

Life Adjustment Education

For | **EVERY
YOUTH**

Bulletin 1951, No. 22

FEDERAL SECURITY AGENCY • Office of Education

Foreword

BECAUSE our way of life depends upon an educated citizenry, there is a great need for improving American high schools. In the school year 1940-41, the best year of our history as far as enrollments were concerned, only 73 percent of the youth of high-school age were enrolled in schools. Despite the fact that no other nation has been able to extend secondary education to so great a proportion of its people, this achievement is not consonant with American ideals of equality of opportunity.

The task of providing an appropriate education for each youth of high-school age is complex at present. It will be much more complex and difficult of achievement in a few years when the increased birth rates of the war years are reflected in larger high-school enrollments. American high schools have a few short years in which to prepare for greatly increased responsibilities.

This bulletin is designed to assist teachers, board members, and patrons in preparing our schools to meet these increased responsibilities.

Oscar P. Ewing

Administrator.

Life Adjustment Education
For **EVERY YOUTH**

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Bulletin 1951, No. 22

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Office of Education • EARL JAMES McGRATH, *Commissioner*

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For this printing but few revisions have been made in the former offset edition. The table in the Brief for the Program (p. 14) and the chart in the section dealing with Characteristics of the Youth with Whom the Resolution is Concerned (p. 14) have been brought up to date; the Prospectus of Action Program, which followed the Commission's Statement of Purpose, has been eliminated. The aim has been to insure the permanence of the record rather than to bring to date the activities of the commission. Information concerning the activities of the first Commission on Life Adjustment Education for Youth is available through the United States Government Printing Office in Bulletin 1951, No. 3. Information concerning the activities of the second commission will be available currently in conference reports issued by the Office of Education, Federal Security Agency.

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Introduction

IT HAS long been a cherished hope of the American school system to make secondary education quite as much the common heritage of youth as elementary education. To make this ideal a reality, much hard work has been done—many careful studies of the problems involved have been made; intriguing plans and objectives have been formulated; daring experiments have been undertaken; promising programs of action have been proposed. Despite these widespread efforts to universalize secondary education and the significant progress in this direction already made, *statistics for 1947-48 reveal that only about 7 youth out of 10 enter senior high school and fewer than 5 of them remain to graduate.*

A number of conditions are responsible for this disparity between the widely held educational ideal and the disturbing fact that even today about 30 percent of the youth do not even begin high school and 30 percent more do not complete the work begun. Foremost among the deterrents to high-school attendance are: The need or the desire to help earn an income; lack of funds, clothing, or similar personal problems of the pupils; inaccessibility of suitable schools and courses of instruction; and, finally, failure of too many schools or teachers to provide high-school instruction having sufficient meaning, value, and appeal to the pupils and their parents to overcome deterrents to high-school attendance.

It has been abundantly demonstrated that almost any apparent block to high-school attendance can be overcome where there is an all-impelling interest in doing so. The last-named factor, therefore, entails all of the others. It is this factor—namely, the development, try-out, and spread of programs of instruction which will have greater value, meaning, and appeal to more of the youth of high-school age—which is the major concern of this report and the regional and national conferences to which it relates.

This report consists of three major parts: Part I explains the purposes and proposed activities of the recently appointed Commission on Life Adjustment Education for Youth; part II describes the origin, composition, and recommendations of the National Conference on "Life Adjustment Education" (Prosser resolution) held in Chicago, May 8-10, 1947, preceding the appointment of the commission; and part III presents "Common Understandings for a Program of Action." The purpose of parts I and II is to provide information on the steps thus far taken as a result of the Prosser Resolution (quoted in full early in part II); part III represents an effort to show illustratively what the resolution means in terms of problems and changes to be faced by American secondary education.

In using the Prosser Resolution as the point of departure for inaugurating certain activities looking toward narrowing the gap between the ideal and present practices of the schools in making a meaningful program of secondary education the birthright of every youth, the Office of Education fully recognized that a great many important steps had already been taken in that direction. So much was this Office aware of the significant progress already made toward the desired goal that part III of this report seeks to achieve common understanding of the meaning and implication of the Prosser Resolution by borrowing freely from reports and pronouncements which already had wide circulation and acceptance among educational leaders.

The question may well be raised at this point: Why should another effort be made at this time to effect major improvements in the programs and processes of secondary education when so many significant attempts have already been made or are now in progress? There are basically two reasons for making the Prosser Resolution the point of departure for the conferences already held and the proposed action programs recommended by these conferences. The most obvious reason for yet another effort to broaden and improve secondary education, with a view to serving every youth, is that despite the significant progress made to this end during recent years, there is still so much to be done. The schools of today are failing many youth, and these failures are far reaching and irrevocable both as they concern the future of individual boys and girls and as they concern the welfare of society.

The second reason for using the Prosser Resolution as the point of departure for another effort to improve the services of the high schools is that this resolution originated with the Nation's outstanding leaders in vocational education. The major gap in the services of the secondary schools, as pointed out by Dr. Prosser, lies between college-preparatory education on the one extreme and vocational education on the other. Since the original programs of secondary education were largely limited to preparing the few for success in college, the major improvement in the services of the high school has been the development of a basic program of vocational education. To this basic program, additions have been made from time to time to prepare youth for a growing variety of vocations. Leaders in vocational education are now recognizing that despite the successes achieved by the systematic programs they devised, there are many vocations for which training cannot very well be provided within the walls of the school. It can be done better on the job. The Prosser Resolution, therefore, made the unique proposal that proponents of general education and those of vocational education join forces in a genuine

effort to work out mutually acceptable solutions to the problems of modernizing secondary education. To this end, the resolution specified that representatives of the two groups consider the problems involved and formulate essential programs of action.

It would seem clear that if there are any basic differences among educational leaders concerning the objectives of secondary education and the ways and means through which these objectives can best be achieved, these differences should first of all be completely composed. If the plans herein described should in any way further common understanding of how secondary education can be improved, and if they should help young people better to fill their niches in life, the purposes of this bulletin, and the action programs to which it relates, will have been fulfilled.

The Office of Education is indebted to the large number of educational leaders who participated in the conferences herein reported. Without them this whole project would have no meaning. Gratitude is extended to those who rendered services as officers of the several committees and to persons who, through their writing and other labors, contributed to this project. Foremost among those is Charles A. Prosser, author of the resolution, and a never-ending source of inspiration.

