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PART-TIME EDUCATION OF VARIOUS TYPES

A REPORT OF THE COMMISSION ON
THE REORGANIZATION OF SECOND-
ARY EDUCATION, APPOINTED BY THE
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PREFACE.

The traditional secondary school limited its instruction to full-time pupils. Rather than adapt the kind and amount of work to the necessities of the pupil who can not attend on full time, it apparently preferred to have him leave school altogether. While frowning upon an elective system within the school, it felt no qualms in allowing the great elective—no attendance or full attendance. The modern secondary school aims to give all pupils of high-school age all the instruction that they can be induced to secure. Society itself is demanding that no pupil of high-school age shall be without instruction.

The Commission on the Reorganization of Secondary Education presents in this report various types of part-time education, including continuation classes, and indicates some of the administrative features desirable. This report is based largely upon a helpful analysis made in 1918 for the High School Masters' Club of Massachusetts by a committee consisting of the following high-school principals: Howard Conant, of Holyoke, chairman; Oscar Gallagher, of West Roxbury, Boston, secretary; Albert B. Kimball, of Fairhaven; and Charles F. Warner, of Springfield. The original report was reorganized and amplified by Edward Rynearson, director of vocational guidance and principal of the Fifth Avenue High School of Pittsburgh, Pa., and a member of the committee on administration of secondary schools of this commission. After discussion and revision it was approved by the reviewing committee of the commission.

Approval by the reviewing committee, however, does not commit every member individually to every statement and every implied educational doctrine, but it does mean essential agreement as a committee with the general recommendations.

CLARENCE D. KINGSLEY,
Chairman of the Commission.

PART-TIME EDUCATION OF VARIOUS TYPES.

I. INTRODUCTION.

1. *Need for part-time and continuation education.*—The requirements for attendance at school vary greatly in different States. In some States they are so low that a pupil may leave school at the age of 14 if only he has completed the fourth grade. In other States a pupil can not leave school under the age of 18 unless he has completed the entire eight grades of elementary schooling.

Taking the country as a whole, probably not more than one-half of the total number of young people between the ages of 14 and 16, and not more than one-fourth of those between 16 and 18, are in school. In other words, the problem of providing part-time and continuation education involves the welfare of as many pupils between the ages of 14 and 16 and of three times as many between 16 and 18 as are now in school in those age groups.

In the years from 14 to 18 ideas and ideals are changing from the plastic to the fixed, from the temporary to the permanent. It is evident, therefore, from the importance of the period and from the large number of young persons involved, that the development of wise and comprehensive plans of part-time and continuation education is vitally important to the industrial, social, and civic life of State and Nation.

2. *Steps taken by the industries.*—Continuation education has been recognized as desirable by many large employers of labor. Some have already established, and others have plans to establish, schools connected with or situated inside their own plants. In some factories attendance is required; in others it is optional. In some the instruction is given in the late afternoon or in the evening; in others it is given within the working day. In some industries the employees are paid for the time of attendance as though they were at work; in others they receive no pay for the time in school.

The lack of uniformity and the fact that only a few employers provide any such system of instruction make legislation necessary. Moreover, the work done in schools connected with the industries should be under public supervision, so that the technical instruction may be balanced by the training for broader and better citizenship.

Welfare departments, workers' insurance, profit sharing, and other social and economic benefits are features of many manufacturing and commercial corporations. These measures are good, but are secondary rather than fundamental. To secure intelligent workmanship we must have trained workmen, but we need not only better production but also better citizenship.

3. *Steps that should be taken by the public schools.*—In the first place the schools should reorganize present courses of study and revitalize methods of instruction so that a larger proportion of both the pupils and their parents may be convinced that full-time attendance at school is worth while. The leading causes for leaving school are as follows:

First, the limited range of instruction commonly offered by secondary schools; second, the failure on the part of the school adequately to demonstrate to young people and their parents the value of the education offered; third, the lure of employment, together with the desire for increased economic independence on the part of young persons; and fourth, economic pressure in the family, real or imagined. To this list of causes may be added failure to pass in school work. Many such failures, however, are due to a loss of interest in school work because its worthwhileness is not evident, or to the failure of the school to adapt its work to individual differences.

