education Act of 1958, was required to present evidence that such counselors possessed a School Counselor's Certificate. The 1957 Ohio High School Standards for Guidance, plus the availability of funds for the support of counselors' salaries provided a great impetus for meeting school counselor certification requirements during the years of 1957 through 1960. This would indicate that with the enforcement of standards, and with financial assistance available, the schools would move toward the direction of establishing guidance programs with qualified personnel.

3. Evidence of the increasing demand for school counselor certification was found in the records of the Division of Teacher Education and Certification which revealed that, from 1940 through March 1960, 994 school counselor certificates were granted. During that time there appeared to be a somewhat gradual increase in school counselor certification, the exception of the three years from 1957 to 1960 when over 700 persons qualified for certification. The rapid increase of certificated school counselors appearing in the records during the past three years indicates that the effect of the 1957 Ohio High School Standards and the National Defense Education Act of 1958 were bringing into counselor training an increasing number of persons.

4. Opportunities for education leading to school counselor certification in 1960 in Ohio are provided by thirteen counselor training institutions in regular counselor education courses, and by National Defense Education Act counselor training institutions contracted by the U. S. Office of Education with various counselor education institutions in Ohio. As late as 1930, few institutions, if any, in Ohio had established definite course sequences for counselor education. However, with the increased demand and the general recognition
of the need for trained and qualified personnel, more and more opportunities for counselor education were provided in the State of Ohio.

5. Concurrent with the growth of the social movement frequently is the growth of professional activity along with this movement. In this respect, Ohioans have been professionally active in their affiliations with national professional organizations in guidance. No less than eight Ohio persons have served as president of the major national professional organizations in guidance, beginning with 1921 to the present (1960). In addition, Ohio has been the location of three national guidance conferences since 1921. Membership in the national professional guidance organization (American Personnel and Guidance Association) had reached 694, standing second only to New York among the states of the nation. The professional affiliations of Ohioans in the area of guidance at the national level is an indication that the field of guidance has had its professional growth with major contributions of persons from the State of Ohio. In addition to professional affiliations with national associations of the American Personnel and Guidance Association which have been exceedingly active in the professional activities of guidance work.

6. Evidence of other professional guidance activities in Ohio include the 1959 creation of the Ohio School Counselor Association and the establishment of Area Guidance Councils in Ohio covering the state geographically with meetings held in five locations. These professional activities and the increasing number of school counselors and counselors educators participating in these activities indicate that professional growth is developing along with the guidance movement in the State of Ohio.

In addition, the data presented in this chapter give evidence that counselor education and professional activities in guidance in Ohio have supported the change in concept from "guidance" to a concept of "guidance services" as outlined in Chapter IV. The concern for qualified personnel and professionalization in the area of school guidance work
provides evidence that school counseling, as a profession, is gaining recognition in the State of Ohio. In the opinion of the writer, the continued professional recognition for school guidance work will inevitably determine the extent to which organized guidance programs are accepted in Ohio schools, as well as the quality of contributions this area of work will make to the total educational program in the schools.

In Chapter VIII the development of guidance programs at local levels in Ohio will be discussed. Chapter VIII will be introduced by a general over-view of the guidance program development in Ohio as it relates to the development in the nation as whole. The remainder of the chapter will be devoted to a study of selected school guidance program development at local levels, following the procedures outlined in the chapter on Procedures of This Study.
CHAPTER VIII

THE DEVELOPMENT OF GUIDANCE PROGRAMS
AT LOCAL LEVELS IN OHIO

Introduction

In this chapter the development of guidance programs at local (school) levels and evidences of various influences bringing about the initiation and expansion of guidance services are discussed under the topics of:

1. An Overview of the Development of Guidance Services at Local Levels in Ohio
2. Development of Guidance Programs in Selected Urban School Systems
   a. Cincinnati, Described in Detail
   b. Akron, Briefly Described
   c. Canton, Briefly Described
   d. Cleveland, Briefly Described
   e. Martins Ferry, Briefly Described
3. The Development of Guidance Programs in Selected Suburban School Systems
   a. Mayfield, Described in Detail
   b. Kettering, Briefly Described
4. The Development of Guidance Programs in Selected Rural School Systems
   a. Loudonville, Described in Detail
   b. Franklin County, Briefly Described
   c. Montgomery County, Briefly Described

5. Summary of the Chapter
As indicated in Chapter III, after the selection and delimitation of the problem were made, source materials were accumulated through a review of the literature, State Department of Education records and publications, records of the Ohio Association of Counselor Educators, and selected interviews with veterans in the field of guidance in Ohio.

On the basis of the data which were collected and analyzed, ten Ohio schools (selected from the Ohio Annual Principal's Reports\(^1\) of 1946 through 1959, which identified all schools having guidance programs) were selected for more thorough study at the local level. These schools included the first found to have guidance programs, the three types of school systems in Ohio (city, county, and exempted village), and represented urban, suburban, and rural areas. The study of state school records covered the years from 1900 to 1960, the period during which the guidance movement in Ohio had its origin and developed to its present level of activity.

In studying the development of each of the selected school systems at the local level, special attention was given to following check points (1) Objectives and guidance practices; (2) Contributing influences; (3) Persons identified making major contributions to the development of the

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\(^1\)Annual Principal's Report, Form 23, State Department of Education.
guidance programs; and (4) Time sequence of program
development.

In order to identify general trends in the growth in
quantity of guidance programs in Ohio, an overview of ser­
vices reported at the local level is presented in the
following section.

An Overview of the Development of Guidance
Services at Local Levels in Ohio

It was already indicated in Chapter IV that the Cin­
cinnati program began toward the end of the first decade of
this century. While no evidence was found of the extent
of the total growth of programs at the local level in Ohio
before 1930, other schools by then had initiated programs
of guidance services. For example, Cleveland Collinwood
High School developed a program of guidance services before
1930. Other schools too, had initiated a plan for guidance
organization before 1929. In May, 1930, Dr. D. H. Eiken­
berry reported the following:

For a number of years several Ohio cities have
been devoting much time and effort to the guid­
ance of pupils in the public schools. The great
majority of our schools, however, have not
attempted programs of guidance beyond that

2Edith Campbell, Vocation Bureau, Cincinnati Public
Schools (1922).

3"A Survey of the Guidance Program at Collinwood
High School," Cleveland Public Schools (Cleveland, Ohio,
1926).
represented by courses in occupations, exploratory courses in the junior high school, and personal counseling on the part of the superintendent, principal, and interested teachers. A recent study of the guidance activities in the medium size high schools of Ohio shows that only two out of 134 schools report a four-year program.  

In 1936, the Ohio High School Principals' Association conducted a study of guidance programs in centralized, county, exempted village, and city schools. The extent to which guidance was catching on in the schools was indicated by the report of this study. Its significance is portrayed by the trend revealing a concern for guidance at the time. Priority of guidance was indicated by the fact that the report made up one-half of the first volume published by the Ohio High School Principals' Association. The study procedure was described as follows:

Letters were sent to fifty centralized schools in the state, picked in a general way from fifty counties. Of this number, nine responded, or about an 18 per cent return. Contact was made with practically all schools in exempted villages, about sixty in number. Of these, fifteen replied, or a 25 per cent return. The invitation to cooperate in this matter was extended to one hundred high schools in cities. The return on this group was 38 per cent.  

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In the replies made by the cooperating schools it was observed that the areas of curricular, vocational, recreational, and social guidance were stressed.

In 1936, the Ohio High School Principal's Study further reported that:

In city high schools with an enrollment above 1,000, guidance appears to be more formal and less personal; more formal because administrators do not come in close contact with the pupils; less personal because the guidance chain is longer—principal, director of guidance, homeroom teachers, etc. In the smaller schools, such as the centralized and small exempted village, the administrator has close contact; in the larger schools, the administrator functions less personally through a director of guidance, deans, homeroom teachers, etc.6

Of the program descriptions of the sixty-four schools,7 only seven reported having counselors. Guidance was generally organized through the homeroom or attention to occupations courses, and handled in most cases by the homeroom teacher or principal. The implication of this study is that in larger schools there appeared to be less personal relationships in view of the complexity of the greater school size. Therefore, certain organized programs, through homeroom or occupations courses, were provided for guidance. However, since the study also reported the presence of a few counselors, it is implied that in addition to organized

6 Ibid., p. 65.
7 Ibid., pp. 69-96.
activities for guidance, there also appeared a recognition for the counselor to provide a closer personal relationship for the pupil.

In a nation-wide study of guidance in 1938, it was reported that fifty-nine of Ohio's 1252 high schools reported employing 109 guidance workers. The 109 guidance workers served 93,073 pupils giving these schools an average counselor-pupil ratio of 1-853, as compared to 1-900 ratio in schools of the nation.

Ohio was reported by a study of guidance in 1948 as having 1,244 high schools, of which 225 of them employed 416 workers in guidance. Thus, 18.1 per cent of Ohio schools had counselors. The nation's schools, as a whole, had counselors in 16.4 per cent of their systems according to this study. The study showed that Ohio had made a greater increase in the expansion of guidance programs than did the nation's schools as a whole. It is noted that in this study, as in the 1936 "Studies of Secondary Education," concern for the counselor in the guidance program was stressed. This concern has tended to indicate a trend that the counselor was beginning to be identified with a program of organized guidance services.

8Ibid.

A somewhat less complete study was made in 1948 in an attempt to evaluate guidance programs in sixty schools in Ohio. This study was conducted by the Educational Council of the Ohio Education Association using a representative sample procedure of including large, middle, and small size schools in Ohio. The study revealed that only a small number of the schools studied provided adequate services for guidance.

Early in 1954, Wendorf with the assistance of the State Department of Education, conducted a survey of guidance programs and guidance personnel in Ohio. A summary of Wendorf's study reveals that guidance was moving forward in the state. Five hundred thirty-three schools representing 46.8 per cent of the secondary schools in Ohio, responded to the program questionnaire. Percentages responding by type of school were: county--40 per cent (306); exempted village--60 per cent (44); small city (under 600 enrollment)--58 per cent (57); and large city (over 600 enrollment)--60 per cent (126). Of the schools responding to the questionnaire 49 per cent (262) reported having organized guidance.

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11 Ibid., p. 25.

programs. A wide discrepancy existed in the various types of schools reporting organized guidance programs. These discrepancies are revealed as follows: county—28 per cent (85); village—61 per cent (27); city (small)—68 per cent (39); and city (large)—88 per cent (111).

Approximately two-thirds (175) of the organized guidance programs reported in the Wendorf Study had been initiated since World War II and over one-third (102) were initiated during the three years immediately preceding the study. One hundred and ten schools without organized programs were planning to initiate them. Eighty-nine of these were county schools.

According to Wendorf, more schools offered some guidance than reported having organized guidance programs. For instance: 60 per cent (317) of the schools had one person responsible for directing or co-ordinating the guidance program; 56 per cent (297) of the schools offered career days or similar informational programs; and, 61 per cent (326) of the schools always provided individual counseling when pupils made a curriculum choice.

City schools participating in the Wendorf study were found to employ almost all the full-time guidance workers and had a lower proportion of counselors on less than one-half time assignment than did county and exempted village schools. Of the city school counselors, however, 40 per cent were less than one-half time in assigned duties for
individual counseling. Time for individual counseling was provided on an average of about one period per day for 166 students. In the 1953 Recommended Standards,\(^ {13} \) it was stated that one hour per day for every seventy-five pupils should be assigned for counseling. Only 10 per cent of the schools in Wendorf's study met this standard.

Of the 727 guidance workers reported in Wendorf's study, 104 held the guidance counselor's certificate. Ninety-six cases of the guidance workers without certification were reported actively working toward certification. Thus, 200 assigned counselors with certification or working toward it, totaled about the same as the number of counselors assigned one-half time or more for guidance duties other than group guidance. Guidance in groups was conducted in 198 of the schools. Common problems for which special group guidance programs were offered included course selection, orientation, and student progress studies. The extent of the services offered in schools responding to Wendorf's questionnaire was further elaborated by indicating the time assigned for testing, for interpretation of test scores, and for providing occupational information. Development and growth in the use of school and community resources were also indicated in this study.

\(^ {13} \)Ohio High School Standards 1953, State of Ohio, Department of Education.
Five years following the Wendorf study, significant growth in the extent of guidance services in Ohio's public schools was summarized as follows:

During the fiscal year 1958-59, one hundred and twenty-six (126) of the three hundred and four (304) school systems in the State of Ohio participated in the NDEA, Title V-A program. Additional data collected indicated that two hundred and twenty-four (224) of the three hundred and four (304) school systems in the state employ seven hundred and forty-six (746) counselor equivalents meeting the minimum state high school standards for guidance. The counselor/pupil ratio reported were as follows:

City School Districts.................1-548
County School Districts................1-506
Exempted Village School Districts....1-638

The two hundred and twenty-four (224) school systems reporting serve approximately 70 per cent of the total secondary school enrollment. Reports indicate that one hundred and fifteen (115) or 83 per cent of the one hundred and thirty-nine (139) city schools systems have organized guidance programs meeting minimum state high school standards; fifty-nine (59) or 67 per cent of the 88 counties reported having counselors and organized guidance programs in one or more of their local school districts; and fifty-two (52) or 66 per cent of the 77 exempted village school districts reported having organized guidance programs. Although fifty-two (52) counties reported, only two hundred and seventy (270) of six hundred and ninety-eight (698) local county secondary schools have qualified personnel assigned guidance responsibilities.

At the county level the 1958 study indicated that two hundred and sixty (260) local county secondary schools had staff time assigned for guidance. Although only 67 per cent of the counties reported in 1959, two hundred and seventy-seven (277) schools or an increase of 17 schools were reported having qualified personnel meeting Ohio minimum standards assigned guidance time. The same 1958 study revealed that 31 of 88 counties had personnel
assigned responsibilities for supervision and co-
ordination of pupil personnel and guidance pro-
grams at the county level, whereas the present
report indicates that at least 50 counties or an
increase of 62 per cent employ qualified person-
nel for county guidance program coordination.

Total estimated budget for guidance, counseling,
and testing from the two hundred and twenty-four
(224) school systems was reported as $3,327,950.75.
Of this amount, $2,738,022.27 was budgeted by
approximately 80 per cent of the one hundred and
thirty-nine (139) city school districts in the
State of Ohio. The cost per pupil for guidance,
counseling and testing in the city school districts
reporting was approximately $9.13. The cost per
pupil in county and exempted village school dis-
tricts was less than half this amount.14

The information in the Narrative Report above was
taken from data collected from 1958-1959 applications for
participation in Guidance and Counseling under NDEA, V-A;15
from a September 1959 Report of Public School Guidance and
Counseling Personnel;16 and from a 1958 study of Guidance
and Pupil Personnel Services at the County Level in Ohio.17

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14"Programs of Guidance, Counseling, and Testing,"
Ohio Annual Narrative Report, Title V-A of the National
Defense Education Act of 1958. Division of Guidance and
Testing, State Department of Education (Columbus, Ohio, 1959).