Thanks are due Fred T. Wilhelms, associate director, Consumer Education Study of the National Association of Secondary-School Principals, who, at the request of Committee No. 1 prepared the section of part III of this report entitled "Consumer Education." Thanks are also due Georgia Howe, board of education, Portland, Oreg., and Roy G. Fales, supervisor of industrial arts, in the State Education Department, Albany, N. Y., who at the request of the committee put their ideas relating to life adjustment education into writing. Their statements are published in this report as An Emphasis Upon Reality, appendix A, and the Role of Practical Arts Education, appendix B.

This report is the product of the efforts of many persons, but chiefly of the staff members of the Divisions of Secondary and Vocational Education of the Office of Education. The following staff members were responsible for formulating the final report: J. Dan Hull, assistant director, Division of Secondary Education, Walter H. Gaumnitz, specialist for Small and Rural High Schools, and Mrs. Grace S. Wright, research assistant. Roosevelt Basler until recently chief, Instructional Problems, and now superintendent, Millburn (N. J.) Township public schools, as a member of the Office staff carried heavy responsibilities in planning the regional and national conferences, and in preparing many of the original documents published in this connection.

JOHN W. STUDEBAKER.

Suggestions for Uses of This Bulletin by Local School Systems and Teacher Education Institutions

LOCAL PROJECTS need wait for neither the initiative of the National Commission nor the direction of State commissions. Indeed, it seems evident that the eventual plans and activities of the National Commission on Life Adjustment Education for Youth, already under way, and those of similar State-wide commissions when these come into being, will greatly gain from whatever independent experimentation and demonstration is undertaken.

To facilitate such experimentation, and to achieve some degree of unity of outcome, an effort is made below to suggest how this bulletin can be used by those in charge of local school systems and by institutions educating teachers.

A. Careful study of the ideas proposed in part II, especially those of Committee No. 2, will suggest many projects which may be undertaken immediately either by leaders in charge of secondary education of city or county school systems or by deans, department heads, or professors concerned with preparing the administrators and teachers for this field. In many cases joint action by both groups would best produce the desired results. Adaptations to fit local conditions will of course be necessary. A few of the projects proposed by the committees (see part II) are cited by way of illustration:

1. To determine the need for more emphasis upon life adjustment education, leaders in secondary education can make or supervise local studies of the occupations, continued education, successes or failures, and criticisms or commendations of present high-school programs by such groups as high-school drop-outs, honor students, outstanding athletes, the lowest 25 percent of the graduating classes, the highest 25 percent, etc.
2. To develop more effective teaching methods and materials, deans of education and high-school superintendents can lead their staffs in studying, developing, and experimenting with specialized methods, materials, and equipment which

are most successful in teaching various types of high-school youth, e. g., rapid, average, and slow learners; those destined for college, for managerial positions in business and industry, for the skilled trades, or for common labor, etc. Such studies can also test the validity of the specialized teaching techniques and materials already in use with such groups.

8. Heads of teachers colleges and high schools can encourage teachers to visit schools which have been identified as more successful than others in (a) providing meaningful educational experiences to all high-school youth; (b) keeping drop-outs to a minimum; (c) finding many ways of relating education to the problems of everyday life, etc.
4. Graduate professors can develop seminar courses and workshops for high-school principals, supervisors, and teachers concerned with such fundamental problems as (a) formulation of a philosophy of high-school education which will embrace every youth of high-school age rather than the selected few; (b) development of a sound balance between common objectives for all and specialized objectives for selected groups; (c) devising workable procedures for making maximum educational use of community problems, personnel, and other resources; (d) development of sound policies for lengthening and reorganizing the school schedule, the school day, and the school year; and (e) evaluating, accrediting, and certifying progress toward high-school objectives in life adjustment education.
5. Teacher-education institutions can appoint committees consisting of members of their own staffs and of nearby high-school leaders to reexamine and reorganize their curriculums. Undergraduate courses for educating high-school teachers—courses in philosophy of education, principles of education, social foundations of education, and teaching methods and aids in special fields—need to be reoriented toward and provide realistically for the educational needs of every youth of high-school age rather than the selected few for whom the programs of these schools were originally devised.
6. The local school authorities can give leadership to county- or city-wide committees of local laymen in determining for themselves the extent to which existing high-school programs are or are not serving various types of youth. These committees can be given opportunities to appraise the purposes and the effectiveness of the various school services—curriculums, test-

ing and guidance, health services, home and family education, student activities, innovations, etc. They can help in developing among laymen study clubs, public forums, school visitation plans, parent-teacher activities; they can promote, publicity programs through the newspapers, popular reports moving pictures, radio skits, etc., to inform the public about their high schools.

- B. Since part III consists of Common Understandings, gleaned chiefly from sources widely accepted as best describing modern purposes and processes of secondary education, each of the 10 sections can serve as a syllabus of an important aspect of life adjustment education for every youth. The various sources cited can be used as selected readings to promote further study. To illustrate, if meaningful high-school programs for *all* are to become a reality and not only a pious wish, local groups may use the section Administrative, Financial, and Organizational Arrangements to find workable solutions for certain critical administrative problems which have long thwarted the development of such programs—better use of community resources, more flexible but sound standards for graduation and college entrance, a longer school day and year, district reorganization, continuous and better training for teachers, better financing.

The following suggestions offer some specific uses which can be made of part III on the local level:

1. Selected sections can be used by teachers colleges as units of courses for the education of high-school staffs.
2. Selected sections can be used as the bases for planning a series of faculty meetings either for the high-school staff as a whole or for the various departments. Committees might be appointed to study each section with a view to the application of the ideas presented to local conditions and problems. The findings of such committees could be presented to the whole staff, to the school board, or to the public.
3. Part III may serve as an outline to provide points of departure for a series of summer workshops, carried on either at a teacher-training institution or within a given school district.
4. The several sections of part III can be used as background for a series of studies and programs by local associations of parents and teachers.
5. Most of the sections of part III suggest problems which need further study, experimentation, and demonstration. Graduate students and other research organizations can test or validate the changes in high-school programs proposed.

PART I

Part I. The Commission On Life Adjustment Education For Youth

STATEMENT OF PURPOSE

Following the recommendations of a national conference of educational leaders held in Chicago in May 1947 (described in part II of this bulletin), United States Commissioner of Education John W. Studebaker appointed a Commission on Life Adjustment Education for Youth from nominees suggested by nine national educational organizations.¹ The Commission held its first meeting in Washington on December 1, 2, 3, 1947.

The goal of the Commission is to assist in increasing the effectiveness of present efforts through education to meet the imperative needs of all youth. To that end it is concerned with stimulating programs which more adequately meet the needs of pupils now in school. Even more, it is concerned with the types of education needed by the adolescent youth who drop out of school because their needs are not being met realistically.