The next step to be taken by the school is to make it as easy for the boy or girl to return to school as it was for him to leave. Frequently boys and girls who have wished to return have found that the dates of reorganization of the school program made it impossible for them to do so to advantage until the beginning of a new school year. By that time they were quite likely to have lost their desire to reenter.

In the third place, school administrators should devise plans whereby pupils who desire to engage in part-time, temporary, seasonal, or emergency employment may be permitted to do so without dropping out of school. When the employment is in a field in which they are later to enter or is related to the work for which they are preparing, such part-time, seasonal, or emergency employment may be extremely valuable by affording a basis of experience which will make their school work more intelligent and profitable.

In the fourth place, legislation should be enacted and provisions should be made by the public schools for effective part-time and continuation education of all persons 14 to 18 years of age who have regularly entered upon employment.

4. *Continuous registration.*—With the enactment of adequate compulsory school legislation, including the provision for part-time and continuation attendance, it should be possible to bring about a condition whereby all young people up to 18 years of age, with the possible exception of those who have graduated from the secondary

school, should be enrolled as members of the school. Then will the phrase "dropping out of school" disappear from our vocabulary, in view of the fact that it would no longer be possible. Under this plan the only option would be for a pupil to transfer from full-time to part-time, or conversely, from part-time to full-time. Much of the reluctance to return to school would also disappear, as it would only be necessary for the employed person desiring more schooling to change his enrollment from part-time to full-time.

In a city or district served by a comprehensive high school it would follow that every young person in that district of high-school age would be a member of one high school. Thus the school would be a genuine common school. Such a school under competent leadership would be the most potent institution for promoting social solidarity ever devised by any nation.

II. TYPES OF PART-TIME EDUCATION.

Part-time education is used in this report in a wide sense. Various types may be distinguished according to the nature of the work or according to the administrative features. On the whole, it appears easier to assume a division according to the administrative basis and to deal with two groups which may be broadly distinguished as *occasional* and *regular*.

1. OCCASIONAL TYPES.

The *occasional* types of part-time education may be subdivided into Type A, Seasonal employment, and Types B, C, and D, which may be regarded as Incidental employment. The latter groups may be further respectively designated as unrelated employment, related optional employment, and related required employment. The following summary will make clear some of the difficulties in discussing the question of part-time education. Principals and teachers often apply to the problem as a whole solutions that deal with only one phase.

1. Type A—*Seasonal Employment*: Includes those pupils, principally members of the graduating class, who find positions open to them on condition that they leave school within the last three months before the actual time of graduation. It also includes those pupils who are needed in agricultural pursuits in the spring and fall. In arranging for such employment most careful consideration should be given to the requirements of the position and to the capacity of the boy or girl to meet these requirements.

¹ The Federal Board for Vocational Education groups all part-time schools or classes under three types: Trade extension, trade preparatory, and general continuation. For an explanation of these consult Appendix A.

2. *Type B—Unrelated Employment*: This group includes all pupils who are obliged to be absent from portions of the school day in order to carry on some work in home, farm, or industry. It is assumed that such employment is necessary from a financial point of view, in order that the pupil may continue in school. It is also assumed that such employment is not directly related to the instruction the pupil is receiving.

3. *Type C—Related Optional Employment*: This group includes those pupils who from time to time as opportunities arise are dismissed from some of their studies for employment closely connected with their school work. It includes, for example, pupils who may be detailed to act as clerical assistants in elementary schools.

4. *Type D—Related Required Employment*: This group includes pupils who are expected to supplement the theoretical instruction in the school with actual office, factory, store, homemaking, or agricultural practice. Many of these pupils are assigned to such work only during the vacations; others for a single day a week. It is an essential part of the program laid out for these pupils, but is a type of part-time work, since it takes them out of the school for a part of the time.

2. REGULAR TYPES.

Under the head of regular part-time education there are three types, Type E—Alternating Attendance and Employment; Type F—Four-fifths of Time in School; and Type G—Continuation Attendance.