15Computed from NDEA files of the Guidance Services
Section, State Department of Education (Columbus, Ohio).

16"1959 Report of Public School Guidance and Counsel-
ing Personnel," (unpublished report, Guidance Services
Section, State Department of Education, September, 1959).

17"Guidance and Pupil Personnel Service at the
County Level in Ohio," Guidance Services Section, Department
It is noted that the five-year period from 1954 to 1959 saw a great growth in organized programs for guidance. Important factors in this growth are represented by the increase in the number of counselors employed, by the number of schools meeting high school standards for guidance, by the number of supervisors of guidance at the county level, and by the reported budgets for guidance. Growth of guidance programs at the local levels were moving at a fast pace and the positive effects of standards, funds available, and the greater availability of trained personnel were factors bringing this about.

The two year increase of guidance services at the county level indicated by the Educational Directory of 1959-60 school year,\textsuperscript{18} along with the mailing list of the Guidance Services Section,\textsuperscript{19} shows fifty-three persons were employed by forty-four counties assigned pupil personnel responsibilities, and forty-seven persons in thirty-eight counties have guidance or other pupil personnel supervision as a major responsibility (one-half time or more). Increase of guidance services at the county level undoubtedly was due in part to the provisions of Ohio school foundation

\textsuperscript{18}\textit{Educational Directory 1959-60}, State Board of Education, State of Ohio, Department of Education (Columbus, Ohio), pp. 30-103.

\textsuperscript{19}Data collected from Mailing List, Guidance Services Section, State Department of Education (April, 1959).
program which allotted funds to counties for supervision based on enrollment. Availability of funds along with recognized need for coordination of guidance services for the small county schools, gave impetus to employment of supervisors of guidance at the county level.

The Ohio Annual Narrative Report of 1958 provides a statement indicating growth trends in guidance services in Ohio's schools. The trends are indicated as: there is definitely more provision for guidance services in the public secondary schools than prior to the dates of the reports in the Annual Narrative; a major emphasis has been directed toward providing guidance, counseling, and testing services at the junior high level for the purposes of realistic, educational, and career planning and course selection; and schools are employing more trained and qualified personnel.

Further indication of growth during the 1959-60 school year over 1958-59 is indicated by Table III following the Narrative Report introducing the data.

A voluntary report completed by 247 of Ohio's 305 school systems in September, 1959, together with the record of approved applications under Title V-A shows that these school systems currently

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20Amended Substitute Senate Bill 321, filed in the Office of the Secretary of State, Columbus, Ohio, July, 1955.

employ the equivalent of 1100 full-time counselors. Of this number, 188 represent growth made possible this year by NDEA assistance.

In addition to this direct help for new or expanded counseling services, NDEA has helped to underwrite the administration of 163,894 intelligence, achievement, and multifactor tests to 134,437 secondary students in 195 of the state's 305 school systems. With the help of this program, participating schools are assured that all students will have the benefit of testing and the use of test information at least once during their secondary school careers.22

In actuality, this NDEA sponsored testing served an important further purpose in encouraging schools to examine their testing programs and many made significant changes and improvements beyond those financed by NDEA.

Analysis of application forms for those schools approved for assistance during the first two years of the program is presented in the table below.

TABLE III

<table>
<thead>
<tr>
<th></th>
<th>58-59</th>
<th>59-60</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. School Systems (City, County, Exempted Village)</td>
<td>304</td>
<td>305</td>
</tr>
<tr>
<td>No. School Systems Testing Under NDEA</td>
<td>98</td>
<td>195</td>
</tr>
<tr>
<td>% School Population Enrolled in these Schools</td>
<td>41.4%</td>
<td>54.5%</td>
</tr>
<tr>
<td>No. School Systems Counseling under NDEA</td>
<td>94</td>
<td>127</td>
</tr>
<tr>
<td>% School Population Enrolled in these Schools</td>
<td>26.6%</td>
<td>29.1%</td>
</tr>
<tr>
<td>No. Counselors/Equivalents Employed</td>
<td>323</td>
<td>511.2</td>
</tr>
<tr>
<td>Counselor/Pupil Ratio</td>
<td>1.553</td>
<td>1.426</td>
</tr>
</tbody>
</table>

The 511.2 counselor/equivalents employed in 1959-60 in participating schools included 678 full-time and part-time counselors. Of these, 319 held the School Counselor's Certificate and the remaining 359 met minimum specialized graduate training standards while devoting less than half-time to guidance duties. The great effect of funds made available through the NDEA (National Defense Education Act of 1958) program is endorsed in this report. Furthermore, it is noted that an organized guidance program (including testing), and an established counselor-pupil ratio with trained counselors were stimulated in many schools due to the assistance made available in this Act. Growth in guidance programs at these local levels was rapidly taking place and the influence of available money for this program appeared to be a significant factor.

The Development of Guidance Programs in Selected Urban School Systems

As indicated in the introduction of this chapter, four check points of guidance development concerned with: (1) objectives and guidance practices; (2) contributing influences; (3) personnel; and (4) time sequence of program development will be described for the schools selected for

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Data compiled from records of the Division of Guidance and Testing, Approved Applications under Title V-A, of the National Defense Education Act of 1958, State Department of Education (Columbus, Ohio, March, 1960).
this portion of the study. Within each of the school system categories including the urban school systems in this section and the suburban and rural systems discussed in sections to follow, one of the systems will be discussed in more detail. The school system selected for more detailed discussion in each of the categories tends to typify the school and community of the category in terms of growth in population, general work force pattern, socio-economic factors and general character of the schools.

Under urban school systems to be discussed are Akron, Canton, Cincinnati, Cleveland, and Martins Ferry. The extent of the data reported for each school system was dependent upon the availability of local records and the length of time the guidance programs had been in existence. Development of the selected guidance programs in urban schools studied will be described beginning with the city of Cincinnati. Due to the similarity of the general characteristics of an urban community, the description of the development of the Cincinnati program will include characteristics of the community and the development of the guidance program with the other four reports dealing only with the guidance program development.

**Cincinnati**

Cincinnati, sometimes called "Queen City" is located in Southwestern Ohio and stands on the north bank of the Ohio River. Since the turn of the century it has been
considered one of the great industrial and commercial centers of the mid-west. Early in its settlement, it acquired a reputation as the "German City" when large numbers of Germans made their homes there. Descendants of these early Germans along with the good number of Irish immigrants, in addition to 80 per cent native born Americans make up the present population. As an educational and cultural center, Cincinnati boasts of good schools, The University of Cincinnati (municipally operated and owned), and other institutions of higher learning including Xavier University, Ohio Mechanics Institute and Hebrew Union College. Today (1960) it is a metropolis in the true sense of the word experiencing industrial and population growth similar to other great cities of America.\textsuperscript{24} Cincinnati's population has grown from 325,902 in 1900 to 503,998 in 1950,\textsuperscript{25} and is still experiencing rapid growth.

School enrollment figures for Cincinnati show an increase from 1,959 in secondary schools in 1900 to 25,450 secondary school enrollment in the school year 1959-60.\textsuperscript{26}

Through programs provided by the five comprehensive and college preparatory high schools and the vocational


\textsuperscript{25}"Ohio, Number of Inhabitants," United States Census of Population; 1950 (1951), p. 6.

\textsuperscript{26}"Average Daily Membership of Cincinnati Public Schools, 1899-1900 through 1959-60," Bureau of Research (April 12, 1960).
technical school, Cincinnati has endeavored to provide curricula to meet the needs of all children in an expanding and increasingly complex industrial city. Dedicated to this purpose, evidence will be provided in the following paragraphs to show that guidance services were developed to facilitate the educational and vocational planning of youth in the schools.

Guidance services in Cincinnati schools began with the organization of the Vocation Bureau in 1910,27 and today is under the supervision of the Division of Counseling Services.28 The story of the development of Cincinnati guidance services could be told by the plight of youngsters leaving school at an early age, by the outstanding lives of three women who have directed the program, and by the joint enterprises of the public schools and civic organizations which have established programs of assistance for youth.

The Vocation Bureau of Cincinnati began when first steps toward organization were taken in 1910, by the cooperation of the Council of Social Agencies and the public schools.29 Miss M. Edith Campbell conceived and planned

27 Edith Campbell, Vocation Bureau, Cincinnati Public Schools (Cincinnati, Ohio, 1922), p. 7.


29 Campbell, op. cit., p. 5.
the project of the Schmidlapp Bureau (established in 1908). Funds for the Bureau were provided through the generosity of J. G. Schmidlapp as a memorial to his daughter, Charlotte, "to assist with the education and placement of early school leavers." Miss Campbell and Mr. E. N. Clopper of the National Child Labor Committee, collected money and with the cooperation of Mr. Frank B. Dyer, Superintendent of Schools, the work of the Bureau was initiated.

The original plan of the Bureau was to make a thorough study of child labor in Cincinnati. It was influenced by the progressive child labor laws of 1910, which had just been put into effect. By this law, the schools, for the first time were delegated legal supervision for children leaving school at the age of fourteen years to enter industry. The stress of the Vocation Bureau program was placed on the encouragement of young people to remain in school for a longer period of preparation and to see that those who must leave for employment were assisted by a careful program of issuing work certificates and placement services.

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30 Personal Interview with M. Edith Campbell (March, 1960).

In 1911, Dr. Helen T. Woolley was appointed Director of the Vocation Bureau. Immediately she began to provide psychological services to the schools emphasizing the implications of individual differences. However, the early emphasis of the Bureau continued to stress vocational and educational guidance as they were related to vocational planning.

From 1911 to 1915, efforts of the Vocation Bureau were concentrated entirely on two projects. (1) The administration of the employment certificate office, and (2) the investigation of a group of working children through mental and physical tests, home visits, and industrial visitations. An Experimental Study of Children describes the investigation of the use of psychological measurements with children in this project.

In 1918, with the cooperation of the Women's Committee of the Council of National Defense, the Bureau undertook the administration of a scholarship fund of the Council of Defense. The purpose of the fund was to keep in school

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32Records: Board of Education Minutes, Cincinnati Public Schools (July, 1911).
33Campbell, op. cit., p. 7.
34Woolley, op. cit.
35Campbell, op. cit., p. 8.
bright and promising children who would otherwise be forced into industry too early. (This scholarship fund has grown in great proportion and today is still functioning a valuable service to needy, talented youth in the Cincinnati School District.)

During the year 1920, a Department of Educational Tests and Measurements was created as a Division of the Bureau. It was believed by the Bureau staff that only by using educational tests and group and mental tests could a reasonable measure of educational achievements be made.

In 1921, work was begun in preparing pamphlets for school use on occupations in Cincinnati. These pamphlets were to be used in occupations classes at the junior high school level. In addition to giving general descriptions of guidance services provided in the schools, these pamphlets were concerned specifically with general occupations, the study of occupations, the shoe, garment, 

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36 Annual Report, Vocation Bureau, Cincinnati Public Schools (1920).

37 Jessie B. Adams, An Introduction to the Study of Occupations, (1921), The Vocation Bureau, Cincinnati Public Schools.


39 Jessie B. Adams, The Shoe Industry in Cincinnati, (1921), The Vocation Bureau, Cincinnati Public Schools.

40 Jessie B. Adams, The Garment Industries in Cincinnati (1924), The Vocation Bureau, Cincinnati Public Schools.
In 1922 Mary P. Corre was appointed to conduct occupational research for the Vocation Bureau. By 1926 Miss Corre was made Supervisor of Counseling, and assigned three full-time assistants and one part-time assistant for this program. With the addition of two others, the staff was able to send five full-time and one half-time counselors into two junior high schools. Their duties, however, still included occupational research to which one day a week was devoted. In later years, counselors were required to give a total of one month to occupational research during the year. By 1940, this program had been discontinued as the counseling staff was overwhelmed by the counseling duties.

41Mary Price Corre, The Metal Industries in Cincinnati (1924), The Vocation Bureau, Cincinnati Public Schools.

42Louise Durst, The Baking Industry in Cincinnati (1925), The Vocation Bureau, Cincinnati Public Schools.

43Rebecca Van Hamm, Street-Railway Transportation in Cincinnati (1926), The Vocation Bureau, Cincinnati Public Schools.

44Mary J. Drucker, The Post Office in Cincinnati (1927), The Vocation Bureau, Cincinnati Public Schools.

45Records: Board of Education, Cincinnati Public Schools (1922).

46Records: Board of Education, Cincinnati Public Schools (1926).
in the schools which they served and also because occupational information was available from other sources. 47

The counseling program which began in two downtown junior high schools was extended to include the senior high school to which these pupils moved. At the same time the program extended into the elementary schools having eight grades which also were feeder schools for the senior high school. In the early 30's a second senior high school and its contributing schools were included in the guidance program. From this time on the program expanded until all secondary schools in the city were served by at least one full-time counselor while in the largest schools, four counselors were employed. The staff at present (1960) numbers thirty-five (35) full-time counselors.48

In summary, the Cincinnati guidance program has been in operation for fifty years, having been initiated in 1910. Through philanthropic assistance two years earlier (1908), the program was originally established to aid early school leavers in preparing for job placement and to prevent others from leaving school early. Thirty-five full-time counselors are employed at present (1960). A philanthropist, a service agency leader, a school administrator and three women directors of guidance services were identified as important

47 Annual Report, Division of Counseling Services, Cincinnati Public Schools (1940).
persons in the growth of the Cincinnati program. Beginning with a vocational guidance approach the program has developed into a program of organized services, including individual counseling, testing, educational-occupational information, placement and research services.

Akron

Akron's program of guidance was initiated in 1930 when the principal of East High School, because of his convictions, organized the school on the Detroit "house plan." Each house was assigned a counselor to assist pupils with problems of various types arising out of the serious economic conditions of the early 1930 depression days. Emphasis was placed on educational and vocational planning, and on placement for high school graduates. Assignment of counselors spread to three other high schools and in 1941, a supervisor was employed at the Board of Education level to coordinate efforts in guidance.

In 1945, Robert N. Walker was employed as Director of Child Study and Guidance. Under his direction, Akron has

48Personnel Records of School Counselors, Division of Counseling Services, Cincinnati Public Schools (January, 1960).

49Proceedings of the Akron Board of Education, Akron City Schools (September, 1930).


developed a comprehensive program of guidance services as defined by the Ohio High School Standards. Employed in junior and senior high schools in 1960 were forty-two school counselors giving Akron a counselor/pupil ratio of under one to four hundred fifty.

A major supporter of the Akron City guidance program has been Dr. Mable Riedinger, Counselor-Educator at the University of Akron and a member of the City Board of Education since 1950. In addition, local industries, service agencies, and professional organizations have given continuing support and encouragement to the development and maintenance of the school's guidance program. Since 1955, the State Standards for Guidance have served as a guide for program development and in 1959, financial aid through the National Defense Education Act of 1958 has been a significant influence in program expansion and improvement.