As a means of achieving these aims the Commission proposes—

1. To stimulate the development of programs of education more in harmony with life adjustment needs of all youth by encouraging in each State the organization of a selected group of secondary schools which will make cooperative efforts to improve.

¹ Members of the Commission and the organizations they represent are:

American Association of School Administrators: Benjamin C. Willis, chairman, superintendent of schools, Yonkers, N. Y.

American Association of Junior Colleges: Charles S. Wilkins, president, State Agricultural and Mechanical College, Magnolia, Ark.

American Vocational Association: J. C. Wright, Washington, D. C.

National Association of High-School Supervisors and Directors of Secondary Education: Paul D. Collier, director, Bureau of Youth Services, State Department of Education, Hartford, Conn.

National Association of Secondary-School Principals: Francis L. Bacon, principal, Evanston Township High School, Evanston, Ill.

National Association of State Directors for Vocational Education: M. D. Mobley, director, Division of Vocational Education, State Department of Education, Atlanta, Ga.

National Catholic Welfare Conference: Rev. Bernardine Myers, president, Secondary-School Department, National Catholic Educational Association, Care of Fenwick High School, Oak Park, Ill.

National Council of Chief State School Officers: Dean M. Schweickhard, commissioner of education, St. Paul, Minn.

National Education Association: Marcella Lawler, State Department of Education, Olympia, Wash.

2. To locate effective instructional materials prepared to meet needs which have been revealed in actual situations, and co-operate in the development of additional materials.
3. To identify schools already serving in a comprehensive way the great majority of youth in their communities and study their administrative practices, instructional techniques, and the quality and character of the learning activities.
4. To keep the educational profession and the general public continuously informed of the significant activities and findings of the Commission and cooperating groups.

After these projects have been undertaken, it is expected that the Commission will report not only on established procedures and practices, but also on successful efforts to create and develop new ones.

The Commission can function only in cooperation with State Departments of Education. It expresses its willingness to assist these State agencies in organizing the resources of leadership in the State to the end that Life Adjustment Education becomes thoroughly incorporated into the educational offerings of all schools within the State. *Its readiness to assist is dependent upon securing funds with which to work.*

The question may well be raised, "What is Life Adjustment Education?" To some people the term has suggested a particular device or prescription, an emphasis on conformity to a specific pattern, or even a startling new pronouncement designed to cure the ills of education. At present the Commission on Life Adjustment Education for Youth offers no new pronouncements; rather it proposes to do something about the pronouncements which already have been made.

In the United States during the past 30 years there has been an increasing tendency to measure the effectiveness of curricula by how fully they provide experience in present living and experiences which prepare for the activities of living. There also has been an increasing emphasis on evaluating the effectiveness of instruction in terms of the extent to which it influences behavior. These trends are reflected in the yearbooks and other publications of organizations representing higher education as well as elementary and secondary education. Through the study of hundreds of educational analyses, surveys, experiments, and reports of commissions, school workers have acquired a sharper understanding of what is vital and meaningful in the preparation of youth for the job of living.

National committees have been developing and extending basic theses for the past 30 years, and they have made progress in clarifying thought and securing consensus. It is the conviction of the Commission that there is available such a wealth of sound theory by which

to achieve effective educational programs that at this time the great need is for action which translates the theory into school practice.

The Commission on Life Adjustment Education for Youth is unique in that its major responsibility is that of translating into action recommendations contained in reports which other commissions or committees have made. The reports which the Commission would implement are those which have been issued by responsible professional groups such as the Commission on the Reorganization of Secondary Education, the American Youth Commission, the Committee on Orientation of the National Association of Secondary-School Principals, and the Educational Policies Commission.² These groups have set forth concepts of secondary education which are accepted generally and broadly by leaders in all fields of American education. The Commission believes they are so commonly held that they can serve as a basis of agreement for the development of a program of action for the education of all American youth.

The Commission defines Life Adjustment Education as that which better equips all American youth to live democratically with satisfaction to themselves and profit to society as home members, workers, and citizens.

It is concerned with ethical and moral living and with physical, mental, and emotional health.

It recognizes the importance of fundamental skills since citizens in a democracy must be able to compute, to read, to write, to listen, and to speak effectively. It emphasizes skills as tools for further achievements.

It is concerned with the development of wholesome recreational interests of both an individual and social nature.

It is concerned with the present problems of youth as well as with their preparation for future living.

² *Cardinal Principles of Secondary Education*, issued by the Commission on the Reorganization of Secondary Education in 1918.

Issues of Secondary Education. Bulletin of the Department of Secondary-School Principals. Report of the Committee on Orientation. January 1936.

Functions of Secondary Education. Bulletin of the Department of Secondary-School Principals. Report of the Committee on Orientation. January 1937.

Secondary Education for Youth in Modern America, written by Prof. Earl R. Douglass for the American Youth Commission of the American Council on Education in 1937.

The Purpose of Education in American Democracy, issued by the Educational Policies Commission in 1938.

That All May Learn, written by B. L. Dods for the Implementation Committee of the National Association of Secondary-School Principals, 1939.

What the High Schools Ought To Teach, prepared for the American Youth Commission of the American Council on Education in 1940.

Education and Economic Well-Being in American Democracy, issued by the Educational Policies Commission in 1940.

Education for All American Youth, published by the Educational Policies Commission in 1944.

Planning for American Youth, published by the National Association of Secondary-School Principals, 1944.

It is for all American youth and offers them learning experiences appropriate to their capacities.

It recognizes the importance of personal satisfactions and achievement for each individual within the limits of his abilities.

It respects the dignity of work and recognizes the educational values of responsible work experience in the life of the community.

It provides both general and specialized education, but, even in the former, common goals are to be attained through differentiation both as to subject matter and experience.

It has many patterns. For a school, a class, or a pupil it is an individual matter. The same pattern should not be adopted in one community merely because it was effective in another. It must make sense in each community in terms of the goals which are set and the resources which are available.

It emphasizes deferred as well as immediate values. For each individual it keeps an open road and stimulates the maximum achievement of which he is capable.

It recognizes that many events of importance happened a long time ago, but holds that the real significance of these events is in their bearing upon life of today.

It emphasizes active and creative achievements as well as adjustment to existing conditions; it places a high premium upon learning to make wise choices, since the very concept of American democracy demands the appropriate revising of aims and the means of attaining them.

It is education fashioned to achieve desired outcomes in terms of character and behavior. It is not education which follows convention for its own sake or holds any aspect of the school as an end in itself rather than a means to an end.

Above all, it recognizes the inherent dignity of the human personality.