Type E—Alternating Attendance and Employment: This plan applies to pupils pursuing industrial courses in which the programs are so arranged that the pupils are alternately—by weeks, days, or half days—in school and in shop or office.

Type F—Four-fifths of Time in School: This plan applies to pupils who are studying salesmanship. They attend school the first four days of the week and go to the store on Fridays and Saturdays for their laboratory work. While this is similar to the plan described under Type D, it occupies a regular place in the schedule of many high schools.

Type G—Continuation Attendance: This plan applies to pupils engaged in industry and obliged to spend a stipulated number of hours weekly in school.

In contrast to this classification it is interesting to note that the term "part-time" is sometimes applied to Type E only. No discussion of part-time education is at all adequate when restricted to the one type.

III. ADMINISTRATION OF OCCASIONAL TYPES.

The problems that face high-school principals in part-time education are those of administration. To what extent must provisions be made for the *occasional* types, and to what extent must cooperative responsibility be assumed for the *regular* types?

Type A—Seasonal Employment: In every school excellent positions are available to high-school seniors who can leave school before the date of graduation. It is unjust to hold prospective graduates in school until the excellent positions which are open in such numbers in the spring are filled; and it is uneconomic to have these positions filled by persons less efficient than members of the graduating class.

For the pupil who is placed in such a position, the time between such placement and graduation should be a probationary period during which the employer and the principal or other school official are in close touch with the progress of the pupil. Where the work is satisfactory the pupil should receive his credits or diploma as though he were in regular school attendance; where unsatisfactory, the pupil should be required to return to school and arrangements be made for his doing additional school work to make up the time lost while he was in employment.

The pupil so placed in employment can be made to feel that the time, effort, and interest put into his work is to be as much a part of his school record as was his study, attendance, and deportment while in school.

In Type B—Unrelated Employment, the number will vary so greatly that there can be no uniform adjustment of the schedule. Some pupils have to work every afternoon throughout the year; others for only part of the year; still others for only certain afternoons in each week. The committee believes that every encouragement should be given to such pupils to continue their membership in school. The all-too-common attitude toward withdrawal from school in case an individual can not conform to the prescribed daily limits should be abandoned. When it is shown that pupils have to leave before the close of the school day it may be possible to arrange a special schedule according to which the regular work of four years may be stretched over five. Thus pupils may be free from the stigma of failure or from bad effects of attempting more than can be well done. Meeting the needs of such pupils may interfere with the operation of a rotating program, such as is now in vogue in some high schools, but in most high schools the fixed program is probably the better arrangement. If rotation programs are desirable, such rotation may be confined to the forenoon session.

Type C—Related Optional Employment offers a problem that must be settled according to the exigencies of the case. The length of the

assignment, the interval at which demands are made, and the number of pupils vary so greatly that no definite program can be arranged in advance. With almost no warning a group of boys are invited to help in taking stock; three girls are requested to take charge of a luncheon; two others have a chance to fit a dress or trim a hat. If it is likely, however, that the work is to be of a secretarial nature, purely secretarial subjects may be assigned to hours at the close of the day, in order that while securing practice in clerical work pupils may not lose essential instruction in academic subjects. Special classes should be arranged where the size of groups permits, in which intensive instruction may be given to make up unrelated school work lost on account of part-time employment.

Type D—Related Required Employment is the type of work to which the term "laboratory" is applied in many schools. Most of this work should be done outside of school hours. Whenever it is done during school hours special provision should be made for such pupils by classes or groups so that they will not lose the class instruction.

IV. EDUCATIONAL AND VOCATIONAL GUIDANCE.

It is safe to assume that many will transfer from an *occasional* to a *regular* type. In such case the work of the vocational supervisor hereinafter described becomes very important. In all part-time work he has the duties of a coordinator, arranging the quota of pupils that are to be had at alternate intervals, looking with great care to their physical and moral welfare in the establishments in which they are working, and also cooperating with the principal to see that the work done in the school is adapted to make the actual vocational progress of the pupil rapid. It must be remembered that in the *occasional* types of part-time work the pupils are getting varied experience which may help them in their life work, while in the *regular* types of part-time education it is assumed that the pupil is actually starting upon his life work. The fact, too, that his pay is to increase with his proficiency, and that his proficiency is to be increased by the proper sort of supplementary instruction given in school, points out the absolute value of a well-trained vocational supervisor.