Canton

In the Canton School System, the principal of McKinley High School in 1932, appointed three men and three women as advisors.52 These advisors were given the title of counselors and were assigned approximately one-third of their time to work on attendance and course schedules in addition to having at least one conference with each pupil a year for

52 Personal interview with Mr. Lloyd Swan, Canton City School System.
the purposes of discussing educational and vocational plans. In addition, they functioned as social workers, since the problems of the depression years required improved liaison between home and school.

Superintendent Harold Vincent, in 1948, created a Department of Pupil Personnel and appointed Mr. Lloyd Swan as Director of the Department, which had as one of its responsibilities the administration of the school's guidance program. Immediately after being appointed, Mr. Swan organized a committee of teachers and principals who were primarily responsible for working out a school testing program, a system of cumulative records, and a program of activities for the utilization of both school and community resources in the school guidance program. This committee approach was used throughout the next six years during which manuals of procedures and program activities were developed to coordinate the school guidance services. The success of the school counselor's relationships with pupils and parents brought about the assignment of an elementary counselor in 1956 and another in 1957.

Canton's guidance program is described as the organization of activities focused on personal development—to provide for the process of helping every child discover his

\[53\text{Ibid.}\]
\[54\text{Ibid.}\]
potentialities—and to assist students and parents with information and counseling in an effort to bring about the development of suitable plans for each individual child. Canton's guidance staff, in 1960, consisted of twelve certificated school counselors and several part-time counselors, and three elementary counselors. Through the leadership of Mr. Lloyd Swan and through the assistance of the teacher committees, community resource agencies, the guidance program was developed so that each pupil is given the opportunity for individual counseling.

Cleveland

Guidance services in Cleveland were established in 1926 as a specific phase of the secondary school program to be administered under the Bureau of Attendance. Some of the social factors contributing to the development of Cleveland's guidance program were the establishment of compulsory attendance laws coupled with the state, local, and federal laws regarding work certificates. Added to this, Cleveland, which is a highly industrialized metropolitan area, found in its schools a growing need to assist youth in the problems that grew out of concerns for attendance and placement both in and out of school. It was also indicated that more parents were wishing at this time that their children could

55Ibid.
remain in school through high school graduation. Counseling in the guidance program became more apparent during the early depression days when placement became a vital factor to youth who were terminating their educational program.

Although guidance was initiated as an organized program in 1926 in the Cleveland City Schools, interest in guidance was first recorded when Superintendent of Schools, W. H. Elson, attended a vocational guidance conference in Boston in 1910—the first of its kind in the country. Some ten years later (1920) the rules of the Board of Education were amended to provide for a Director of Attendance, Census, and Vocational Guidance, but it was not until 1926 that a placement bureau was given responsibilities for guidance and the department of attendance and placement.

Acceptance of this program by commerce and industry was recorded as very favorable, for it had been apparent for some years that the child leaving school was without a reasonable means of making contact with industry for entry employment. Both parents and pupils by their demands stimulated school officials to provide for vocational guidance services.

56Official Proceedings of the Cleveland Board of Education, Cleveland City Schools (1910).

57Official Proceedings of the Cleveland Board of Education, Cleveland City Schools (June, 1920).
In 1932 Miss Mildred Hickman was employed in the Department of Attendance and Placement,\textsuperscript{58} and in 1935 a separate Department of Guidance and Placement was created.\textsuperscript{59} In-service education in 1935 was provided to teach guidance techniques to persons who had been assigned guidance responsibilities. In 1955, Maurine E. Rosch was appointed Director of Guidance and Placement.\textsuperscript{60} Through her efforts a system-wide guidance committee was appointed to study such concerns of the guidance program as a testing program, pupil record services, facilities for individual counseling, and salaries of counselors. The importance with which the Board of Education viewed the counselor's role in 1959 is indicated by the approval of a $500.00 salary differential for counselors.\textsuperscript{61} In 1960, Cleveland's guidance program offers an organized approach to providing a system of comprehensive guidance services for all youth in the junior and senior high schools. The importance of this phase of the secondary high school program is indicated by the emphasis

\textsuperscript{58}Annual Report of The Bureau of Attendance, Cleveland city Schools (1932).

\textsuperscript{59}Annual Report of The Bureau of Attendance, Cleveland City Schools (1935).

\textsuperscript{60}Records: Board of Education, Cleveland City Schools (July, 1955).

\textsuperscript{61}Records: Board of Education, Cleveland City Schools (July, 1959).
on guidance included in the general philosophy statement of the secondary high schools of Cleveland.

Helping young people understand themselves and make wise choices in the light of their abilities, interests, strengths and limitations is the joint responsibility of parents and the schools. To achieve this objective, one of the important obligations of Cleveland secondary schools is to provide guidance services in a systematic way for all pupils enrolled and to cooperate with parents in bringing about appropriate choices and adjustments.

Martins Ferry

Guidance as an organized program in the Martins Ferry Schools was officially begun in 1956 when, upon the advice of Superintendent H. A. Mayer, the Board of Education employed a certificated school counselor. This school counselor was Mr. Robert Bovenizer. Records indicate that early in the school year 1956 a survey was made of the school files and with the administration to determine facilities available for providing guidance services. A minimum city-wide testing program was set up and procedures for counseling and testing were coordinated with the principal and the counselor through a series of meetings with teachers and other school personnel. In the school year 1956-57, the school counselor

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62 General Philosophy of Guidance in Secondary Schools of Cleveland (an unpublished statement prepared by the Cleveland City Schools, Cleveland, Ohio, 1952).

63 Minutes of Martins Ferry Board of Education (September, 1956).
cooperated with teachers on a project expanding the curriculum into several vocational programs and to assist students in selection for these vocational programs.\textsuperscript{64}

A special committee was established in 1959 to act as an advisory group to the principal and to the school counselor to plan for participation in the National Defense Education Act of 1958, Guidance and Testing programs.\textsuperscript{65} With assistance under this Act, the school was able to expand its guidance staff to two and a half counselors and to improve its testing program. Consultants from Ohio University, the State Department of Education, Guidance Services Section, and The University of Pittsburgh, were brought to the school to assist in the evaluation and recommendations for an expanded guidance program. The records indicate that guidance as an organized program was brought about in an effort to provide services for each individual student required by the more complex curriculum and work-force pattern of the modern day world. Local industry, service agencies, and School Board officials have been staunch supporters of the development of the guidance program, and the stress of a greater emphasis on science and foreign languages brought about a greater demand for better course selection through guidance services for each individual pupil. It is noted that the

\textsuperscript{64} Personal interview with Mr. E. R. Bovenizer.

\textsuperscript{65} Ibid.
Martins Ferry City Schools organized a guidance program much more recently than the other urban school systems described previously. While philanthropy was cited as the stimulus for initiating the Cincinnati program, and economic depression along with strong convictions of individual persons were seen as the stimulus for the establishment of guidance programs in Akron, Canton, and Cleveland, there appeared to be no specific reason for the initiation of Martins Ferry's program in 1956. This could be interpreted that by this time, guidance services and the greater availability of school counselors resulted in the inclusion of guidance services in the secondary school program in this urban system. Other differences and similarities of influences bringing about guidance services, personnel involved, guidance program objectives, and time sequence of the program development of the ten selected schools described in this chapter will be analyzed in the synthesis of this study.

The Development of Guidance Programs in Selected Suburban School Systems

Suburban areas in the State of Ohio are generally located outside the highly industrialized city areas and usually represent a more recent community development than urban centers. Generally these areas are more residential, less industrialized, and represent newer organizations of school, government, and social organizations. Under the suburban category, the two school districts selected tend
to reflect the recent great increase in population, new housing developments, new school organizations, suburban areas. The development of guidance services in the Mayfield System will be described in considerable detail while the second of the two suburban schools studied, Kettering, will be described briefly to highlight the important developments at the local level in this suburban school system.

Mayfield

The suburban city of Mayfield is located to the east of Cleveland approximately eleven miles from Cleveland's Public Square. In numerous interviews with residents of Mayfield, both young and old, it was found that Mayfielders like to think of themselves as typical suburban dwellers. The inhabitants are made up for the most part of professional, business and industrial workers. This employment pattern, however, was different at the turn of the century, when Mayfield possessed one room country schools and the land on which row after row of suburban dwellings now stand was tilled by farmers of the area. The Mayfield area has no industry but several large suburban type shopping centers are located here. An indication of the level of the socioeconomic status of the community is revealed by the fact

66 The Opening Wedge, A Guidebook to the Mayfield City Schools (Mayfield Heights, Ohio: Mayfield Education Association, September, 1953).
from 60 to 70 per cent of the high school graduates matriculate to colleges. 67

The population of Mayfield has grown at a rapid pace from 2,612 in 1930, to 5,807 in 1950. 68 Since accurate figures are not available on present population, the writer relied on city officials who predicated that by the end of 1960, the 1950 census enrollment figure would be doubled. In addition to the children of Mayfield Heights City, three other municipalities, Gates Mills, Highland Heights, and Mayfield Village are served by the schools.

The school population has had a considerable growth also. This is indicated by the fact that in 1915, the total school enrollment numbered 188, 69 while in 1950, secondary schools alone enrolled 1,431. 70

The Mayfield City School's philosophy of education is evidence of the important role guidance plays in the school program, as is indicated by the following excerpt from the school's statement of philosophy.

In our program of guidance we seek first, to acquaint the pupil with his obligations and duties

67Follow-up Study, Mayfield High School (December, 1950).

68"Ohio, Number of Inhabitants," op. cit.


70The Senior Class, Mayfield High School (Mayfield, Ohio, 1930), p. 10, Mayfield High School Enrollment Data (1900-1959).
as a citizen, team play and cooperative work being part of this program; second, to help him discover and develop his aptitudes that will enable him to pursue a worthy and profitable vocation; third, to help him discover and develop attitudes and appreciations that contribute to his recreational and social life.71

Mayfield's guidance program formally began in 1947, when Mr. Donald Griffin, a former Mayfield High School teacher, returned from military service to be re-employed as teacher-counselor with half-time devoted to guidance duties.

At about the same time, two other incidents stimulated the development of the guidance program. First, Mr. Harrison Flick of the Ohio Employment Service and John Odgers, State Supervisor of Guidance Services brought together in Sandusky, Ohio, representatives from five Ohio high schools, namely, Sandusky, Mayfield, Castalia, Sylvania, and Napoleon. The purpose of the meeting was to ascertain the potential value of the General Aptitude Test Battery of the O.E.S. as a guidance and counseling tool with high school seniors.72 Second, Mr. Crispin Oglebay, of the Oglebay Norton Firm of Cleveland, a resident of the Mayfield School District, subsidized, in some manner, a counseling program at Fenn College. The agreement included a provision

71The Opening Wedge, op. cit., p. 5.
72Letter from John G. Odgers to Wallace R. Lackey (September, 1948).
whereby Mr. Griffin and Mr. Lackey spent a day a week for a semester studying, observing and counseling at Penn College during a regular year.73

In 1951, Mr. Griffin was assigned full-time guidance and testing activities.74 During this same year the first of Mayfield's Annual Career Week Programs was held. These programs have become a tradition with Mayfield schools and have brought pupils together with business, industry, and higher educators to discuss careers.

Earlier, in 1946, Mr. Lackey organized the first eighth-grade Parents' Night designed to acquaint parents with pupil progress, achievement, ability, and to offer the services of the entire faculty as personal counselors for pupils and parents in planning for a high school program.75

When Mr. Griffin left Mayfield to enter business in 1952, Mr. Dean Hummel was employed as the school's first full-time counselor, a position he held until 1955, when he resigned to join the staff of the State Department of Education.76 He was certified as a school counselor, and

73Letter from Mr. Crispin Oglebay to Wallace R. Lackey (March, 1949).


75Minutes of Mothers' Association of Mayfield District Schools (April 18, 1946).

76Minutes of Mayfield City Board of Education, Mayfield City Schools (July, 1952).
continued Mayfield's association with the Ohio Employment Offices and local colleges. During the early 1950's the Mayfield guidance program grew in the areas of testing, personal counseling, college counseling, and community relations. Faculty acceptance and support played an important role in Mayfield's guidance program as it took organized direction and meaning. Because of the changes in guidance personnel, it was necessary for the principal to maintain a thorough understanding of the program in order to provide continuity through the first ten years of the program. In addition, the Mayfield guidance program has always had endorsement in the community. The Kiwanis Club, the Businessmen's Club, and the P.T.A.'s have given support when needed. The interest and understanding of the school administration have often been cited as highly contributing factors in the growth and success of the program.

Mayfield's guidance counselors have always been affiliated with and held membership in local, state, and national guidance associations and have attended their meetings and workshops.

The school saw the need to add a second full-time certified counselor to the staff in 1958-59, and added a third certified counselor in 1960, bringing the counselor-pupil ratio to 1 to 380. Mr. Carl Speck presently Director of Guidance for Mayfield City Schools, stated to this researcher that Standards established by the State Department of Education and the National Defense Education Act
have been influential in Mayfield's continuing a high calibre of guidance services for the community.

Kettering

Kettering's guidance program began when the principal of Fairmont High School in 1936, designated one staff member as a guidance counselor. It was the conviction of the principal of the school that pupils needed the services of a specialized person to counsel with them concerning educational and vocational plans, and to assist them in arriving at realistic goals commensurate with their aptitudes, abilities, and interests. This was seen as important since the high school was located near the highly industrialized city of Dayton, and it was thought that pupils needed some assistance in their planning to meet competition of entry occupations and of first year college work. Organized guidance services at Kettering's schools were steadily expanded by the addition of counselors, the development of an organized testing program and pupil record services, and a provision for placement services. In 1954, Dr. Maurice A. Wogaman was assigned the responsibility of coordinating school-wide guidance services. Dr. Wogaman as Assistant Superintendent, in charge of pupil personnel, is credited

77 Minutes from the Kettering Board of Education, Kettering Public Schools (1936).

78 Minutes from the Kettering Board of Education, Kettering Public Schools (1942).
with the leadership for developing many of the expanded services in the Kettering Schools. Since 1957, the school system has increased its counseling staff to twelve professionally trained counselors. Because of the growing demands of the Kettering community, and with its increased population of a high mental and socio-economic standard, 60 to 70 per cent of Kettering's high school graduates matriculate to college. For this reason educational planning has become a prime function of the guidance program. Furthermore, the community and the Board of Education have supported the program with facilities and budgets for materials and counselor salaries.

A major influence during the past two years in the expansion of Kettering's guidance program has been the assistance of the National Defense Education Act of 1958, for guidance, counseling, and testing. With the financial assistance of this Act and the consultative services of the State Department of Education, Guidance Services Staff, the program has been assisted appreciably in its expansion and improvement according to the Kettering City School officials. 79

Kettering, like Mayfield and many other suburban areas, has developed an organized program of guidance services as a specific phase of the secondary school program. 79

79 Personal interview with Dr. M. A. Wogaman.
While the influences in its beginning development and the
direction in which it has developed may differ from some
suburban schools, its emphasis on assisting the individual
pupil to the development of his potential to the highest
level tends to reflect the major objective of Ohio's school
guidance programs.