The concepts of education which would be translated into action by schools working with the Commission on Life Adjustment Education for Youth are widely understood and accepted by educational leaders in America. Practice has lagged considerably behind this understanding and acceptance of theory. The Commission hopes that through its efforts it may be instrumental in narrowing the gap between theory and practice.

A RECOGNITION OF DIFFICULTIES IN THE WAY

It is recognized that there are many difficulties in the way of achieving appropriate education for each youth of high-school age. Often desirable teaching units require a knowledge and understanding

of several subject-matter fields, and it is difficult for any teacher to be a specialist in more than one area on the high-school level.

Traditional subjects are logically organized, and they are the stock in trade of teachers already trained. It is difficult to turn aside from respectable content and to venture with materials which are scarce and often poorly organized.

Through the years the influence of the college has given prestige to traditional subjects and procedures. Sometimes this traditional influence has been planned. Often it has been inadvertent. The influence is felt wherever classical language is considered more respectable than the household arts or wherever a school, which by its smallness is limited to one curriculum, offers the college curriculum only because it has status. While this influence is a subtle and pervasive one and thus difficult to change, it should be stated that the recent activities of many college faculties indicate a sympathetic understanding of the secondary-school problem.

Effective teachers are enthusiastic about the subjects they teach, and they are greatly tempted to be more interested in securing greater enrollments for their subjects as they now exist than in adjusting subjects to meet the needs of boys and girls. This is not a particular indictment of classroom teachers; the same type of comment may be made of any group of specialists, such as welfare workers, health specialists, and educational administrators.

When school workers are properly equipped by study, experience and disposition, even with sufficient time for thinking and planning, it is a big task to outline units of work for pupils which aim directly at building better citizens, homemakers, and neighbors. It is a much bigger task actually to build such units of work and make them effective. Moreover, most teachers and administrators do not have sufficient time for thinking and planning. They are handicapped by heavy pupil loads, a lack of resources with which to work, and multitudinous extracurricular duties and community responsibilities.

A second type of difficulty exists in the unsystematized but persistent appraisal which the public makes of the schools. There are readily available criteria for judging the effectiveness of traditional courses. The school patrons and the public generally can easily determine whether or not students are being successfully prepared for college. Employers can judge readily the effectiveness of vocational departments in the high schools. It is not so simple to judge the effectiveness of schools in the more general areas of citizenship, family life, conservation, general occupational adjustment, consumer education, leisure time, or health. The total result is that there are enormous continuing pressures for teachers and principals to continue

doing the things they do well even though these practices fail to meet the needs of many pupils. Traditional programs often do fail to meet needs because both the character of the school population and conditions of living have changed since the programs were established.

The Commission recognizes these difficulties and it has no panacea for overcoming them. It has no single pattern for improvement. However, it is convinced that over the United States many effective efforts are being made. Some of these efforts are in traditional frameworks under traditional subject-matter labels. Other such efforts are included in core or common-learning programs. Some are in the extracurriculum, and some are in community schools. Characteristic of all these endeavors is an emphasis on the influencing of behavior and the building of better personal and community living. The Commission plans to identify such practices and to encourage their wider use.

BRIEF FOR THE PROGRAM

The question may well be raised, Why should another effort be made at this time to effect major improvements in secondary education when so many significant attempts have already been made or are now in progress? The most obvious answer is that despite the significant progress made to this end during recent years, there is still so much to be done. American high schools do not attract and hold many boys and girls long enough to meet their life needs. As is shown in the accompanying table, over the country approximately 80 percent of youth enter the ninth grade; approximately 40 percent remain to be graduated from high schools. In 1940-41, the best year of our history as far as high-school enrollments are concerned, only 73 percent of our youth of high-school age were enrolled in high schools.

The school is one of the important institutions which exercise educational influence, and as such it must assume its full share of responsibility for the behavior of adults. Contemplation of current affairs in American life must convince even those who are most optimistic about the future that all possible means should be used to strengthen the Nation, both within and without. Particularly is strength needed in the areas with which life adjustment education is concerned. There are needs for improving the health of our people and for conserving our natural resources. There are needs for strengthening the family and stabilizing our practices for ethical living. There are needs for defining our foreign policy and governing ourselves in a more responsible fashion. There are needs for placing and keeping our economic machinery in balance and for making more recreative our use of leisure time.

It is apparent that American adults are sorely tried in their efforts

to solve the problems forced upon them by the conditions of modern living. Upon those who have a faith that schools can and do make a contribution to intelligent adult behavior, there rests an obligation for improving the schools.

There is no other nation in the world which has sent as large a proportion of its youth to secondary schools as has this Nation. But no other nation has had a similar need for an informed and intelligent citizenry, and no other nation has had comparable resources with which to meet the needs of youth. Many nations have given far more vigorous consideration to their educational programs and most nations have seen much more clearly than has this Nation that young people are a country's greatest asset. They must be taught efficiency and devotion to the Nation's peculiar ideals and ambitions. These facts are more easily comprehended during war than during peace, but they are equally true during either period.

While the evidence is overwhelming that the problems faced by secondary education are of crucial importance at the present time there are evidences that they will be even more critical in the future. In the years ahead are a certain increase in the total number of youth of secondary-school age and probable increases in the economic and social pressures which impel youth to attend school.

This effort to improve secondary education offers great promise because it is and is to be a joint enterprise of administrators, teachers and laymen from the areas of both vocational and general education. Leaders of these groups have already joined forces and built a platform of common understandings for a program of action.

Another reason for this attempt to improve secondary education lies in the need for a coordinating and implementing agency. The aims of secondary education in America have been clearly stated and the difficulties rather clearly perceived. Many professional individuals and groups are aware of the problems and ready to move ahead if leadership can be provided. There is a great need for action.

Two things are essential to meet the educational needs of all American youth. They are (1) a recognition by the general public of the inadequacies of the means existing for meeting youth problems, and (2) a determination by the faculty of each school that it will do its best with the resources which are available to meet the needs of all youth in the community. In the last analysis secondary education will be improved by teachers, parents, and civic leaders working together in local schools and communities. The Commission on Life Adjustment Education for Youth can and will perform the function of stimulating action, coordinating efforts, encouraging promising innovations, and bringing the issues more prominently to the attention of teachers and the general public.