1. DIRECTOR OF VOCATIONAL GUIDANCE.

The success of the plans for part-time education will depend in no small measure upon the inauguration of an effective and comprehensive plan of vocational guidance. Generally speaking, the boys and girls who are leaving school need guidance in the selection of work. Many of them come from homes where little or no attention is given to vocations. They accept the job that offers the highest

initial wages and do not consider the prospects of promotion. Miles, of Wisconsin, says that 87 per cent of these children enter "blind-alley" jobs. If any class of people ever need the protecting arm and the guiding hand of a true friend, it is these children when they leave their schoolmates and devoted teachers to enter the workaday world. These are the persons who are in special need of vocational guidance. Early in the grades, not long before they begin to plan to quit school, these children should receive educational and vocational guidance. The more money, time, and thought spent in proper guidance of these before they reach the age of 16, the less will be the cost to society for correction, punishment, and mere inefficiency later.

Employment experiences may be of value as a basis for helping the pupil to a wise choice of vocation. In such cases it is of the greatest importance that some one person in the school should help the pupil to profit by these experiences. Has he the aptitudes required in this general field? In what particular subdivision of the field would he succeed best? Is the vocation one which will call forth his best development? Would some other vocation be better for him?

These and many similar questions should be referred to the director of the department of vocational guidance. It should be his principal duty to help develop the sympathy and cooperation of all teachers with vocational guidance. He should be able to show how the school system, as well as the courses of instruction, should function in educational and vocational guidance. In order that the work should be uniformly well done and that each school may know what is being done, he should have frequent and regular conferences of the counselors or representatives from each district or building. The director and those associated with him should be able to give valuable suggestions to those who frame the course of study.

When a choice of vocation has been made, the employment should be in the same field as the vocation chosen, and the experience should be utilized as a basis for the vocational education offered this pupil in the school. To accomplish this result, some person connected with the school must study the pupil at work so as to help him to profit from his successes and failures and to connect up the school instruction, so far as it is vocational, with the practical work.

Again, the wise placement of pupils in part-time employment necessitates a close acquaintance with the occupations of the community. Some one must know the employers and their needs. He must tactfully establish helpful cooperative relations with such employers and at the same time know individually the pupils who are likely to meet the needs of the employer.

2. VOCATIONAL COUNSELORS.

The director of the department of vocational guidance should have assistants according to the amount of work assigned to his department. It is necessary that every high and elementary school should have a vocational counselor.

In the small school these duties may be performed by the school principal, or by some one teacher especially suited to the work by temperament and interest. But such a teacher should fit himself or herself for the work by taking courses in vocational guidance and employment supervision and should also have a reduced schedule of teaching. In the medium-sized high school one person should devote his or her entire time to the work. In the large coeducational high school there should be a man to look after and help boys, and a woman for the girls.

The duties of a counselor in vocational guidance should include the following:

1. Giving advice to individual pupils, but not making actual decisions for them.
2. Helping pupils to find employment and helping employers to find pupils with the proper qualifications.
3. Visiting pupils at work.
4. Helping teachers of vocational subjects to connect their instruction with the employment experiences and needs of the pupils.
5. Cooperating with the parent and child—
 - (1) In discovering and developing that ability of every boy and girl that will give him the greatest economic and social returns.
 - (2) In knowing the requirements and training for various occupations, the qualities necessary for success, the demand and supply of workers, positions, pay, and future in them.

3. SCOPE OF VOCATIONAL GUIDANCE.

In other words a complete vocational guidance program may be said to involve the following eight steps:

1. Survey of the world's work.
2. Studying and testing pupil's possibilities.
3. Guidance in choice and rechoice of vocation.
4. Guidance with reference to preparation for vocation.
5. Guidance in entering upon work; that is "placement."
6. Guidance in employment; that is, "employment supervision."
7. Progressive modification of school practices.
8. Progressive modification of economic conditions.