The Development of Guidance Programs
in Selected Rural School Systems

As indicated in Chapter IV, concern for guidance in rural schools was recorded in many of the state level studies and reports. Rural schools generally draw students from a wide geographical area, have fewer students matriculating to college, and are often among the last to develop new techniques in programs in the educational programs. Three rural school districts representing an exempted village school district and two county school districts, were studied and an effort to analyze the guidance program development is presented and are below.

Loudonville

Loudonville is a small village located in the southern corner of Ashland County approximately mid-way between Columbus and Cleveland, Ohio. It possesses the quaint country stores, church peaks, small industry, and atmosphere of the typical Ohio country town. Community spirit is traditional in Loudonville and is bolstered each year by one
of the few remaining street fairs still held in Ohio. Its growth from 1900 to 1914 is colorfully described by J. M. Heyde, M.D.

At present we are a modern little city of about 2000 people. We boast of some of the finest and cleanest stores, for a town of our size, in North Central Ohio. We have seven fine churches, viz.: Methodist, Zion's Evangelical Luthern, St. Peter's Catholic, Baptist, Presbyterian, Trinity Reformed, Christian, and to the credit of our town--the first time in history--no saloons. Thus have we passed in brief review, one hundred years of our politic and industrial history,--a period of pioneer struggles, followed by one of industrial growth and domestic tranquility, until at present we are no longer in our infancy, nor yet in our dotage, but in the full flower of our adolescence.

The inhabitants of Loudonville, Ohio, are mostly native born Americans who have maintained close contact to the rural way of life. The library, the adjacent Mohican Forest Park, the city recreation park, and the various protestant and catholic churches gave impetus to the community spirit of this country village. The population of Loudonville in 1900, was 1,508 inhabitants.\(^8\) The village has grown in size to a population of 2,523 by 1950.\(^7\) The work-force pattern of Loudonville is described by a community

\(^8\)J. M. Heyde, M.D., \textit{A Brief Centennial History of Loudonville, Ohio,} from 1814 to 1914 (Loudonville, Ohio, 1914), p. 33.

\(^7\)\textit{Ibid.}, p. 32.

\(^7\)"Ohio, Number of Inhabitants," \textit{op. cit.}, p. 13.
and Chamber of Commerce Bulletin as consisting of five small industries with a larger portion of the work-force engaged in small business and agricultural endeavors.  

School enrollment data available shows that in 1942, secondary schools enrolled 216 students and in 1959, the enrollment had grown to 517 pupils in the secondary schools.

Basic elements of Loudonville's school guidance program have been traced back to the year 1944, when in a special meeting, the Board of Education was called together with this communication: "Purpose of meeting—To Consider the matter of William J. Yeager's return to school duties." Mr. Yeager, without specific time assigned him, was directed to attempt to initiate and develop a guidance program. The original statement of philosophy of the school guidance program developed by the school staff under Mr. Yeager's direction was as follows:

The rapid growth of secondary school enrollment, the change in the character of the school population, the apparent breaking down of some of the

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83 Loudonville, Ohio, Published in the Interest of and for Loudonville and Community by the Chamber of Commerce.

84 Taken from Loudonville Exempted Village School Enrollment Data.

85 Minutes of a special Loudonville Board of Education Meeting (November, 1944).
social agencies dealing with youth, the rapid changes in the business and industrial world resulting in longer school attendance, the attendant expansion of our educational offerings have all emphasized the need for the systematic guidance of young people who must have their way in this complex civilization.

We must think of guidance, as applied to the secondary school, as an organized service designed to give systematic aid to pupils in making adjustments to various types of problems which they will and must meet and solve. These problems might be, for convenience, classified under educational, vocational, health, moral, social, civic and personal.

A program of guidance will endeavor to help the pupil to know himself as an individual and as a member of society; to enable him to correct certain of his shortcomings that interfere with his progress; to know about vocations and professions so that he may intelligently choose and prepare, in whole or in part, for a life career; and to assist him in the constant discovery and development of creative and recreational interests. In short, we must learn the pupil as well as teach him.

In September of 1948, Mr. Elmer Boyer was assigned as school counselor two periods per day, and in 1950 Mr. Boyer was assigned as full-time Director of Guidance to develop and carry out a comprehensive guidance program for the Loudonville Public Schools.

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87 Loudonville High School, Daily Schedule (1948-49).

88 Minutes of Loudonville Board of Education, op. cit., (September, 1950).
In a personal interview on March 10, 1960, Mr. Boyer described various aspects of the Loudonville program and its present status.

From 1950 on, Mr. Boyer has continued his education at The Ohio State University receiving his M.A. Degree in Guidance in August, 1954. While working on his degree, he had the privilege of studying under many excellent instructors. Among the more influential were Alice Seaman, Mary Drucker, and John Odgers, presently State Director of Guidance and Testing for Ohio. Loudonville's school staff has developed a program of child-parent-teacher counseling, individual and group activities as well as printed materials. For each grade level they have developed a brochure on educational and vocational planning and have endeavored to invite parents and teachers to meet with them to discuss these matters. The testing program is comprehensive and includes the areas of mental ability, aptitudes, interests, and achievement. One of Loudonville's most successful projects has been the development of a cumulative folder and a procedure for its use. The cumulative folder has grown to be accepted by parents and pupils as a picture of their school liabilities and assets against which they meet with the counselor together to reflect against their educational and vocational goals as well as achievements and failures. Staff acceptance at the Loudonville school has never been a problem. Under the leadership of former Superintendent
McMullen, the present Superintendent, Leslie Woodburn, who has a background of guidance training, the program has received the greatest of support. Although Loudonville is a rural community, their follow-up studies show that pupils have done well in their endeavors, educational and occupational after leaving school. The drop-out rate is low and motivation is unusually high. In addition to the factors mentioned, community, business, industrial, religious and social groups have all influenced the growth and development of the program and have supported it to the limit.

Through personal observation and the use of the Guidance Program Inventory by the State Department of Education Staff, the evidence collected supports Mr. Boyer's statements in every respect. 89

Franklin County

A first attempt at initiating county-wide guidance services occurred when the Third Annual Franklin County Teachers' Conference dealt with the topic, "Guidance Services for County Youth." 90 This conference was given support and direction by Dr. Martha King who was Elementary Supervisor for Franklin County. Approximately two years

89 Guidance Program Inventory, Guidance Services Section, State Department of Education (March, 1960).

90 "Guidance Services for County Youth," Report of the Third Annual Franklin County Teachers' Convention (Groveport, Ohio, January, 1953).
(1954-56) were spent in selecting a person to coordinate the testing program from the county office as well as "helping teachers and administrators in developing programs of guidance and child study in both elementary and secondary schools.\textsuperscript{91}

In August of 1956, David Hathaway was employed by the County Board of Education to fill the position of Director of Child Study for the County Schools.\textsuperscript{92} In a personal interview with Mr. Hathaway, he reviewed the development of the country guidance program from the date of his employment in 1956 to the present (1960).

Over a period of approximately two years from the time of my employment, I was able to persuade local school administrators to give personnel time assigned for guidance activities. The new 1959 Ohio High School Standards gave impetus to the expansion of our local programs. Our County office staff now consists of a high school psychologist, myself, and each of the county schools now employ at least one person assigned to guidance responsibilities. Southwestern School District began its guidance program in 1956, before it became a city school district and was no longer a part of the county system. Since 1957, and more recently in the school year 1958-59, the other nine county local school systems have initiated their guidance programs. At the present time we have a county-wide testing program and meet regularly with the counselors to discuss common problems and plan program expansion for the future.\textsuperscript{93}

\textsuperscript{91}Minutes from the Franklin County Board of Education, Franklin County Schools (1956).
\textsuperscript{92}Ibid.
\textsuperscript{93}Personal interview with Mr. David Hathaway (January 15, 1960).
Montgomery County Schools

As a result of the recommendations of the local executive school heads of Montgomery County, the Montgomery Board of Education employed in 1956 Mr. S. J. Bonham, Jr., as Director of Pupil Personnel Services. One of his major responsibilities was the development of guidance services for the county local schools. County teacher committees, school administrators, and parents groups had made recommendations to the County Board of Education placing guidance high on the list of priorities for development in their schools. At the time Mr. Bonham was employed, not a single county school had an organized program or a certificated school counselor.

The first step in the development of the local school guidance programs was to organize a secondary guidance testing committee. This committee first met in August of 1957, and included several counselors who had been employed by local schools at this time. This committee met periodically throughout the school year, and discussed topics important in the development of an organized guidance program with the State Department Guidance Services Staff as consultants, local school administrators, and various teachers within the community. The accomplishment of the committee during their

94 Minutes of the Montgomery County Board of Education, Montgomery County Schools (July, 1956).
first year was one of setting up a general outline for
guidance services in all Montgomery schools.

From September 1958, through the summer of 1959, the
committee assisted in organizing fourteen in-service work­
shops, developed student and teacher handbooks to interpret
guidance services and testing programs and identify commun­
ity resources which might assist the schools with their
guidance services. Vocational and educational testing and
planning have been the major emphasis of the school guidance
services in Montgomery County schools to date. The extent
to which the guidance program has been developed has been
indicated by the committee's report on the Montgomery
County School's philosophy of guidance.

1. One of the basic tools of the county guidance
program should be a testing program.

2. This testing program should be designed to
facilitate the educational, vocational, and
personal counseling program. Secondary pur­
poses might relate to administrative and
curricular needs.

3. The purpose of the guidance program should be
to provide information to youth and their
parents to enable them to make the wisest
decisions possible concerning educational
and vocational choices.

4. The information obtained from such a testing
program should provide data to youth, teachers,
and parents in the following areas:

a. aptitudes and abilities
b. achievement
c. interests
d. personality and social adjustment
5. To facilitate the use of test results with youth and parents, multi-factor test batteries should be selected, when possible.95

In the Montgomery County Schools, as well as the Loudonville and Franklin County Schools, the initial impetus for the development of the local school guidance services came as a direct result of the interest of the school personnel themselves. While each of these systems have stressed testing as a phase of the school guidance program, it is noted that each also has tended to stress the development of individual counseling and other services considered important in school guidance standards of 1960.

Summary of the Chapter

At the local levels in Ohio, guidance programs were developed in a few widely scattered schools prior to the year 1930. The following twenty-five years found guidance services being developed at an increasing rate, and from 1955 to 1960, the number of organized guidance programs developed at the local levels increased at a rapid pace. By 1959, two hundred forty-seven of Ohio's three hundred five school districts reported the employment of eleven hundred counselor equivalents. These counselors and the guidance programs with which they were working met the 1959 Ohio High

95Pupil Personnel Services for the Montgomery County Public Schools, edited by S. J. Bonham, Jr., Director of Pupil Personnel Services, Fifth Revision (June, 1959), p. 5.
School Standards for guidance. Schools employing these counselors served approximately 70 per cent of Ohio's secondary school pupils.

In Ohio, as in the nation, the initiation of guidance services in the public schools came about for a variety of reasons and cannot be identified with any particular influence but rather a combination of influences. For example, authors Reed, Brewer, Mathewson, Humphreys and Traxler, McDaniel, Warters, Hatch and Stefflre, Hall and Launverys, Smith, Williamson and Darley.

and Barry and Wolf, enumerated twenty-four different influences bringing about the initiation and development of guidance programs in American schools.

Influences identified by these authors as stimulating the initiation of guidance services included vocational education emphases, educational objectives, social trends, work-force patterns, counseling psychology, testing trends, higher education institutions, school enrollment increases, community agencies, compulsory attendance laws, economic trends, expanded curricula, awareness of individual differences, child labor laws, city growth trends, educational organizations, population increases, social work movement, charitable organizations, ideologies, maladjustment, and political reasons. All of these influences save political reasons have been identified in this study. More specifically, the study of the ten schools described in this chapter revealed major influences for initiation of guidance programs as philanthropic, vocational and educational objectives, child labor laws, testing trends, and expanded curricula. However, it is noted that the single common element inherent in all the listed influences bringing about guidance services is a concern for the individual and his normal development. Definitions of guidance, objectives for the total

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guidance program, and purposes of individual counseling as a guidance service all reflect major concern for the individual. While the beginning of guidance services have been stimulated by a variety of influences, the focal point of these services has constantly been a concern for the individual.

An analysis of the development of guidance programs in selected schools in Ohio revealed the following findings.

1. Urban schools have had a longer history of organized guidance services than either suburban or rural schools. Reasons for this were earlier identified needs due to the complexities of urbanized living and larger school population.

2. While several influences were sighted as stimulating the initiation of guidance services in the schools studied, the major objective has been to provide for individual opportunity for educational and vocational planning.

3. Counselors with specialized training were recognized as essential to the organized program of guidance services in the schools studied.

4. Community agencies and parents supported the development of guidance services in the schools.

5. Development of guidance services was identified with the leadership of individuals in the schools and with organized committees which studied need and procedures for program development.

6. State standards for guidance were sighted as the standard toward which schools were striving in their program of guidance services.

7. As guidance services were developed in the schools, an effort was made to coordinate these services for the total system of secondary schools, usually at the board of education level.

8. Funds for programming usually were an influential factor in the development of the program of guidance services.
Guidance, which in its early beginnings tended to be a point of view, has come to be interpreted as a group of organized services to facilitate the process of pupil development toward goals related to their aptitudes, abilities, and interests, both in and out of school.

Finally, the development of guidance services at the local levels in Ohio indicates that these services have been identified as a specific phase of the educational program of the secondary schools. In Chapter IX, the summary and conclusions of this study will be analyzed. The chapter will include a review of the procedures of this study, the importance of this study, the initial development of guidance in Ohio, and the findings related to the six major questions posed at the outset of this study.
CHAPTER IX

SUMMARY AND CONCLUSIONS

Statement of Problem and Procedures

"Guidance in Ohio: Its Historical Development" is a study of the growth and development of public school guidance services in Ohio from its beginnings (Cincinnati, 1908) through the year 1960. In the year 1908, the founding of Ohio's first program of school guidance services began in Cincinnati with the establishment of the Schmidlapp Institute which two years later joined forces with the Cincinnati Public Schools in organizing the "Vocation Bureau." This first guidance effort began in an organized way in an attempt to assist with the education and placement of early school leavers. Since those early beginnings, numerous changes in point of view have occurred which resulted in increased guidance services to youth. And today (1960), guidance has gained state-wide recognition as a specific phase of the secondary school program.

The purpose of the study was to present an analysis of the concepts and consequent events highlighting the growth of Ohio school guidance services from 1900 to 1960. Trends within the field of guidance specifically, and

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related educational concerns and interests supporting guidance have been studied and reported. An effort has been made, also, to call attention to the important incidents which have led to the growth and development of the guidance movement in the State of Ohio. Growing support for guidance has been indicated through professional and lay group activities carried on by Ohio citizens. It is hoped that records of the past sixty years may prove helpful to those responsible for planning the direction and carrying out guidance services for youth in the future.