LIFE ADJUSTMENT EDUCATION

Number continuing per 1,000 pupils enrolled in the fifth grade in the years indicated, by grade or year¹

| Grade or year | Number continuing per 1,000 pupils in the fifth grade in— | | | | | | | | | | | | | | | | |
|-------------------------|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|------------------|------------------|------------------|------------------|------------------|------------------|--|
| | 1925-26 | 1926-27 | 1927-28 | 1928-29 | 1929-30 | 1930-31 | 1931-32 | 1932-33 | 1933-34 | 1934-35 | 1935-36 | 1936-37 | 1937-38 | 1938-39 | 1939-40 | 1940-41 | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | |
| Elementary: | | | | | | | | | | | | | | | | | |
| Fifth..... | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | |
| Sixth..... | 911 | 919 | 928 | 939 | 954 | 943 | 929 | 935 | 944 | 953 | 946 | 954 | 954 | 955 | 963 | 968 | |
| Seventh..... | 815 | 824 | 834 | 847 | 861 | 872 | 884 | 889 | 895 | 892 | 889 | 895 | 901 | 908 | 916 | 910 | |
| Eighth..... | 745 | 754 | 779 | 805 | 825 | 824 | 818 | 831 | 836 | 842 | 839 | 849 | 850 | 853 | 846 | 886 | |
| High school: | | | | | | | | | | | | | | | | | |
| I..... | 642 | 677 | 714 | 736 | 760 | 770 | 780 | 786 | 792 | 808 | 814 | 839 | 811 | 796 | 781 | 781 | |
| II..... | 509 | 552 | 588 | 624 | 647 | 652 | 651 | 664 | 688 | 711 | 725 | 704 | 679 | 655 | 673 | 697 | |
| III..... | 421 | 453 | 485 | 498 | 512 | 529 | 546 | 570 | 594 | 610 | 587 | 554 | 519 | 532 | 552 | 566 | |
| IV..... | 370 | 400 | 415 | 432 | 454 | 463 | 481 | 510 | 489 | 512 | 466 | 425 | 428 | 444 | 476 | 507 | |
| Graduates..... | 316 | 333 | 355 | 378 | 403 | 417 | 432 | 455 | 462 | 467 | 459 | 393 | 398 | 419 | 450 | 481 | |
| Year of graduation..... | 1933 | 1934 | 1935 | 1936 | 1937 | 1938 | 1939 | 1940 | 1941 | 1942 | 1943 | 1944 | 1945 | 1946 | 1947 | 1948 | |
| College: | | | | | | | | | | | | | | | | | |
| I..... | 112 | 129 | 135 | 137 | 139 | 148 | 154 | 160 | 142 | 129 | 119 | 121 | (¹) | (²) | (²) | (³) | |
| Graduates..... | 56 | 60 | 65 | 69 | 70 | 69 | 69 | 47 | 49 | 51 | (³) | (³) | (³) | (³) | (³) | (³) | |
| Year of graduation..... | 1937 | 1938 | 1939 | 1940 | 1941 | 1942 | 1943 | 1944 | 1945 | 1946 | 1947 | 1948 | | | | | |

¹ From Statistical Summary of Education 1917-48 (Federal Security Agency, Office of Education, Biennial Survey of Education, 1942-43, Ch. 1, p. 31).

² Fourth grade in 11-year systems; fifth grade in 12-grade systems.

³ Lack of detailed information regarding veteran students who graduated in 1947 and 1948 makes impossible the calculation of retention rates.

PART 2

Part II. Report of the National Conference on Life Adjustment Education (Prosser Resolution) Chicago, May 8-10, 1947

INTRODUCTION

The purpose of part II is to report the origin and activities of the National Conference on Life Adjustment Education. It includes (1) brief accounts of the events leading to the conference; (2) a description of what was recognized as the "principal purpose" of the conference; (3) an outline of how the conference was organized and of how the committees functioned in preparing definite action plans; and (4) a record of the actual committee proposals and conference recommendations.

This is a review of a series of highly significant achievements. It would be difficult to overestimate the importance of the actions taken by this conference—a conference composed of educational leaders representing all parts of the Nation, representing both vocational education and general education, and representing influential national organizations in the field of professional education. This conference has set the stage for what might well be the next great important development in secondary education—the achievement of educational provisions suited to the needs and abilities of each individual youth of high-school age. Its action heralds the beginning of a series of significant accomplishments designed to achieve in fact the ideal of universal secondary education for American youth. Its plan for action marks the inauguration of an enterprise that promises to involve the many segments and elements of secondary education in one of the most inclusive and cooperative endeavors ever undertaken in the name of the welfare of the Nation's youth. Its proposals provide machinery whereby secondary school administrators and teachers and vocational education leaders may work together to increase markedly the number of attempts being made in secondary schools to meet the need referred to in the resolution. Its proposals also provide machinery whereby the curriculum pronouncements made in recent years by various national educational committees and commissions may receive increased study and implementation.

EVENTS LEADING TO THE NATIONAL CONFERENCE

ORIGIN AND NATURE OF THE RESOLUTION

In January 1944, the Vocational Education Division of the U. S. Office of Education undertook a study of Vocational Education in the Years Ahead. This study covered a period of 1½ years. There was a working committee of 10 persons; this was supplemented by a reviewing committee and a consulting committee. More than 150 persons participated in the study.

On May 31 and June 1, 1945, a final conference was held at the Wardman Park Hotel in Washington, D. C. At that meeting many problems were presented relating to a life-adjustment program of education for that major group of youth of secondary-school age not now being appropriately served by preparation for college or by training for a specific vocation. According to Dr. J. C. Wright, at that time assistant commissioner for Vocational Education, and chairman of the Conference on Vocational Education in the Years Ahead, but few solutions to the grave and persisting problems were offered by the group assembled.¹

Near the close of that meeting the chairman asked Dr. Charles A. Prosser, well-known leader in education and for many years director of Dunwoody Institute, Minneapolis, Minn., to summarize the conference. As a part of his summarization, Dr. Prosser presented what has now become an historic resolution.² This resolution recognized the need for a more realistic and practical program of education for those youth of secondary-school age for whom neither college-preparatory offerings nor vocational training for the skilled occupations is appropriate. It contained a request for the U. S. Commissioner of Education "to call at some early date a conference or a series of regional conferences between an equal number of representatives of general education and of vocational education—to consider this problem and to take such initial steps as may be found advisable for its solution." The resolution was unanimously adopted by the consulting committee.

After receiving the resolution, the U. S. Commissioner of Education waited until the director of the new Division of Secondary Education

¹ From an address by J. C. Wright before the American Vocational Association at its fortieth annual convention, St. Louis, Mo., December 6, 1946.