For an analysis of these eight steps the committee would refer to Bulletin 19 for 1918 of the United States Bureau of Education on

titled, "Vocational Guidance in Secondary Education." (A Report of the Commission on the Reorganization of Secondary Education.)

The foregoing analysis shows that employment supervision is but one aspect of vocational guidance and that all phases of vocational guidance are so closely related that they should be under the same counselor in each school or director for the entire city.

V. ADMINISTRATION OF CONTINUATION GROUPS.

In Group G—Continuation Attendance—we have the largest number of persons involved and the most important problems to consider. The welfare of the State, economic and civic, is to depend in no small measure upon the provisions for this group. So vital are these needs that during one year (1918) 16 states² passed compulsory part-time school laws. The value of this legislation depends on the way in which these laws are enforced and the provisions made by the schools. Many States of the North and West have already included similar measures on their programs for legislation within the next two years. It seems likely that within a short time every State in the Union will enact compulsory part-time attendance laws. There is also a tendency to raise the age-limit of attendance upon part-time classes. The hours per week of required attendance vary from four to eight.

A large enrollment in the continuation classes of any city, however, is cause for inquiry as to whether the full-time education offered by that city is properly adapted to the needs of the pupils. As long as the instruction offered by the school meets the needs of the pupils and the financial circumstances of the family permit, children should be urged to remain in school on full time. Part time should be regarded as the last resort.

I. LOCATION OF CONTINUATION GROUP.

Where, in the school system, should the continuation group be located—in elementary schools, in high schools, or in separate and distinct continuation schools?

In most States none of the children attending continuation classes are under 14 years of age. Some of them had entered the high school before they left school to go to work; others had not completed the elementary school; and, in States where the law does not require the completion of the sixth grade, some were in the sixth or even a lower grade. But children of 14 years of age and over are properly of high-school age. More and more emphasis is now being placed upon the importance of recognizing age as a factor in determining the admission of pupils to junior and senior high schools. This com-

² A brief summary of the laws of these States will be found in Appendix B.

mission in its report on Cardinal Principles of Secondary Education^a states:

We recommend that secondary schools admit, and provide suitable instruction for, all pupils who are in any respect so mature that they would derive more benefit from the secondary school than from the elementary school.

Clearly, therefore, these children do not belong in elementary schools and should not be grouped with the children in those schools.

Furthermore, this commission in its report on Cardinal Principles of Secondary Education urges that the continuation group be organized as one of the groups in comprehensive high schools and not organized as a wholly independent or separate school, giving the following reasons therefor:

In view of the importance of developing a sense of common interest and social solidarity on the part of the young worker and those of his fellows who are continuing in full-time attendance at school, it appears to this commission that this part-time education should be conducted in the comprehensive secondary school rather than in separate continuation schools as is the custom in less democratic societies. By this plan the part-time students and the full-time students may share in the use of the assembly hall, gymnasium, and other equipment provided for all. This plan has the added advantage that the enrollment of all pupils may be continuous in the secondary school, thus furthering employment supervision on the one hand and making easier a return to full-time attendance whenever the lure of industry or the improvement of economic conditions in the family makes such a return inviting and feasible.

At first sight it would appear that the inclusion of a continuation department would complicate the administration of a comprehensive high school. A true comprehensive high school, however, can no longer hold to a short, fixed school day for all pupils. Its facilities must be available at whatever times the needs of any important group of part-time pupils may require. In reality the presence of these pupils will stimulate the comprehensive high school to broaden the conception of its function, so that it will be helped to serve all its pupils more effectively. The importance of employment supervision also will be more clearly recognized.

In recommending that the continuation group be organized as a department of a comprehensive high school—

It is assumed that the principal of a modern comprehensive high school is a man of broad vision and sympathies and consequently will be interested in helping to meet the varied needs of the continuation pupils.

It is assumed that the principal will organize each important group, such as the continuation group, under competent leadership, and at the same time develop, in so far as possible, the sense of social solidarity in the entire student body.