This study was the first historical account of guidance services in Ohio's schools to be prepared. Status studies, brief summaries of various phases of the inception and development of Ohio's school guidance programs have been the only written historical records to appear previously. Counselors in training, school counselors, school administrators, and other persons interested in the guidance movement in Ohio have found it necessary to search out a variety of sources.

**Importance of This Study**

That this is an auspicious time to make such a study is indicated in the first place, that in 1960, and especially during the preceding decade, guidance appeared for consideration in almost every major educational conference devoted to secondary schools. Second, many individuals who partici-
pated in and contributed to the growth of Ohio's guidance services in the beginnings were still living at the time of this study and could be consulted. Third, school guidance services will undoubtedly grow at a continued rapid pace in the last half of the twentieth century. The important records and incidents brought together from widely scattered sources for this study may serve as a resource when future planners look at the past to evaluate present activities and future plans. Finally, in the year, 1959, the State Board of Education recognized the importance of guidance by bringing its activities into division status for the first time since 1930. And during the same year (1959), the 103rd General Assembly of the State of Ohio earmarked appropriations for guidance assistance to local schools for the first time in Ohio's educational history.

Procedures of the Study

Source materials for this study were both primary and secondary in nature. Principal sources used were: State Department of Education records; records of educational and professional guidance conferences; local board of education records; local school program activities and organization; and interviews with persons who played important roles in the development of school guidance services at the state and at the local levels. Each issue of Ohio Guidance News and Views published from 1951 to 1960 was reviewed for records.
depicting the growth of guidance services during the sixth decade of this century. In addition, the periodicals of the national associations representing guidance were reviewed from the first *Vocational Guidance Bulletin* of 1915, through the January issue of the *Personnel and Guidance Journal* of 1960, in an effort to identify reports of significant Ohio activities in guidance. Records of the reports of State Department officials have been reviewed, as well as the records of the Division of Guidance and Testing of the State Department of Education. Furthermore, the present programs of the selected schools studied as examples of local school guidance development have been reviewed. These programs were further reviewed with staff members in those schools who have been affiliated with them or employed by them since the beginning of their school guidance services programs.

After study of the various source materials and an analysis of the problem, certain over-all topics tended to appear. In addition to the first chapter covering "Introduction and Statement of the Problem," and this last chapter, "Summary and Conclusions," it was decided to divide the study report into seven major areas for treatment.

The chapter "Review of the Literature," is a chronological summary of incidents pointing toward guidance needed in the schools and of activities in the growth of guidance.
as depicted by various status reports of Ohio's program from the beginning of the twentieth century to 1960.

The third chapter sets forth the procedures of this historical study. In it is contained a discussion of historical research concepts and criteria, the rationale for the breakdown of this study, and the procedures followed in this research.

Chapter IV is concerned with a recognition for guidance and the implications for the development of guidance programs as recognized by "State-Wide Interests and Concerns for Education with Implications for Guidance."

Three chapters, "The Development of State Level Guidance Services," "Development in Counselor Certification and Professional Guidance Activities in Ohio," and "The Development of State Standards," present important incidents leading to professionalization and acceptance of school guidance work as a specific phase of the secondary school program.

Chapter VIII deals with "The Development of Guidance Services at Local Levels in Ohio." This chapter reflects the guidance philosophy of the schools from early developments and growth to the present times, depicts various aspects of the programs arising out of influences which brought about the initiation of guidance services, and identified some of the important contributions to these guidance programs for youth.
Summary of this Study

The evidence brought to light in this study and the general summary reviewing the growth and development of guidance services in Ohio's public schools provide a basis for answering the questions posed by the statement of the problem in Chapter I, for which the study was specifically undertaken.

a) What have been the major state-wide interests and concerns for education with implications for guidance?

b) What has been the historical developmental pattern of state guidance services in Ohio?

c) What have been the developments in counselor certification and professional guidance activities in the State of Ohio?

d) How have State of Ohio Standards for guidance developed?

e) What have been the trends in the development of guidance services at the local level in Ohio?

f) How has the development of guidance programs taken place in selected school systems in Ohio?

The following chronological summary is offered in partial answer to the above questions and represents the historical evidence of Guidance in Ohio: Its Historical Development.

In 1908, the same year as the "so called" beginning of the vocational guidance movement by Frank Parsons, a young lady by the name of M. Edith Campbell influenced a wealthy Cincinnati banker (J. G. Schmidlapp), to turn over funds which he had planned for a memorial to his daughter,
Charlotte, to provide for services to youth who were leaving school at an early age. These services provided by the Schmidlapp Institute (as it was named), attempted to help youngsters to plan more effectively for vocations. This effort was aided when the Cincinnati Public Schools joined forces with the Council of Social Agencies in 1910 to create a Vocation Bureau. Thus began the guidance movement in Ohio. Since that date (1910), guidance has grown to tremendous proportions in the secondary schools. This fact is presently (1960) evidenced by the approximately 1,100 counselor equivalents employed by the schools of Ohio and by the appearance of school budgets specifically identified for guidance services. It is further substantiated by the recognition guidance has achieved from the State Department of Education, counselor education institutions, legislators, and lay people at large.

From 1910 through 1920, the objectives of the secondary schools began to change in an attempt to meet needs of all youth brought about by the increased secondary school enrollment, by the greater number of life endeavors for which youngsters might plan for the future, and by the expansion of the secondary school curriculum which brought about the practice of the elective system. With these changes of objectives, opportunity of choice was broadened for pupils and the need for assistance through guidance was recognized.
After exhibiting considerable concern for the need for vocational guidance services, coincident to the expanded curriculum including vocational training in the secondary schools, the Ohio High School Standards of 1921, for the first time contained a statement specifically devoted to guidance. From 1921 to 1960, a section on guidance services has appeared in the Ohio High School Standards for Secondary Schools. During the 20's, a small number of school guidance programs were initiated, namely in the larger city schools, as was evidenced by the example of the Collinwood High School guidance program in the city of Cleveland.

Mid-way through the sixty years of this century, a major historical event in Ohio's guidance movement took place in the form of a State Guidance Conference held in Columbus, Ohio, in 1930. As a result of this Conference, a Division of Guidance was created and its Director developed a proposal for guidance programs in all Ohio schools. The enthusiastic beginning at the state level was short lived, for the depression days wiped out the momentous plans laid by the State Guidance Conference of 1930 and the proposed program of the Director of the Division of Guidance Services. However, due to the increased concern for placement and other problems brought about by the depression days, many continued to recognize the need for guidance services
to youth. Attempts were made through the schools to provide these services in some areas of the state.

In the 1940's, during the years of World War II, as during the period of World War I, when induction and placement in the services became a problem, guidance services received a boost through the use of tests and test data. From 1942 through 1944, guidance services were again provided at the state level by the creation of an Occupational Information and Guidance Services Section supported by Federal Vocational funds. Since the State of Ohio provided no local subsidies for guidance services, schools seemingly were hesitant to initiate guidance programs even though educational objectives seemed to demand them. In 1947, guidance services were again established at the state level and a program of guidance services was initiated which permeated secondary schools throughout the state.

By 1950, numerous cities had established guidance services and the demand for qualified personnel began to be heard. Counselor education programs reviewed and sophisticated their sequence of courses for school counselors, State standards for guidance and requirements for certification of counselors were being restudied. From 1950 to 1960, guidance programs grew at the local and state level at a rapid pace.

In 1953, the Revised Standards for Ohio High Schools included new guidance standards which outlined the
major aspects of a guidance program, defined qualified personnel, and set forth a recommended counselor-pupil ratio. Two years prior to this time, the Ohio Association of Counselor Educators was organized and this Association has continued its activities for the improvement of counselor training programs, and the up-grading of school counselors who serve Ohio school youth. From 1953 through 1958, there was a steady increase of program initiation for guidance services at the local level. School counselors were being trained in increasing numbers. Professional activity gained momentum through the American Personnel and Guidance Association branches and through newly organized Ohio Area Guidance Councils and Ohio Guidance Conferences.

By 1958, 224 of the 304 school systems reporting in the State of Ohio indicated that they employed 746 counselor equivalents meeting the minimum State High School Standards for Guidance. The average counselor-pupil ratio in the school districts reporting in 1958 was between 1-500 and 1-600. As indicated by the 1954 Ohio School Survey Report earlier, local school districts were still far behind urban and city schools in providing counseling and guidance services for youth. At the county level, in 1958, thirty-one (31) of Ohio's eighty-eight (88) counties reported having qualified personnel assigned supervision and coordination of pupil personnel and guidance programs and in 1960
forty-four counties were employing guidance coordinators. A 1954 previous study also indicated that a large number of schools were planning to initiate or expand guidance services in the near future.

In 1958, with the advent of the passage of the National Defense Education Act of 1958, in which Title V-A provided for funds for local subsidies to support school counselors salaries and testing programs for expansion of guidance services, increase in state services and local programs grew at a faster pace than ever before in Ohio's history. Through National Defense Education Act assistance, 188 counselor equivalents were added at the local school level and guidance services at the state level were increased appreciably.

In 1959, the State Department reorganization brought about the Division of Guidance and Testing with a complement of eleven professional guidance workers. In addition, counselor education institutions were experiencing greatly increased enrollment in guidance courses and by 1960, eight guidance and counseling institutes under the National Defense Education Act, Title V-B were granted for the training of school counselors in Ohio's schools.

In this year (1960), it was reported by the State Department of Education that Ohio secondary schools employed the equivalent of 1,100 full-time counselors. It was further indicated that still another 1,500 counselors are
needed before the state can approach a 1-250 ratio recom-
mended as the ideal for providing the best guidance services
in the schools. This identified need along with activities
in research and evaluation has provided evidence of the
growth that can be expected in the future.

Conclusions of This Study

In addition to chronological events brought to light
by the data presented in the summary of this study, the fol-
lowing conclusions are offered in answer to the major ques-
tions prescribed for this research.

a) What have been the major state-wide interests
and concerns for education with implications for guidance?

The major state-wide interests and concerns for
education with implications for guidance have
reflected the desire of educators and lay persons
to facilitate an educational program for all
children and youth which will aid them to develop
to the optimum of their potential. This accomplish-
ment would enable each individual to make his
greatest possible contribution to the society in
which he lives.

b) What has been the historical developmental pattern
of state guidance services in Ohio?

The historical development of state guidance services
in Ohio was one of recognition through stated stand-
ards, action for leadership, and finally provision of
services and enforcement of standards.

c) What have been the developments in counselor certi-
fication and professional guidance activities in the State
of Ohio?
Developments in counselor certification and professional activities in guidance came about as a result of a recognized need for qualified personnel to provide counseling services, and by acceptance of counselors on a professional status by evidence of standards for training, professional activities and professional organization.

d) How have State of Ohio Standards for guidance developed?

State standards for guidance developed from early recommended standards, generalizing in guidance as a point of view, to specific required standards identifying the major aspects of a school guidance program and the qualifications of personnel in the program.

e) What have been the trends in the development of guidance services at the local level in Ohio?

At the local level in Ohio the trends in the development of guidance services have revealed that (1) the place of guidance in Ohio's secondary schools is widely accepted, (2) constant effort is being made to improve guidance services for all children and youth, (3) guidance is working toward individual self-realization and freedom in choice making, (4) the professional counselor is recognized as essential to the program of guidance services, (5) guidance is a process which is continuous and cumulative and can help students with key decisions, if it is related to the total educational program, (6) reflected in the training required for counselors is the idea that the understanding of the origins of human behavior is fundamental to all guidance work, and (7) the guidance process is best facilitated by a program of organized services in which the school counselor plays a vital role.

f) How has the development of guidance programs taken place in selected school systems in Ohio?

Guidance programs in selected schools in Ohio have developed from various antecedents just as programs throughout the nation have developed. However, a common element in the development of local-level
guidance programs is the concern for the individual and the provision of guidance services to assist in the development of each pupil.

As a final conclusion, guidance in Ohio began primarily as vocational guidance concerned with helping youth plan for and find entry to employment. As the secondary school grew in enrollment and expanded its curriculum, as the school population represented greater heterogeneity, as psychological testing and guidance techniques were developed, guidance began to be accepted as a developmental process for boys and girls requiring the implementation of organized services. Thus, guidance services have been developed in support of the process of assisting individuals (1) to self-understanding and self-realization, (2) toward fulfillment of psychological needs, (3) with development and carrying out of realistic goals, and (4) to learn to understand and accept responsibilities as members of society.

How well guidance programs in Ohio, in 1960, are providing the services to assist in the guidance process has not been evaluated by this study. For this reason, it should be recommended that the limitations of this study be considered for further research to bring additional light on the historical aspects of the guidance movement in Ohio and in the nation in general. It could well be that this study gains significance when viewed in the total perspective of education's ultimate goal in a democracy. The question of the "challenging 60's" may well be--Can America,
the bulwark of democracy, through its schools provide a program of services which will assist youth to the fullest possible development so that they may become socially self-responsible and self-directive as well as productive? Will the policy makers and the fiscal appropriaters yield to the demands of their citizenry and provide a means to produce the best possible type of educational program and services to youth? Can Ohio meet the challenge of the 60's by providing for youth educationally? Are guidance services in Ohio's schools fulfilling the expectations of those making recommendations for guidance in 1960? The future of guidance services as a specific phase of the secondary educational program and its extension to other levels will depend on research evaluating guidance services and recommendations resulting from such research.
APPENDIX A

PROGRAM FOR STATE GUIDANCE CONFERENCE 1930

A PLATFORM OF ELEMENTS OF EFFECTIVE GUIDANCE PRACTICES REPORT OF THE EDUCATIONAL COUNCIL, OEA, 1949

SHAPING THE FUTURE IN GUIDANCE REPORT OF THE OHIO GUIDANCE WORKSHOP AND CONFERENCE 1950

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PROGRAM FOR STATE GUIDANCE CONFERENCE
January 30, 1930

General Session 9:30 A. M.

Presiding: President George F. Rightmire, Ohio State University.
Address of Welcome: Governor Myers Y. Cooper.
Address: A State Program of Guidance—Dr. J. L. Clifton, State Director of Education.
Address: Proposed Guidance Manual for Ohio Schools—Professor H. A. Toops, Ohio State University.

Afternoon Sessions

ELEMENTARY EDUCATION SECTION
Presiding: Dr. Laura Zirbes—Consultant in Elementary Education, State Department of Education.
Address: Child Guidance from the Standpoint of the Citizen and Teacher—Dr. Frank D. Slutis, Dayton.
Address: Child Guidance from the Standpoint of the Superintendent of Schools—Superintendent Edward D. Roberts, Cincinnati.
Address: Child Guidance from the Standpoint of the Psychologist—Dr. M. Virginia Warner, Clinical Psychologist and Director of Research, State Bureau of Juvenile Research, Columbus.
Address: Training Elementary Teachers for Child Guidance—Margaret M. Morris, Public Schools, Youngstown.