² Original form of Prosser Resolution:

It is the belief of this conference that, with the aid of this report in final form, the vocational school of a community will be able better to prepare 20 percent of the youth of secondary-school age for entrance upon desirable skilled occupations; and that the high school will continue to prepare another 20 percent for entrance to college. We do not believe that the remaining 60 percent of our youth of secondary school age will receive the life-adjustment training they need and to which they are entitled as American citizens—unless and until the administrators of public education with the assistance of the vocational education leaders formulate a similar program for this group.

We therefore request the U. S. Commissioner of Education and the assistant commissioner for Vocational Education to call at some early date a conference or a series of regional conferences between an equal number of representatives of general and of vocational education—to consider this problem and to take such initial steps as may be found advisable for its solution.

For form of resolution as later reworded, see footnote 5, page 19.

had been appointed and then asked him to plan, in cooperation with the Division of Vocational Education, a series of conferences to consider the meaning and implications of the resolution and the possible means by which solutions to the problem could be devised.

THE FIVE REGIONAL CONFERENCES

From the beginning, this enterprise has been a joint undertaking of the Division of Secondary Education and the Division of Vocational Education. A U. S. Office of Education committee composed of representatives from both divisions prepared the agenda and made other plans for the five regional conferences.³ The first and pilot conference was held in April 1946, in New York City; the second in Chicago the following June; the third in Cheyenne in late September of the same year; the fourth a week later in Sacramento; and the fifth and final regional conference was held in Birmingham in November 1946.

Membership of each of these conferences was composed of leaders from the fields of vocational education and of general secondary education; there were approximately 25 participants in each conference; they included principals of secondary schools, State directors and supervisors of vocational education, superintendents of school systems, staff members of State departments of education, administrators and professors from institutions which prepare teachers, directors of curriculum and instruction, directors and research specialists in pupil personnel services, and officers of national organizations of workers in these several areas. They came from what may be accurately described as every geographical region, including 35 States and the District of Columbia.

Careful reports on the deliberations of each of these conferences were prepared for distribution to the conferees and other interested persons and organizations. Many suggestions were developed concerning (1) the characteristics of the group with whom the resolution is concerned; (2) the types of offerings and educational experiences which should be devised to meet their needs; and (3) the organizational rearrangements in schools, school districts, and State systems which will be necessary if the ideals of the resolution are to be achieved.

Without question the regional conferences validated the existence and importance of the problem referred to in the resolution. Each conference recommended that the U. S. Office of Education sponsor a national conference to develop a plan of action aimed at a continuing and concerted attack on this problem.

³ This committee, under the chairmanship of Galen Jones, director, Division of Secondary Education, was composed of the following members: From the Division of Secondary Education: Roosevelt Basler, chief of instructional problems; Maris M. Proffitt, assistant director (retired December 31, 1946); from the Vocational Education Division: R. W. Gregory, assistant commissioner for Vocational Education since July 1, 1946; Layton S. Hawkins, chief of trade and industrial education; J. C. Wright, until July 1, 1946, assistant commissioner for Vocational Education.

The work of the regional conferences consisted primarily of exploratory discussions of the problems inherent in the resolution and of possible ways of reaching solutions to them. Some time was spent in considering the nature of the youth with whom the resolution was concerned, the characteristics they have in common, if any, and the means by which they can be identified. In addition, attention was devoted to the question of what would constitute a suitable program of education for those particular youth and to the question of how the changes in schools and school systems which are indicated thereby can be accomplished.

It was the consensus of those participating in the regional conferences:

1. That secondary education today is failing to provide adequately and properly for the life adjustment of perhaps a major fraction of the persons of secondary-school age.
2. That public opinion can be created to support the movement to provide appropriate life adjustment education for these youth.
3. That the solution is to be found in the provision of educational experiences based on the diverse individual needs of youth of secondary-school age.
4. That a broadened viewpoint and a genuine desire to serve all youth is needed on the part of teachers and of those who plan the curriculums of teacher-training institutions.
5. That local resources must be utilized in every community to a degree as yet achieved only in a few places.
6. That functional experiences in the areas of practical arts, home and family life, health and physical fitness, and civic competence are basic in any program designed to meet the needs of youth today.
7. That a supervised program of work experience is a "must" for the youth with whom the resolution is concerned.
8. That one of the principal barriers to the achievement of the ideals of the resolution is the multiplicity of small, understaffed, and underfinanced school districts in this Nation.
9. That an intimate, comprehensive, and continuous program of guidance and pupil personnel services must constitute the basis on which any efforts to provide life adjustment education must rest.

The regional conferences served their purposes well. It was the groundwork laid at these conferences which made possible the considerable accomplishments of the National Conference. Incidentally, they proved beyond all question that those who have been primarily

engaged in vocational education and those whose work has been largely in the field of general secondary education can work together in harmony and can make outstandingly significant contributions by joint endeavor.

THE PREPARATION OF PLANS AND MATERIALS FOR THE NATIONAL CONFERENCE

The Office of Education Committee in charge of arrangements for the National Conference held frequent and lengthy sessions for the purposes of making careful and detailed plans and of preparing pertinent materials needed in connection therewith.⁴ The policy of placing these materials in the hands of participants well ahead of the conference dates was followed. In some cases reactions to the contents of certain materials were solicited and used in further planning. The following materials were forwarded on the dates indicated to those persons who had accepted the Commissioner's invitation to participate in the National Conference:

1. *An Interpretation of the Prosser Resolution* (March 3)—a five-page statement prepared in collaboration with Dr. Prosser, which consisted of an explanatory rewording⁵ of certain portions of the resolution to avoid misinterpretation and misunderstanding.
2. *A Tentative Statement Concerning the Meaning and Implications of the Prosser Resolution* (April 3)—a 51-page synthesis of points on which there was general agreement at the regional conferences and of statements bearing on this problem which had appeared in recent pronouncements prepared by recognized national educational commissions and associations. (A revised form of this statement is included as part III of this

⁴ This committee, under the cochairmanship of Galen Jones, director, Division of Secondary Education and R. W. Gregory, assistant commissioner for Vocational Education, was composed of the following members: Roosevelt Bealer, chief of Instructional Problems, and Carl A. Jensen, chief of organization and supervision, Division of Secondary Education; and Edna P. Amidon, chief of Home Economics Education and Layton S. Hawkins, chief of Trade and Industrial Education, Vocational Education Division.

Other Office of Education personnel who assisted in the preparation of certain conference materials were: *From the Division of Secondary Education:* Walter H. Gaumnitz, specialist for Small and Rural High Schools; Frank S. Stafford, specialist for Health Education, Physical Education, and Athletics; David Segal, specialist for Tests and Measurements; Grace S. Wright, research assistant; Franklin R. Zeran, specialist for Counseling, Pupil Personnel, and Work Programs; *from the Vocational Education Division:* Muriel W. Brown, consultant in Home Economics Education; Allen T. Hamilton, special representative, Trade and Industrial Education; H. B. Swanson, specialist in Teacher Training, Agricultural Education.