It is assumed that the principal will give the director of the continuation group whatever freedom he may need in working out his

^a Bull. 36 for 1918, U. S. Bu. of Educ.

problems, assisting him in such ways as a broad administrator can assist a competent specialist.

It is assumed that the continuation group will be instructed by teachers selected for their sympathetic insight into the problems of these pupils.

The chief arguments, therefore, for making the continuation group a department of a comprehensive high school rather than placing it in a separate, unrelated organization may be summarized as follows:

1. The continuation pupils will have the consciousness that they are sharing in the use of the best facilities offered by the community.
2. The sense of social solidarity and of loyalty to the whole community will be developed among all pupils of high-school age.
3. The varied needs of continuation pupils can be more adequately met in the larger organization with its varied facilities.
4. The comprehensive high school will be stimulated in its efforts to serve the needs of all pupils of high-school age.
5. The community will be stimulated in gaining a broad conception of the function of the high school, and consequently will give it greater financial and moral support.
6. A return to full-time education on the part of continuation pupils will be encouraged and be made natural and easy whenever circumstances permit. The very coordination of this department with the rest of the school will facilitate this return.

2. THE EDUCATIONAL OBJECTIVES.

The determination of educational objectives in this continuation group is of vital importance. Many children who barely finish the sixth grade with no desire to read would soon become illiterate if the State did not compel attendance in the continuation classes. We must conserve and extend the education already acquired.

There is the financial gain that comes with increased industrial efficiency. This, however, can be easily overemphasized in the case of persons who are lacking in the rudimentary knowledge of the duties and privileges of citizenship. In each case the needs of the individual must be considered, and groups formed so as to meet these individual needs. A study of community civic problems, current events, political and industrial history, practice in oral and written composition, contact with good reading, all of these are important and should result in better citizenship and should bring a finer and broader enjoyment of leisure. Such forms of mathematics as can be applied to the occupation, commercial geography with practical application, the rudiments of commercial law, business arithmetic, special drill in typewriting, free-hand and mechanical drawing, should be available according to the needs of the individual.

The work in the school should not merely duplicate the employment experiences. It should interpret those experiences and should help the young worker to solve the problems arising therefrom.

Since the working hours are becoming fewer, the leisure hours demand more than passing notice. To assume a negative attitude on the question of one's avocation is often to destroy one's efficiency in his vocation. To shorten the hours of labor without enriching the life of the laborer is to give him more hours in which to lower his vitality and morals. The misuse of the hours of leisure makes more criminals and loafers than do the hours of labor. Shall the hours of leisure promote enlightenment, culture, and progress, or promote degeneracy, depravity, and decay? The one encourages the beautiful in music, art, and literature; the other seeks satisfaction in prize fights and the common vices. A great need in our changing social life is an equipment for the right use of leisure.

The health needs of young workers, especially under modern industrial conditions, can not safely be neglected. Few, if any, of these young workers know how to safeguard their health. Properly instructed they will demand sanitary working conditions and will cooperate with the intelligent employer who strives to protect his employees and to increase their vigor and efficiency. The relation of posture to efficiency is a single illustration of the need for health intelligence. Then, too, tendencies to crooked spines, flat feet, and other defects must be detected through physical examinations, and corrective exercises must be prescribed. Recreational games are essential correctives for those engaged in many types of work and must be provided either in school or in recreation centers.

No program for continuation education is adequate unless it gives careful consideration to each of the seven objectives set forth by this commission in its report entitled "Cardinal Principles of Secondary Education." These objectives are: Health; Command of fundamental processes; Worthy home membership; Citizenship; Vocation; Worthy use of leisure; Ethical character.

To do justice to the vital needs of young workers as suggested by these objectives it is necessary that the minimum number of hours of attendance in continuation classes should be not less than 8 hours a week for each week that the high school is in session, or a requirement of not less than 320 hours per year distributed over a reasonably long period of time during the year.

The value of part-time instruction, if properly organized, is out of all proportion to the time involved, because it can utilize as a basis the new experiences of the young worker and his new social and civic contracts. Moreover, continued attendance at school will afford an intellectual stimulus too often lacking to these young persons under the modern subdivision of labor. (Cardinal Principles of Secondary Education.)