JUNIOR HIGH SCHOOL SECTION
Presiding: Mr. Harry E. Ritchie, Asst. Principal, Collinwood High School, Cleveland.
Address: Guidance Through Home Room Organization—Professor D. H. Eikenberry, Ohio State University.
Address: Vocational Guidance on the Junior High School Level—Mr. I. F. Matteson, Superintendent of Schools, Findlay.
Address: The Guidance Program of Warren Junior High School—Mr. H. B. Turner, Superintendent of Schools, Warren.

SENIOR HIGH SCHOOL SECTION
Presiding: Mr. Roswell C. Puckett—Director of Secondary Education, Toledo.
Address: Guidance for College Entrance—Dr. W. W. Charters, Bureau of Educational Research, Ohio State University.
Address: Guidance Through Home Room Organization—Professor D. H. Eikenberry, Ohio State University.
Address: The Guidance Program of the Cincinnati High Schools—Miss M. Edith Campbell, Vocation Bureau, Cincinnati.

COLLEGE GROUP
Address: Trends in College Guidance—Professor W. H. Stone, Ohio State University.
Address: The Guidance Program of Oberlin College—Mr. J. Anthony Humphreys, Director of Personnel, Oberlin College.
Address: The Functions of a Junior Dean—Dr. W. H. Nisonger, Junior Dean, Ohio State University.
At the general session of the Conference, a motion presented by Dean E. J. Ashbaugh of Miami University, calling for the appointment of a State Advisory Committee on Guidance, was unanimously adopted.
Within the two weeks following the Conference, the following persons were appointed by Dr. Clifton to serve on this committee:

Bryan, Dr. E. B. ................. President, Ohio University, Athens, Ohio.
Bryan, E. J. ...................... County Superintendent of Schools, Cleveland, Ohio.
Campbell, Miss M. Edith. ....... Director of Vocation Bureau, Cincinnati Board of Education, Cincinnati, Ohio.
Carr, George E. .................. Superintendent of Schools, McConnelsville, Ohio.
Comstock, H. C. ................. Delivery Manager, Western Union, Cincinnati, Ohio.
Dewey, Mrs. Floyd .............. President, Women's Educational Club, Toledo, Ohio.
Donnelly, Thomas .............. Secretary, Ohio Federation of Labor, Columbus, Ohio.
Elsinger, Verna .................. Director of Organization, Ohio Farm Bureau Federation, Columbus, Ohio.
Gealing, Dr. Thomas B. ....... Superintendent of Schools, Akron, Ohio.
Hiatt, Dr. E. R. ................. County Health Commissioner, Troy, Ohio.
Hoffman, Judge Charles ....... Court of Domestic Relations, Cincinnati, Ohio.
Holy, Dr. T. C. .................. State Department of Education and Ohio State University, Columbus, Ohio.
Kirk, W. F. ...................... Master, Ohio State Grange, Port Clinton, Ohio.
Lewis, Dr. E. E. ................. Chairman, Dept. of School Administration, Ohio State University, Columbus, Ohio.
McGhie, Robert .................. Member Youngstown Board of Education, Youngstown, Ohio.
McGraw, Harrison B. ............ President, Cleveland Bar Association, Guardian Trust Building, Cleveland, Ohio.
McKee, A. E. ..................... Associate Editor, Ohio State Journal, Columbus, Ohio.
Morgan, Arthur E. .............. President, Antioch College, Yellow Springs, Ohio.
Rightmire, Dr. George W. ...... President, Ohio State University, Columbus, Ohio.
Shaffer, Mrs. Hamilton ....... State President, Ohio Congress of Parents and Teachers, Dayton, Ohio.
Silver, Harry D. ................. State Director of Finance, State House, Columbus, Ohio.
Slutz, Dr. Frank P. ............ 16 Lexington Avenue, Dayton, Ohio.
Whitney, Frank P. .............. Principal, Collinwood High School, Cleveland, Ohio.
Wolfe, W. G. ..................... County Superintendent of Schools, Cambridge, Ohio.
A PLATFORM OF ELEMENTS OF EFFECTIVE GUIDANCE PRACTICES
Report of the Educational Council, OEA, 1949

I. PLANNING AND ADMINISTRATION

A properly planned program will provide:
1. One person who assumes responsibility.
2. A planning committee which meets regularly.
3. Special committees to study special problems.
4. Trained and certified persons (guidance director, counselor, school psychologist, visiting teacher, nurse).
5. Information to and consultation with teachers.

II. TOOLS AND AIDS

The following will be needed:
1. A cumulative record which includes interests, valuable experiences, growth factors.
3. Information from standardized tests both group and individual. Should include at least the following areas—intelligence, achievement, and interests.
4. Publications: occupational pamphlets, college catalogs, etc.
5. School Handbook and printed program of studies.
6. Counseling space and files.
7. Follow-up study of graduates.
8. Study of dropouts.

III. THE PROGRAM

<table>
<thead>
<tr>
<th>A. Orientation to new school</th>
<th>Group Activities</th>
<th>Individual Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Through homerooms, social studies, assemblies, visits to schools, study of handbook.</td>
<td>Interviews with homeroom teacher and assistant principal. Aid from older pupils.</td>
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</tbody>
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<tr>
<th>B. Assistance in vocational and educational planning</th>
<th>Group Activities</th>
<th>Individual Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Through homeroom, social studies of special classes, career days, pamphlets, etc., visits to industry, regular classes, assemblies, extra-curricular activities.</td>
<td>Interviews with counselor on request. Testing as needed. Interview for all in a class or homeroom by teacher or counselor.</td>
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<table>
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<tr>
<th>C. Assistance in personal-social development</th>
<th>Group Activities</th>
<th>Individual Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Through clubs, student council, homeroom projects, school projects, classes in human relations, Program of leisure-time activities.</td>
<td>Counseling on personal-social problems.</td>
<td></td>
</tr>
</tbody>
</table>
Group Activities

D. Adequate provision for individual differences
Special classes for the physically and mentally handicapped. Remedial classes in Reading, English, and Arithmetic. Differentiated assignments and curriculum. Group testing for placement and diagnosis.

E. Assistance to pupils with special problems
Research projects, study of failures, dropouts, graduates, attendance, discipline, personality difficulties, etc.

F. Adequate provision of health services
Regular health examinations. Speech, hearing, and medical clinics at regular intervals. Yearly medical examinations for pupils entering first grade. Regular vaccination and immunization program.

G. Assistance on school-leaving
Through home rooms, placement services for student not continuing his education, educational guidance, such as, trade school, junior college and college, school paper, bulletin boards, meetings between school and community groups.

Individual Activities

Individual testing for placement in special or remedial classes. Counseling for curriculum and vocational planning.

Individual work with students as a result of these studies. Individual case studies of maladjusted pupils.

Helping the student correct physical defects.

Interviews with teacher-counselor or placement person, college representative, business and industry.

Conclusions

1. A concerted attempt should be made to aid small-size schools in providing adequate guidance services for their pupils. This should be a direct concern of all the interested agencies within the state, especially the Guidance Division of the State Department of Education and the colleges and universities who train personnel for this field.

2. Individual county schools too small to provide adequately-trained personnel for each school could be grouped in units under the county superintendent of schools who would provide personnel to work in several schools.

3. Administrators who have personnel in their schools working in this field should check the professional training of their personnel in the field of guidance and insist on proper certification.
4. Colleges and universities should strengthen their programs for training guidance counselors. These institutions could become focal centers of information and furnish professional help in aiding small schools to establish guidance services within their areas.

Recommendations

We recommend that the Ohio Education Association collaborate with other agencies and groups in Ohio in developing and holding a workshop to plan and present a state plan for the improvement of guidance programs in the schools. We further recommend that the Executive Committee appoint a committee or authorize the Educational Council to appoint a committee to plan this workshop with representatives of interested groups; that the Executive Committee appropriate at least $150 or $200 for this workshop; and that representatives of the following groups constitute the basic planning committee:

- Educational Council Committee on Guidance Practices
- Department of Education
- Ohio State Employment Service
- Ohio Association of High School Principals
- Ohio County Superintendents' Association
- Universities Training Counselors for Certification

The basic planning committee should contact representatives of industry, labor, parent-teacher associations, classroom teachers, and other interested groups.
I. INTRODUCTION

Background for the Workshop and Conference

Perhaps the best means of introducing this report is to quote from the letter which was sent in early October to some fifty people throughout the State inviting them to participate in the two-day workshop preceding the open conference.

"Many efforts are being made in Ohio to improve guidance services. The State Department of Education now has two full-time people working in this field and many local schools are attempting to augment their guidance services by assigning individuals or committees time to carry on specific projects. Many agencies are attempting to give help and assistance. The graduate schools in Education are taking an active interest in providing training for guidance counselors and school psychologists. The Ohio State Employment Service, The North Central Association and other groups similarly have been exerting pressure to get more effective programs developed. However, in spite of all that is being done, our progress seems slow in terms of the huge needs.

"In light of these facts, it seems wise at this time to have a meeting of Ohio leaders to think through some of our major problems and directions and to project our thinking and planning into the future. In order to serve this recognized need, the Ohio Education Association, in collaboration with the State Department of Education and the six Ohio Branches of the National Vocational Guidance Association, is sponsoring a planning workshop in guidance to discuss major needs and to help give direction to the development of guidance services in Ohio schools during the next five to ten years. Plans are being completed to hold a two-day workshop of invited leaders in state educational and guidance services, to be followed by a one-day conference open to all Ohioans interested in the problem.

"To carry out this project, the Ohio Education Association in its 1949 Representative Assembly, voted funds to provide for planning and arranging this workshop. The committee was appointed and plans have progressed to the following extent:

1. The Planning Workshop has been scheduled for Thursday afternoon and Friday, November 16 and 17 at the Deshler-Wallick Hotel in Columbus. (No workshop registration fee.)

2. The Ohio Guidance Conference has been scheduled for Saturday, November 18, at the Deshler-Wallick. (Conference fee of $3.25 includes registration and Saturday luncheon in full.)

3. The committee has more or less arbitrarily selected people who are active professionally in the development of more effective guidance programs and is inviting them to participate in the workshop. In selecting this group, attention was given to appropriate geographic coverage of the State and to securing representatives from appropriate agencies and professional groups, including school counselors, school psychologists,
directors of guidance, elementary and high school principals, county superintendents, exempted village superintendents, city superintendents, the State Department of Education, the Ohio State Employment Service, the National Vocational Guidance Association, the Ohio Association of Deans of Women, and the state universities or graduate schools which give training in the field of guidance services. In limiting this group to fifty, many qualified and interested individuals have necessarily been omitted.

4. The Saturday conference is an open meeting which is supplanting a State guidance conference previously planned by the Ohio Branches of NVGA. By joining forces, it is possible to bring in one or two outstanding leaders in the field and also to present the recommendations of the planning workshop to the large group who will assemble for the conference ..................

As the above excerpt indicates, the planning committee worked on the very definite principle that more people have a stake in guidance than just the guidance specialists.

A true picture of guidance needs and courses of action to meet those needs can best come from the cooperative action of all groups sharing in the responsibility for guiding the growth, development, and adjustment of our youth. However, since problems are varied, it was decided that a minimum amount of structuring of the workshop might produce greater results in the short time available. Thus, the workshop group was sub-divided into three sections roughly representing the major areas listed below, although inter-group committees met when necessary and three general sessions were held to permit reporting back to the full workshop group. All recommendations were reported to the general assembly by the respective groups and all were accepted by the entire group.

GROUP I. Counselor-Training institution representatives and others concerned with pre-service and in-service training in guidance and other services available through teacher- and counselor-training institutions.

GROUP II. School administrators, teachers, and representatives of non-school groups having interests or responsibilities for youth placement and adjustment.

GROUP III. School guidance directors, counselors, school psychologists, and others actively engaged in school guidance work as a major responsibility.

WORKSHOP AND CONFERENCE AGENDA

Thursday, November 16, 1950

11:00 Meeting of Planning Committee with group co-chairmen and recorders.

1:30 Greetings from the Sponsoring Agencies

Dr. Clyde Hissong
State Superintendent of Public Instruction
Greetings from the Sponsoring Agencies

Thomas G. O'Keefe
Director of Research
Ohio Education Association

Mary J. Drucker
Trustee, National Vocational Guidance Association

Wiley S. Garrett, General Chairman
Director of Special Education
Niles City Schools

John G. Odgers, Coordinator
State Supervisor of Guidance Services, State Department of Education

Plan of the Workshop

2:30 - 4:30 Group Sessions
   Group I
   Group II
   Group III

5:30 Dinner - Cafeteria Style

2:00

1:30 Group Sessions

2:30 - 4:30 Group Sessions

3:30 - 5:00 General Sessions—Full Assembly

4:30 - 6:30 Meeting of Recorders and Co-chairmen

5:00 - 6:30 Meeting of Recorders and Co-chairmen

7:30 - 9:30 Group Sessions

9:30 - 10:30 Meeting of Recorders and Co-chairmen

Friday, November 17

9:00 - 10:00 General Session—Progress Report

and Clarification of Issues

Dr. Dwight L. Arnold, Chairman

10:15 - 12:00 Group Sessions

11:30 - 1:30 Group Sessions

12:00 - 1:30 General Sessions—Full Assembly

2:00 - 3:00 Action on Final Recommendations

3:00 - 4:00 Group Sessions

4:00 - 5:00 Meeting of Recorders and Co-chairmen

5:00 - 6:00 Meeting of Recorders and Co-chairmen

Saturday, November 18

OPEN CONFERENCE

10:15 - 12:00 Report and Recommendations of

the Guidance Workshop

John G. Odgers, Chairman

Dr. George E. Hill
Ohio University
Athens, Ohio
Reporting for Group II
R. W. Lackey, Principal
Mayfield Heights High School
Mayfield Heights, Ohio

Reporting for Group III
Mary P. Corre
Director of Guidance
Cincinnati Public Schools

Open Discussion

12:15 - 2:00
Luncheon Meeting
Mrs. Helen Randall, Chairman
Secretary, Occupational Planning Committee, Cleveland, Ohio

"Employment Trends and What They Mean for Guidance"
Dr. Harold Goldstein, Chief
Occupational Outlook Branch
U. S. Department of Labor

2:15 - 4:00
Afternoon Session
Wiley S. Garrett, Chairman

Introduction of Speaker
Mary J. Drucker

"Putting Guidance Theories to Work in Program Development"
Dr. Leonard Miller, Specialist
Counseling, Pupil Personnel and Work Programs, Elementary and Secondary Division, U. S. Office of Education.

Panel Discussion of this Topic
E. E. Holt, Superintendent of Schools, Springfield, Ohio
Miss Alma Ward, Chief Psychologist, Dayton Board of Education
Dr. F. P. Robinson, Professor
Department of Psychology
Ohio State University
T. H. Mayer, Assistant Director
Child Study and Student Counseling, Columbus Board of Education

Since the Saturday morning conference session consisted of the report of the workshop groups, the balance of these proceedings will follow the sequence of the Saturday Conference agenda.