⁵ Reworded form of Prosser Resolution:

It is the belief of this conference that, with the aid of this report in final form, schools will be able better to prepare for entrance upon desirable skilled occupations those youth who by interest and aptitude can profit from such training. We believe that the high school will continue to improve its offerings for those youth who are preparing to enter college. In the United States the people have adopted the ideal of secondary education for all youth. As this ideal is approached, the high school is called upon to serve an increasing number of youth for whom college preparation or training for skilled occupations is neither feasible nor appropriate. The practical problems connected with the provision of a suitable educational program for this increasing number are so great and the schools to date have had, comparatively, so little experience in this enterprise that the problem merits cooperative study and action by leaders in all aspects of secondary education. (We believe that secondary school administrators and teachers and vocational education leaders should work together to the end that the number of attempts being made in secondary schools to meet this need will be greatly increased and to the end that the pronouncements made in recent years by various educational groups which are suggestive of needed curriculum patterns will receive increased study and implementation.)

document under the title: "Common Understandings for a Program of Action.")

3. *Agenda for the National Conference on the Prosser Resolution* (April 15)—an outline of the chief purposes of the conference, schedule of meetings, manner in which the conference was to be organized, and assignments to be handled by working committees.
4. *Personnel of the National Conference* (April 25)—a complete roster of personnel with their respective assignments of committee responsibilities.

Prior to the conference the conferees were asked for their written reactions to a Tentative Statement Concerning the Meaning and Implications of the Prosser Resolution. The response was enthusiastic and generous; many interesting, provocative, and helpful suggestions were received. A 20-page compilation of these suggestions was prepared, mimeographed, and submitted to the conferees at Chicago on May 8 for the use of the working committees. These suggestions were taken into account in revising the original statement of Common Understandings published herewith as part III.

THE PRINCIPAL PURPOSE OF THE NATIONAL CONFERENCE ON LIFE ADJUSTMENT EDUCATION (PROSSER RESOLUTION)

Throughout all its planning sessions and in connection with the preparation of all the materials described in the foregoing section, the committee in charge of arrangements was guided by the fact that the developments to that date revealed that there was one inevitable and compelling purpose to be achieved by the National Conference.

The five regional conferences had validated the existence and importance of the problem referred to in the resolution. Certain clarifying interpretations had been developed by the committee in collaboration with Dr. Prosser. A group of specialists in the Office of Education had studied the findings of the regional conferences and the pronouncements or common understandings which already had been given wide currency by national educational organizations, and had prepared therefrom a statement concerning the meaning and implications of the resolution on which general agreement at the National Conference was expected. As the many implications of the resolution were gradually uncovered and followed to their conclusions, both the importance and difficulty of the task of bringing about the many changes and improvements in school offerings which were indicated thereby became increasingly apparent. It was in the light of these

facts that it was deemed appropriate to set the following task for the National Conference:

TO PREPARE A PLAN for Organizing, Financing, and Administering a Three-Phase Action Program on the Prosser Resolution:

- A. Aimed at creating a wide understanding of the problem and its implications.
 - 1. On the part of the general public.
 - 2. On the part of all school people.
- B. Aimed at stimulating in States and selected communities programs or aspects of programs which will be suggestive to other States and other schools.
- C. Aimed at the initiation, operation, and continued development of such education services in every community.

THE PLAN for organizing, financing, and administering such an action program must take into account that all three of its phases are interrelated and will need to be carried forward concurrently and continuously. **THE PLAN** will need to provide for action at national, regional, State, and local levels.

With what marked success the conference accomplished this purpose may be seen from a study of the recommendations reproduced under a section of this report entitled "Committee Reports and Conference Action."

ORGANIZATION AND COMMITTEE ASSIGNMENTS—THE CONFERENCE AT WORK

The committee organization and the manner in which these committees worked together to develop the significant conference reports constitute a thrilling story of cooperative endeavor. This story is told in the following pages of this report.

The personnel of the National Conference was like that of the several regional conferences in that it represented national leadership in the various aspects of vocational education and general secondary education. The roster of those attending is reproduced herewith as appendix C. For each committee and for each of its subcommittees there was a chairman, an associate chairman, a secretary, a consultant, and an Office of Education representative. Acceptance of these assignments was sought from the respective participants prior to the conference dates. The conferees understood that the important objective of this conference was not the growth and development of individual participants—although such was, of course, inevitable—but was, rather, the production of practical, usable action plans. The conference was organized into working committees to achieve definite, stated, attainable purposes described in the agenda sent out well in advance of the conference.

The two general sessions on the opening day provided opportunity for the conferees to hear Dr. Charles A. Prosser, father of the resolution, and provided also for a "briefing session" at which the cochairmen provided instruction and answered questions regarding committee activities. The major portion of conference time was devoted to committee discussion and action. After the committees had been in session three times, provision was made for a general session at which preliminary committee reports were heard and discussed. This device made it possible for committees to so refine their recommendations that the conference was able to take action on the completed reports at the final session with a minimum of revision.

In opening the conference, Dr. Galen Jones, cochairman, stated that—

We are convened here to consider a problem which is of central importance in education and which, we will all agree I am sure, is central to the perpetuation and improvement of the American way of life. That approximately one hundred persons in key positions of leadership in American education have arranged to give these several days to planning a program of action attests to the value and possibilities of this conference.

In commenting upon the motives which had compelled the participants to make a place for this conference in their busy schedules, Dr. Jones said,

We are all earnestly concerned with accelerating the realization of the ideal of functional education for all youth. That a significant proportion of the youth of secondary-school age are not yet being appropriately and adequately served by sound programs of education is of great concern to all of us—it undoubtedly is the reason which has driven each one of us to be present here today. Another genuine source of motivation for most of us has been the realization that this conference provides a medium for cooperative attack on this persisting problem by all of those interested in various aspects of secondary education.

As the revised committee reports were heard one by one on the final day, it became increasingly apparent that this conference had exceeded all possible expectations cherished by even the most optimistic member of the committee on arrangements. Here were clarifying statements concerning all aspects of the resolution—what it meant, what would be involved in its realization, what stood across the road leading to the solution of its problems, and the like. Here were clearly defined activities which needed to be conducted at national, State, and local levels; and here were carefully delineated plans for administering these activities. Here were proposals for establishing, financing, and managing a continuing organization to stimulate and guide the conduct of such activities. Here were feasible, practical, workable devices for uniting all interested groups for a concerted effort on behalf of the Nation's neglected youth.