A general movement seems to be going through the country to raise the limits of compulsory education. Thus, the period for continuation education is the time between the withdrawal from school and the age of 18 or the completion of a secondary school course. With the increased amount of instruction on general matters of English, arithmetic, community civics, science, geography, and history that pupils may be expected to have acquired, doubtless the time of the older group will be devoted in a larger proportion to vocational education. In all continuation education we must not lose sight of the fact that increased production, better products, and more efficient workmen are not the only ends. Machines may be conceived, planned, and built which will double the output, improve the quality, and require but little repairing or adjusting. No progressive employer of labor thinks of his men only in terms of equipment or their labor in terms of horsepower. Materials and methods used in the continuation school must, both in content and intent, be broad enough to include something more than the development and improvement of technical skill. We must stimulate in the youth a desire for good citizenship and the ability to find suitable enjoyment and wholesome profit in leisure hours.

VI. SUMMARY OF RECOMMENDATIONS.

1. That all those types of part-time work which meet the needs of the community be incorporated into the high-school organization as early as possible.
2. That a department of vocational guidance, including employment supervision, be established in every high school.
3. That the establishment of continuation education be made compulsory.
4. That continuation attendance be made compulsory up to the age of 18, exception being made for those who have completed the secondary school course.
5. That the continuation group be administered as a part of the high-school system.
6. That attendance at continuation classes be required for not less than 8 hours a week or 320 hours a year.
7. That continuation education be sufficiently comprehensive in scope to include all seven of the objectives set forth by this commission.
8. That attendance at continuation classes be in the day time and be counted in the legal hours at which minors may be employed.
9. That in cities and towns having only one high school, the continuation group be located in that high school.
10. That in cities having more than one high school, the continuation group be located in that school, or those schools, whose location is favorable, instead of establishing separate continuation schools.

APPENDIX A.

TYPES OF PART-TIME EDUCATION RECOGNIZED BY FEDERAL ACT.

In the provisions of the Federal act of February 23, 1917, three types of part-time schools or classes are clearly indicated:

1. Schools or classes for those who have entered upon employment giving instruction in the trade or industrial pursuit in which they are employed. (Trade extension part-time schools or classes.)

2. Schools or classes for those who have entered upon employment who wish to fit themselves for a trade or industrial pursuit other than that in which they are employed. (Trade preparatory part-time schools or classes.)

3. Schools or classes giving subjects to enlarge civic and vocational intelligence, i. e., to extend general education or to help in the choice of a vocation. (General continuation part-time schools or classes.) See rulings given above for part-time instruction in other vocations than trade and industrial.

The general characteristics of these three types of education are summarized in the chart.

CHART OF DIFFERENCE AND SIMILARITIES IN THE THREE TYPES OF PART-TIME EDUCATION.

KIND OF SCHOOL.

CHARACTERISTICS.	TRADE EXTENSION.	TRADE PREPARATORY.	GENERAL CONTINUATION.
Controlling purpose.....	To supplement daily work.	To prepare for a trade or industrial pursuit.	To extend and supplement general education.
Age of admission and maximum age.	Entrance, 14 years; no maximum.	Entrance, 14 years; no maximum.	Entrance, 14 years.
Necessary plant and equipment.	Varies according to trade or industry; may be small in case work is related to subjects.	Must approximate that used in industry.	Usual classroom and laboratory manual training.
Minimum for maintenance.	Variable.....	Variable.....	Variable. Least cost of three types.
Character and content of courses of study.	Supplements daily work; depends upon individuals.	Experiences from vocations studied.	Subjects to enlarge civic and vocational intelligence.
Length of course.....	Minimum, 144 hours a year.	Minimum, 144 hours a year.	Minimum, 144 hours a year.
Qualifications of teachers.	Master of trade or technical subjects, or both.	Master of trade or technical subjects, or both.	Teacher of experience in elementary or high school, with appreciation of industry.
Aim for pupils.....	To better fit for employment in work now engaged in.	To learn a trade while engaged in some other occupation.	To add to general education.