It is significant to note that, since the conference, the Ohio Education Association, through action of its Executive Committee and its 1950 Representative Assembly, has agreed to take action to "initiate and support legislation to provide the State Department of Education with funds necessary for the expansion of guidance services by that department". This is a direct outgrowth of recommendation number 4 of Group II, recorded herein.
APPENDIX B

1921 STANDARDS FOR GUIDANCE

1957 MINIMUM GUIDANCE STANDARDS
FOR OHIO HIGH SCHOOLS
GUIDANCE FOR HIGH SCHOOL STUDENTS *

One of the significant things about the average high school is the surprise attack it makes upon its entering students by way of a barrage of studies that are new and unfamiliar or that are attacked from a viewpoint and by methods that are unfamiliar. In the upper grades of the elementary school, as conventionally organized, the pupil has been going over subjects that are but slightly revised editions of those he has been studying for several years. Suddenly upon entrance to high school he encounters new and different studies and, what is worse, encounters them all at once. The necessity of abrupt adjustment to this group of new subjects is a severe strain on the pupil. Add to this the increased responsibility upon him for undirected study and the further responsibility for the choice and election of studies and courses, and the net result is a pupil sadly in need of counsel and guidance,—guidance for the immediate present that he may be saved for the further forward look. One of the virtues of the junior high school is its work of effecting a gradual transition from the elementary organization to the secondary, a virtue which is commented on elsewhere herein.

Even with the elimination of some part of this student perplexity through the medium of the junior high school, there will still be great need of guidance that will help the pupil to realize his full capabilities and to follow out the lines of his ambitions, if so be it these ambitions are not entirely inconsistent with his capacities. Along with guidance for vocation there must be guidance for higher education also, looking to the wise choice of an extended training that will best fit the pupil’s powers and needs. President Birge of the University of Wisconsin has the following to say along this line:

*Reproduced from Ohio High School Standards, 1921 Revision, issued by Vernon M. Riegel, Superintendent of Public Instruction, Columbus, Ohio, The F. J. Heer Printing Co., 1921.
Ohio High School Standards

High schools can urge students to plan for college, to take a course which definitely prepares them for college, and to work hard on these studies. The student who is to go on with four years of study after high school is in a different situation from one whose high school course is his last regular schooling. Both types need the considerate and intelligent guidance of their teachers.

Students should understand that they usually waste their own time and their parents' money if they drift into college. Those profit by college who are following a plan clearly marked out and energetically executed.

In considering the question of guidance for admission to college, we must not forget the comparative smallness of size of this problem, because probably not more than 10 per cent of our high school population goes to college. Guidance is defined by John M. Brewer, Director of Harvard University's Bureau of Vocational Guidance, as "enlightenment and advice leading to self-direction. Guidance relates to intellectual life, culture, future vocation, citizenship, moral problems, recreation, social behavior, co-operative activity, and the like." In the opinion of this same writer there are three groups of students that can be distinguished in the average high school: first, those who feel that they must have vocational education; those who have decided upon their calling but wish to continue general education; and those whose general education should be continued because they have not yet reached any decision. This classification is by no means easy because those who work with high school students will know that many decisions are bound to be variable and changeable. "Their choices are founded in many cases upon the merest whim. They rush into vocational courses on the basis of a second or third preference rather than a first, and they are led into decisions by means of the worst forms of false guidance. No one who has studied the problem of children's choices, unless he is an adherent of intellectual aristocracy, and therefore does not believe in universal education, can justify a neglect of educational and vocational guidance."

Many feel that one of the perplexing difficulties relative to the situation as it now exists with reference to a choice of higher education is that the decision so often cannot wisely be made until the third or fourth year of high school. This is because aptitudes often develop slowly and because expanding contacts with teachers, books and things gives to pupils an enlarged view of the opportunities and responsibilities of life, and budding personal ideals create the desire for more adequate preparation. We frequently see the situation arising of the pupil, who has devoted 40 to 50 per cent of his high school time to commercial subjects, applying for admission to the liberal arts college. It is reasonable to believe that close and constructive attention to guidance would obviate many of these occurrences. With the right kind of a secondary school program aptitudes can generally be discovered earlier than the

third or fourth years of high school and broad contacts can be afforded earlier. Even granting that a wise choice can many times not be made before the third year of high school, a pupil who is known to be likely to finish the course should not be permitted to specialize so intensively in the first two years that the last two years do not leave him opportunity to build in the direction of any desirable destiny, — college or otherwise. High school authorities must carefully secure definite information as to just what preliminary work is deemed requisite for entering the various courses offered by various colleges.

By the use of tests of mental ability it will be discovered with reasonable reliability that many students are not likely to make a success of college and by knowing this early, the proper advice can be given them as to the selection of high school studies. On such a basis it is possible, too, to make predictions as to the probable length of a pupil's stay in high school. Proctor, of Palo Alto, California, has been able to state positively that pupils who test below fourteen years of mental age and are at the same time over sixteen years of chronological age will never complete a high school course. Of a group of pupils in his high school whose intelligence quotients were less than 95, 70 per cent failed in more than half of their work during the first year in high school. If it is thus possible to know what the chances are that a pupil will remain in high school one year, two years, or three years, it becomes necessary to select courses for them which will send them into life as completely prepared as possible — more completely prepared than they would have been if they had taken the respective one-fourth, one-half or three-fourths of the traditional academic curriculum.

Guidance for vocation is a legitimate part of the modern high school's program, and needs to be recognized as such much more generally. The merits or drawbacks of an occupation can no longer be judged through hearsay, tradition, or casual inspection. Expert inquiry, carried on in a modern scientific way, is needed to reveal the vital facts of an occupation such as its bearing on health, personal development and economic well-being. As has been suggested before, there never was a time when fourteen or fifteen year-old children had it so much in their own hands to make some of the most momentous decisions of life, such decisions as the sort of school or course they will enter, how long they will stay, the work they will leave school for, and how long they will stay in this work.

On top of this we have to face the fact that this complex industrial age in which we live has removed from our youth much of the former effective influence of the home and the vocational guidance value of the daily exercises gained in and around the home and community. The high school has a great opportunity in providing for the guidance so sorely needed; a statement of this responsibility is well made by Meyer Bloomfield:
The high school is singularly well placed to render a large measure of vocational-guidance service. To it come the children at their most critical age, vocationally. It is the period when, if ever at all, foundations of vocational efficiency are laid. Adolescence is the period of decisive battles, the time when the history of many an individual is almost finally written. Into the schoolhouse every boy and girl brings his or her small world—a world of plenty or of privation, temptation or inspiration, care or irresponsibility. Rare is that school which can pierce this enveloping shell and speak to the real child. Every classroom is a tell-tale of its environment. Our many child problems reflect the aloofness of the average school from economic influences which bear so many children down. Neither brightness nor hard study determines alone the quality of a pupil’s school work. More important than these factors is the sense of economic worthwhileness, which the school must bring home to the many children tossed between the conflicting interests of the school and the challenging world outside. Ruskin has said: “No teacher can truly promote the cause of education until he knows the conditions of the life for which that education is to prepare his pupil.” For that vast majority of our high school children who do not complete the high school course, instruction unmindful of their probable vocational destinies and possibilities is positively an injury to them and to society. Invidious distinction is sometimes made between training for self-support and non-vocational education. This discrimination, so profoundly undemocratic, is a serious obstacle to the eventual lifting of the common employments into the dignity of recognized community service. We have not more than begun, as yet, to fathom the now neglected possibilities of life-career training, and of daily work, too, as spiritualizing influences; while in our book-enveloped routine of teaching we have scarcely sensed the injustice to that large class of hand-gifted children, the boys and girls born to think through action and to serve their fellows through the exercise of bodily energies.

A program of educational and vocational guidance is not an easy matter to work out. The larger high schools are providing vocational counselors who specialize in this field alone. Because it is difficult is no excuse for continuing indifferent to the problem, however. One hesitates to count the cost of this indifference in the continual shipwrecking of child ambition and capacity.

The Department strongly feels that the people charged with the conduct of Ohio high schools, vocational specialists or not, must help plan careers as well as daily lessons. The final accounting that will be exacted of every such individual will be in broader terms than pages covered, formulas mastered, vocabularies memorized and analyses prepared. Health, vocation, home, citizenship, leisure and character will be the standards for judging the school’s performance,— and vocation holds a high place on the list.

It is believed that the half year course in occupations—or a year’s course—which has been recommended in the curriculums outlined herein will be a helpful instrument for fostering vocational knowledge and selection. It may be somewhat imperfect but it will throw light where none has been thrown before, and even weak rays will be a welcome aid to those who have been blundering through deep gloom into a vocational choice determined by mere circumstance and chance happening.
We do not want to sponsor the idea that in some mysterious way we can look into the future, determine what each child should be, and prepare him specifically for that predetermined end. A proper conception of vocational guidance leads us to organize school work so that there may be pupil self-discovery — discovery which helps the pupil to realize what his own capacities, aptitudes, and interests are — and so that he gains information about the character and conditions of various kinds of occupational life; thus putting the two together, he may arrive at a wise vocational decision. Guidance of the right sort has no atmosphere about it of deciding for young people what occupation they should follow. "Vocational guidance should be a continuous process designed to help the individual to choose, to plan his preparation for, to enter upon, and to make progress in an occupation."
Each school shall have a comprehensive and workable program of guidance services.

A. Guidance Services shall include individual counseling, group guidance, and assistance to teachers and other staff members on guidance problems.

B. The School Counselor Certificate shall be required of persons devoting half-time or more to the guidance program however, persons who have been assigned more than half-time to guidance services for five or more years and have demonstrated ability to give satisfactory service may continue to serve in this capacity without the School Counselor's Certificate. Beginning with the school year 1960-61 persons devoting less than half-time to the guidance program shall have as a minimum, six semester hours credit in professional guidance courses. Persons assigned guidance responsibilities shall be qualified through interest, training, adaptability, and personal adjustment.

C. Each school shall provide physical facilities, staff, materials, and equipment for the guidance program.

D. The guidance program shall be centrally coordinated with appropriate functions decentralized among the staff members.

E. Teachers shall utilize all opportunities presented in the classroom and extra-curricular activities to achieve guidance objectives through group discussions, specific projects, and assistance on individual pupil problems.

F. Non-school resources, in conformance with established policy, shall be utilized in the guidance program.

*Reproduced from Ohio High School Standards (minimum) 1957, Issued by the State Board of Education, Columbus, Ohio, P. J. Heer Printing Co., 1958.
The Program of Guidance Services

The guidance program comprises that group of services designed to give systematic aid to all pupils in recognizing and solving the various types of problems they must meet — educational, vocational, personal, social, moral, health, and civic. Guidance activities should be organized into a definite program in which each staff member is a responsible participant. The School Counselor shall be responsible for coordinating the program, performing counseling and related services for pupils, and for stimulating and assisting teachers in their guidance activities.*

A. Major Aspects of the Guidance Program

In order to provide adequate counseling and group guidance for pupils and to assist staff members in their guidance responsibilities, each school shall make provision for the following guidance services:

1. Pupil Record Services — A system of cumulative records shall be maintained and used, including such information as home and family environment and background; scholastic record; health record; expressed and measured interest; hobbies; co-curricular activities; work experience; educational and vocational plans; scholastic and other abilities, including special talents or deficiencies; and evidence of personal traits and personal adjustment problems.

2. Informational Services — Informational materials which shall be carefully organized and utilized by staff members and pupils through the guidance program shall include:
   (a) Occupational Information
   (b) Educational Information
   (c) Personal Adjustment Information and Materials

3. Counseling Services — Provision shall be made for counseling services for all pupils. An acceptable concept of counseling makes provision for a qualified counselor and pupil to consider together in a private, permissive situation (a) data about the pupil and (b) related information pertinent to the problem at hand in order to open the way for intelligent self-decision and self-direction on the part of the pupil.

*Adapted from North Central Association of Colleges and Secondary Schools QUARTERLY, July 1949 page 134.
4. **Group Guidance Services** - Provision shall be made for the use of group techniques whenever guidance objectives can be reached most effectively or efficiently through organized group activities.

5. **Placement and Adjustment Services** - Provision shall be made for helping students plan and take steps ahead. This service includes placement in any appropriate situation -- in a classroom, in a school activity, with an agency for special service, in a post high school training program, or vocational placement.

6. **Research and In-Service Education Services** - Provision shall be made for simple research studies and in-service education activities related to the guidance program such as (a) surveys of pupils needs, (b) staff discussions, (c) case conferences, and (d) committee activities pointed at meeting the guidance needs of pupils or evaluating existing guidance activities.

**B. Qualifications of Guidance Workers**

Persons assigned guidance responsibilities shall be qualified through interest, training, adaptability and personal adjustment. Evidence of qualification shall include the following:

1. **Persons devoting half-time or more to guidance duties** shall possess the School Counselor Certificate as evidence of professional qualification, with the following exception:

   Persons who have been assigned guidance duties on a more-than-half-time basis for a period of five years or more and who have demonstrated the ability to give satisfactory service may continue to serve in this capacity without the School Counselor Certificate. Evidence of such service shall include assignments as shown on the annual Principals' Report for the years in question and evidence in the local school of the existence of an on-going guidance program.

2. Beginning with the school year 1960-61, persons devoting less than half-time to the guidance program shall have, as a minimum, six semester hours credit in professional guidance courses. Such credits shall be obtained from courses regularly included in the counselor training sequence of recognized counselor-training institutions, including a basic or introductory course and other courses such as techniques of guidance, counseling theory and practice, guidance testing, educational-occupational information, and organization and administration of guidance services. Credit for organized guidance workshops will be accepted to the extent of four semester hours.

-2-
G. Physical Facilities, Staff, Materials, and Equipment

Each school shall provide physical facilities, materials, and equipment essential to the major aspects of the guidance program (see A, above) as related to school size and staff assigned guidance responsibilities, such as:

**Physical Facilities:**

- Provision for private counseling quarters shall be made in relation to counseling time.
- Space for individual and group testing, small group conferences and committee meetings.
- Space for guidance records and for storage of materials.
- Space for the filing of guidance publications and their use by students and staff.

**Materials and Equipment**

Provision shall be made for test supplies; pamphlets, bulletins and other publications concerning vocations, training programs, and personal-social adjustment; and materials and equipment essential to guidance records and procedures.

D. Responsibility for Guidance Services

The provision of guidance services is the direct responsibility of the administration. The responsibility for directing or co-ordinating the guidance program shall be assigned to one qualified professional staff member, although various functions of the program will be decentralized among appropriate school staff members, such as additional guidance workers, other pupil personnel workers, librarian, and selected teachers.

E. Teacher Participation

The duties and responsibilities which teachers are generally expected to accept include the following:

1. Contribute to pupil cumulative records, and utilise pupil data to obtain a thorough knowledge of every pupil as an aid in teaching, in conferring with parents, and in assisting individual pupils.

2. Counsel with individual pupils, or refer them to the counselor if such problems are complex or require time beyond that which the teacher has available.
3. Provide group activities which will contribute to pupil growth in areas of personal adjustment and wholesome social relationships.