According to section 11 of the Federal act, at least one-third of the money apportioned to a State for the salaries of teachers of trade, home economics,

and industrial subjects must be expended, if at all, for part-time schools and classes; the act further provides that the subjects given must be to enlarge the civic or vocational intelligence of persons over 14 years of age who have entered upon employment. This is interpreted clearly to mean general continuation school work as well as trade extension and trade preparatory work. Part-time education has been advocated in some form by the Federal Board for Vocational Education from its very inception.

Pennsylvania and Wisconsin were the first States to make laws providing for compulsory school attendance of children over 14 years of age, and these States passed these laws before the enactment of the Federal Vocational Education Act.

Wisconsin passed the law in 1911. It provided that children who go to work between 14 and 16 years of age must attend school 4 hours a week. This law was amended at successive sessions of the legislature until it now requires employed children between the ages of 14 and 17 to attend continuation schools for not less than 8 hours per week.

In 1913 Pennsylvania enacted a law that required the attendance of all children between 14 and 16 who are employed to attend school not less than 8 hours a week. This does not apply to children "employed on the farm or in domestic service in private homes."

Mr. Lewis H. Carris says:

It is to be observed that these States present the widest variety of conditions as to population, conditions of industry, and education. As to population they vary from the most populous State in the Union, New York, to Nevada, one of the least populous. It is evident that the problems of administration will vary in these two States to almost as great a degree of difference as is indicated by the ratio of population of these States. Perhaps, however, not in the degree of difficulty, since it may prove more difficult in fact to administer a State program of compulsory part-time schools in a sparsely settled community than in a large city where large groups of children are to be taught. If the State board or State superintendent should be too lenient in the granting of permission for the nonestablishment of compulsory part-time schools where such provision has been made, the acts would become practically permissive mandatory laws.

APPENDIX B.

SUMMARY OF LAWS IN THE 19 STATES THAT REQUIRE CONTINUATION EDUCATION.

Probably no one phase of education has received more attention within so short time as compulsory part-time schools. Within two years, 16 States enacted compulsory part-time education for employed children over 14 years of age, Wisconsin and Pennsylvania having previously passed part-time education laws, and Massachusetts followed somewhat later. In eight of these States the compulsory period extends from 14 to 18, in nine States from 14 to 16, in one from 14 to 17, and in one from 16 to 18.

The following data are taken from Bulletin 55 of the Federal Board of Vocational Education:

Attendance in continuation schools.

States.	Minimum number of minors required to establish classes.	Ages of required attendance.	Hours a week required attendance.	Length of school year.	Law in effect.
Arizona.....	15	14-16	5	150 hours	1919
California ¹	12	14-18	4	(²)	1920
Illinois.....	20	14-18	8	(³)	1921
Iowa.....	200	14-16	4	(⁴)	1919
Massachusetts ⁵	50	14-18	8	(⁶)	1920
Michigan.....	15	14-16	8	(⁷)	1920
Missouri.....	25	14-16	4	(⁸)	1919
Montana.....	15	14-18	4	(⁹)	1919
Nebraska.....	15	14-18	8	144 hours	1919
Nevada.....	15	14-18	4	(¹⁰)	1919
New Jersey.....	20	14-16	6	36 weeks	1920
New Mexico.....	15	14-16	5	150 hours	1919
New York ¹¹	20	14-18	4-8	(¹²)	1919
Oklahoma.....	20	16-18	144 hours	1919
Oregon ¹³	15	14-18	5	(¹⁴)	1919
Pennsylvania.....	30	14-16	8	(¹⁵)	1915
Utah.....	15	14-18	4	144 hours	1919
Washington ¹⁶	15	14-18	4	(¹⁷)	1920
Wisconsin.....	(¹⁸)	14-17	8	8 months	1911

¹ High-school districts having 50 or more pupils must establish part-time classes.

² Same as public schools.

³ Referendum adopted by all towns affected except one.

⁴ Establishment required only in cities of over 5,000 population.

⁵ Attendance upon evening school may be substituted.

⁶ Districts may organize schools upon written request of 25 residents.