4. Assist pupils in securing educational and occupational information.

5. Confer with the counselor concerning pupils who give evidence of having special problems.

6. Utilize opportunities presented by classroom activities, co-curricular activities, clubs, and other group and individual contacts to achieve guidance objectives.

7. Work closely with the counselor in providing individual pupils with opportunities for success experiences or other activities which may be important to individual adjustment.

8. Serve on specific guidance assignments such as the orientation program, a follow-up study, the guidance committee, or an evaluation team.

F. Non-School Resources

Schools shall be responsible, in conformance with established policy, for identifying and establishing working relationships with appropriate non-school resources which can provide information or service to supplement the school guidance program on problems such as health, mental health, welfare, employment, recreation, and rehabilitation.

Guidance Services Section
751 Northwest Boulevard
Columbus 8, Ohio

DLH: sf
APPENDIX C

PROCEDURES AND CRITERIA FOR THE APPROVAL OF PROGRAMS
FOR ASSISTANCE UNDER TITLE V, GUIDANCE, COUNSELING,
AND TESTING OF THE NATIONAL DEFENSE
EDUCATION ACT OF 1958—OHIO
1.0 General Provisions

1.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local programs must comply with the following general provisions:

1.11 Programs must be planned to provide new or expanded guidance and testing services for secondary school students beyond those in effect during the 1958-59 school year. Secondary school students include students enrolled in Grades 7 through 12.

1.12 Application for program approval and reimbursement must be submitted in advance of the period of reimbursement. Forms for application will be provided by the Division of Guidance and Testing, State Department of Education. Programs will be approved on a fiscal year basis from July 1 through June 30, or for lesser periods within a fiscal year.

1.13 Applications must be submitted annually in advance of deadline dates to be announced by the State Department of Education.

1.14 Special research or experimental projects may be approved for reimbursement, provided that:

(a) A complete plan outlining the purpose, nature, and cost of such project is submitted to the State Department of Education

(b) Such project has as its major objective the collection and study of information important to the improvement of guidance, counseling, and testing services within the scope of the State Plan.

1.2 Provisions for Reimbursement

1.21 Approval of local programs will be made annually.

1.22 After July 1, 1959, each dollar of Federal and State funds utilized in a local program must be matched by at least one dollar of local funds.

1.23 Reimbursement rates and provisions will be established annually by the State Superintendent of Public Instruction on the basis of the State and Federal funds available.

1.24 Local schools shall maintain fiscal and activity records and shall submit reports to the State Department of Education annually.
1.24 (Continued)
and at such other times as may be requested. The official ac-
counts and documents showing receipts and expenditures of funds
approved under the Plan will be maintained by the Clerk of the
local Board of Education.

2.0 Testing Program Provisions

2.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local testing programs must comply
with the following provisions:

2.11 Programs must be planned (a) to provide test information for
the identification of the aptitudes and abilities of secondary
school students and (b) to utilize such information in guid-
ance and counseling.

2.12 Local programs shall provide testing services for all students
during one or two secondary school years. If testing is pro-
vided in two different years, there shall be at least one in-
tervening year (e.g. grades 8-11, 9-11, 8-12, etc.). Provision
shall be made for administering one or two tests for scholastic
planning not later than grade 10 and preferably prior to en-
trance into grade 9. One test useful in the selection of college
or technical training programs may be administered to all pupils
during grade eleven or the first semester of grade twelve, pro-
viding the earlier Plan testing program is limited to one test.

No more than two tests may be reimbursed in any one school year
and the same test(s) shall be given to all pupils at each grade
tested. Only tests significant in the guidance of all pupils
at the grade levels to be tested may be included.

2.13 Tests approved for local programs shall be recognized measures
of school ability, achievement, and/or scholastic aptitude. To
be accepted for reimbursement, tests must be approved by the
Division of Guidance and Testing. A list of approved tests will
be published by the Division of Guidance and Testing and will be
revised as necessary.

2.14 Administration of the testing program shall be the responsibility
of the local educational agency. In City School Districts and in
Exempted Village School Districts, the testing program shall be
centrally coordinated. In County School Systems, the testing
program will be coordinated through the office of the County
Superintendent.

2.15 The administration of local testing programs shall fit one or
more of the following patterns:

(a) Test services planned and administered by qualified local
school personnel under a plan approved by the Division of
Guidance and Testing.
2.15 (Continued)

(b) Test services (test materials, scoring, and reporting services) provided by contract with public or private institutions or agencies, or with individuals under a plan approved by the Division of Guidance and Testing.

(c) If adequate testing services cannot be obtained in accordance with (a) or (b), above, such services may be offered by the Division of Guidance and Testing, utilizing qualified local personnel to conduct the program under State supervision.

2.16 Provision shall be made in each school for utilizing test data, where appropriate, with:

(a) Teachers and other school staff members.
(b) Pupils and their parents.

2.2 Provisions for Reimbursement

2.21 Local testing programs must be coordinated by qualified personnel, including School Counselors, as defined in Ohio High School Standard VI-B, School Psychologists or appropriately qualified supervisory personnel approved by the State Department of Education.

2.22 Application for participation in the testing program must be made on forms provided by the Division of Guidance and Testing.

2.23 Reimbursable expenses include cost of test materials, scoring, and reporting services. After July 1, 1959, schools will be reimbursed 50% of the cost of approved testing programs up to an average cost per test per pupil of $1.00. Under the testing program, no funds are available to reimburse local schools for the personnel costs related to administering tests to pupils.

2.24 If applications for reimbursement include a request for reimbursement of test services already provided, evidence must be submitted to indicate that this will result in an overall improvement of local guidance and testing services for secondary school pupils.

2.25 Test data shall be reported to the Division of Guidance and Testing as required and on forms provided.

3.0 Guidance and Counseling Program Provisions

3.1 Provisions for Local Program Approvals

To be eligible for reimbursement, local guidance and counseling programs must comply with the following provisions:

3.11 Programs must be planned to provide guidance and counseling services (1) to assist secondary school students in assessing
3.11 (Continued)

(a) their abilities, aptitudes, and interests, and (b) educational and career opportunities and requirements, and (2) to help them, through counseling and group guidance activities, to make the best possible educational and vocational plans and to work toward the achievement of realistic goals.

3.12 Personnel employed under the Plan shall meet qualifications as outlined in STANDARD VI-B of the 1957 Ohio High School Standards. Personnel shall be employed at a ratio of at least one (1) full-time counselor, or the equivalent in part-time counselors, for each 500 pupils enrolled. Participating schools shall be encouraged to work toward the goal of full-time counselor or equivalent for each 100 pupils. School systems which are unable to employ qualified personnel in accordance with plans meeting the required counselor-pupil ratio and approved by the State Department of Education, may be reimbursed for those qualified personnel actually employed, and for related reimbursable expenses, provided evidence is presented of intent to comply in full with the approved local Plan as soon as qualified personnel can be secured.

3.13 Activities approvable for reimbursement under this program include:

(a) Salary of qualified guidance personnel engaged specifically in activities described in these criteria (3.11, above), including employer's contribution to retirement, workman's compensation, or other welfare funds maintained for one or more general classes of employees.

(b) Clerical assistance directly related to the operation of an approved local guidance and counseling program to the extent of one fourth-time person per full-time counselor equivalent, not to exceed more than one full-time clerical worker in any school unit.

(c) The purchase of such materials and supplies as may be necessary to fulfill the functions of the approved guidance and counseling program.

Note: If the cost of approvable programs exceeds the money available, reimbursement for the cost of materials and of clerical assistance will be reduced or eliminated before any reduction is made in reimbursement for professional personnel.

3.2 Provisions for Reimbursement

3.21 Local guidance and counseling programs must be staffed by personnel meeting minimum high school standards for the positions in question (such as part-time or full-time counselors or supervisors).

3.22 Application for participation in the guidance and counseling program must be made on forms provided by the Division of Guidance and Testing.
3.23 Available Federal and State funds will be used to reimburse local Boards of Education up to 50% of the cost of approved guidance and counseling services, the exact percentage depending on funds available in relation to approvable applications received by the annual deadline date.

3.24 Fiscal and descriptive reports shall be made to the Division of Guidance and Testing as required and on forms provided.
APPENDIX D

REQUIREMENTS FOR SCHOOL COUNSELOR CERTIFICATION
School Counselor

I. Scope of Service:
Duties performed by school employees in this area of student personnel service include:

A. Assisting students with curricular, extra curricular personal-social adjustment, occupational adjustment, placement and related problems.
B. Working with teachers, in studying the student, planning and conducting group guidance activities, utilizing community resources, and participating in in-service teacher education activities.
C. Working with the administrative staff in problems involving planning, developing and conducting orientation programs, instructional grouping; public relations, research and curriculum study.
D. Working with lay groups and individuals in coordinating school and community resources and activities which contribute to improved pupil personnel services.

II. Provisional Certificates:
A provisional certificate valid for performing the duties outlined above will be issued upon the recommendation of an institution approved for the preparation of School Counselors, certifying that the applicant has satisfied the following requirements:

A. Possession of a provisional or higher grade certificate valid for teaching in Ohio.
B. Evidence of:
1. One year of successful experience in teaching.
2. One year of cumulative gainful employment in a non-teaching position.
3. One additional year of experience in either (1) or (2) or a combination of the two.
C. A Master's Degree including course work in each of the following areas:
2. Human Growth and Development: Educational psychology, psychology of individual differences, child psychology, adolescent psychology, psychology of exceptional children, abnormal psychology, mental hygiene.
3. Individual Analysis: Diagnostic procedures, testing, statistics.
5. Social Sciences: Educational-occupational information, school and community resources, sociology, economics.

Within the university program designed to cover the above areas, provision shall be made for supervised practical experience.

(An applicant whose undergraduate preparation included work in the above areas may apply not to exceed 12 semester hours of credit toward the same.)

III. Professional Certificates:
The professional certificate for School Counselors will be issued upon evidence of three years of successful experience under the provisional certificate for School Counselors, at least one-half of which has been in the performance of those duties described under (I) above.

IV. Permanent Certificates:
The permanent certificate will be issued upon evidence of 40 months of successful experience under the professional certificate for School Counselors.
APPENDIX E

OHIO GUIDANCE NEWS & VIEWS
Cover Page

MAJOR GUIDANCE PUBLICATIONS AND REPRODUCTIONS
Guidance Services Section
Without question, the National Defense Education Act, Title V-A has given Ohio high school guidance programs a potent injection resulting in additional growth and vigor. Fortunately when NDEA funds became available, Ohio was ready to make professional use of them - ready, because minimum high school standards for guidance programs had been established and because required qualifications for guidance workers had been identified.

A voluntary report completed by 247 of Ohio's 305 school systems in September 1959, together with the record of approved applications under Title V-A shows that these school systems currently employ the equivalent of 1100 full-time counselors. Of this number, 188 represent growth made possible this year by NDEA assistance.

In addition to this direct help for new or expanded counseling services, NDEA has helped to underwrite the administration of 163,894 intelligence, achievement, and multifactor tests to 134,437 secondary students in 195 of the state's 305 school systems. With the help of this program, participating schools are assured that all students will have the benefit of testing and the use of test information at least once during their secondary school careers. In actually, this NDEA sponsored testing has served an important further purpose in encouraging schools to examine their testing program and many have made significant changes and improvements beyond those financed by NDEA.

Analysis of application forms for those schools approved for assistance during the first two years of the program shows the following:

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<td>58-59</td>
<td>304</td>
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<td>29.1%</td>
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The 511.2 counselor/equivalents employed this year in participating schools include 678 full-time and part-time counselors. Of these 319 hold a School Counselors Certificate and the remaining 339 meet minimum specialized graduate training standards while devoting less than half-time to guidance duties.

While we are happy to report growth and progress, the following facts are important to complete the picture:

---All Federal (NDEA) and State funds available for guidance, counseling, and testing for the current fiscal year have been committed.
---Assistance for further expansion in 1960-1961 will require additional funds. (The full appropriation possible under NDEA was made by Congress for the current fiscal year and more is needed for further growth.)
---More than 500 additional full-time trained counselors are needed in Ohio if all schools are to meet the minimum 1:500 counselor-pupil ratio. Still another 1300 counselors are needed before the State can approach the 1:250 ratio recommended by the Conant Report.

Detailed statistics on local participation in the NDEA program are reported on page 2.
MAJOR GUIDANCE PUBLICATIONS AND REPRODUCTIONS

by

Guidance Services Section
Division of Guidance and Testing
Ohio State Department of Education


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APPENDIX F

OHIO COUNSELOR EDUCATION INSTITUTIONS
And Persons Devoting Major Time to
Counselor Education
### OHIO COUNSELOR EDUCATION INSTITUTIONS

And Persons Devoting Major Time to Counselor Education
1959-1960-

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<td>Bowling Green, Ohio</td>
<td>Dr. Frank C. Arnold</td>
<td>Dept. of Psychology</td>
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<td>John Carroll University</td>
<td>Cleveland, Ohio</td>
<td>Dr. Harvey Charles</td>
<td>College of Education</td>
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<tr>
<td>Kent State University</td>
<td>Kent, Ohio</td>
<td>Dr. Dwight Arnold</td>
<td>Director Guiding Testing</td>
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<td>Dr. R. W. Edmiston</td>
<td>College of Education</td>
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<td>Dr. John L. Rinn</td>
<td>Asst. Professor of Education</td>
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<td>Department of Education</td>
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</table>
University of Toledo
Toledo, Ohio

Dr. Robert L. Gibson, Chairman
Guidance & Counseling
Education Department

Dr. Luther Henseley
Education Department

Western Reserve University
Cleveland, Ohio

Dr. C. B. Allen
College of Education

Dr. Marvin Powell
Professor of Education

Wittenberg University
Springfield, Ohio

Dr. Charles C. Raebeck
Department of Education

Xavier University
Cincinnati, Ohio

Dr. Walter J. Clark
College of Education

Dr. Raymond F. McCoy
College of Education

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I, Dean Loil Hummel was born on May 29, 1923, at Charm (Holmes County), Ohio. I received my elementary and secondary education in the Berlin Local Schools. After serving in the United States Army during World War II, I earned the degree of Bachelor of Science in Education at Kent State University in 1950. In 1952, I was awarded the degree of Master of Education from Kent State University. During the summer of 1951, I received a fellowship for graduate study at Rutgers University. From 1949 to 1952, I taught history and science courses at Dalton High School in Wayne County, Ohio. From 1952 to 1955, I was employed as school counselor and Director of Guidance of Mayfield City Schools. In 1955, I was employed by The Ohio State University as Instructor and by the State Department of Education as Assistant Supervisor of Guidance. In 1959, I was promoted to the position of Supervisor, Guidance Services Section, Division of Guidance and Testing, State Department of Education, and in 1960, I was appointed as Acting Director of the Division of Guidance and Testing, the position I presently hold. During the past four years, I have taught for Kent State University and for Ohio University, and during the summer of 1960, I served as Visiting Lecturer at the University of Colorado and the University of Wyoming.