That the author of the resolution was highly pleased with the accomplishments of his fellows was evident from his inspiring remarks with which the conference was closed. He said, in part:

We have been talking here these past few days about all our hopes for the years ahead. Never in all the history of education has there been such a meeting as this one in which you have participated so loyally, so faithfully, and with such great productivity. Never was there such a meeting where people were so sincere in their belief that this was the golden opportunity to do something that would give to all American youth their educational heritage so long denied. What you have planned is worth fighting for—it is worth dying for.

Because of what you have done, we are on the eve of a system of education which looks after all American youth—those who go to college and those who do not; those who enter skilled occupations and those who do not.

I have thoroughly enjoyed the small part I have played in all this. I have never seen a group so sincere, never so much earnest thinking and earnest achievement. This is prophetic of the thinking and achievements which we are going to do in the days, week, and years which lie ahead.

I am proud to have lived long enough to see my fellow schoolmen design a plan which will aid in achieving for every youth an education truly adjusted to life. You dare not rest the case now, however. We have no proof that this plan will "deliver the goods." We must prove it by the work of the institutions we expect to establish for consummating our dream. Yes, it is a dream—man's big dream. If we go all the way back to primitive man and follow him down through the ages, he has always had this grand dream, dimly seen, before him. That you will bring its realization into the bright light of today and tomorrow I have no doubt. God bless you all!

COMMITTEE REPORTS AND CONFERENCE ACTION

COMMITTEE NO. 1

NATURE AND MEANING OF THE RESOLUTION

This committee was assigned the task of reviewing the document which was prepared prior to the conference bearing the title, "A Tentative Statement Concerning the Meaning and Implications of the Prosser Resolution." Committee 1 suggested revisions therein to the end that it might serve as a platform on which the plan for action might rest. The suggestions developed by this committee, together with ideas for improving this statement, sent to the Office of Education in writing by many other persons, were most helpful in preparing Part III, Common Understandings for a Program of Action.

The report made before the final session was unanimously approved. It is reproduced below as a part of the conference recommendations:

Your committee has made a careful study of the contents of A Tentative Statement Concerning the Meaning and Implications of the Prosser Resolution and finds itself in general agreement therewith. We believe, however, that there are a number of points which need revision in the form of clarification and amplification. This we undertook to accomplish. In addition

there are a number of important implications of this resolution which have been omitted entirely, referred to only indirectly, or given insufficient emphasis. We have prepared statements for certain of these and have outlined the content of certain others yet to be written. When the work is completed in accordance with these instructions, this conference will have a document which in our opinion will serve as a platform on which the plan for action developed here may be based.

The following abridged statements will serve to illustrate some of the major revisions and additions which we have made or believe should be made:

1. The committee has prepared a preamble to this document which outlines the nature of the present social, economic, and worldwide conditions in which we live and which suggests the functions of the school in relation thereto.
2. The committee has clarified and enlarged the section dealing with the characteristics of the youth with whom the resolution is concerned.
3. The committee has rewritten certain portions of the section on guidance and pupil personnel services with a view to giving proper emphasis to educational and personal guidance and to clarifying the part the classroom teacher plays in this work.
4. The committee recommends that the section entitled "Home and Family Life" be revised by a committee composed of workers in the fields of agriculture, home economics, industrial arts, and social studies, and that it contain implications concerning the broad social training needed for happy and effective home life.
5. The committee recommends that much greater emphasis be given to all aspects of consumer education. Some of this can be done in connection with sections included in the original document. The importance of these experiences are such, however, that an additional separate section should be developed.
6. The committee is preparing a new section on all phases of practical arts for inclusion in the document. (See appendix B.)
7. The committee has reworded certain sections to give increased emphasis to the use of real life situations in the learning process.
8. A section on the implications of the Prosser Resolution regarding evaluation procedures and the determination of credit is being prepared.
9. The committee has suggested certain expansions (which have been made) in the section on health to include mental health.
10. The committee has recommended revisions (which have been made) in the section on work experience, among which is one calling for the granting of credit for supervised work experience.
11. The committee recommends that an abridged, illustrated statement of this document be prepared for popular use and for distribution in quantity to administrators and others in key positions, possibly four or five pages in length.

COMMITTEE NO. 2

IMPORTANT CONTINUING ACTIVITIES

This committee was given the responsibility for suggesting the types of activities which need to be promoted and directed by some

continuing organization if the schools of the Nation are to move more rapidly than they otherwise would toward the realization of the objectives of the resolution. Four subcommittees, each working on various types of continuing activities, developed the following reports which were approved by the conference:

SUBCOMMITTEE No. 2A LEADERSHIP TRAINING

A. Guiding Principles for Leadership Training

1. Laymen, students, as well as professional educators, should be included in leadership-training programs.
2. In the training of educators it should be recognized that teachers in their work with students, parents, and colleagues should be a part of the leadership-training effort.
3. Teacher educators—deans, college professors, etc.—should participate in leadership-training activities in order to understand the program under way for improvement of public education, and thereby become more ready to rebuild the teacher education curriculum.
4. The best way to train leaders to lead others is to give the leaders themselves an opportunity to engage in the activities which they later are to lead others in developing. These include
 - a. Deciding upon desirable curriculum experiences and developing resource units for them.
 - b. Working out adequate guidance programs.
 - c. Deciding upon desirable administrative procedures and organizations.
 - d. Securing from laymen moral and financial support.
 - e. Stimulating teachers to think education is important and therefore worth working hard to make functional.
5. The leadership-training activities should be initiated and under way within a period of 2 years.

B. State Coordinating or Steering Committee for Developing Life Adjustment Education

The basic committee for developing a program of life adjustment education in each State should be a steering or coordinating committee at the State level. This group would receive stimulation and help from the national organization which is set up. The national organization will probably wish to set up regional conferences for the State committee to attend. Whenever possible a full-time worker should be assigned to the State committee. In some cases the State department of education may provide this person; in other instances various organizations may pool funds for the employment of such a person.

The State committee can be activated by a procedure somewhat as follows: The national organization should send a representative to the State to meet with the State superintendent, the president of the teachers association, the president of the secondary-school principals group, the president of the parent-teacher association, and other lay groups. These persons should decide upon the members of the State coordinating or steering committee and announce their appointment. This committee should include laymen, students, and four or five key educators of

the State. This committee should carry on activities such as those listed under C, as follows:

C. Leadership Training Activities

1. State and local conferences.

These conferences should be conducted on a State-wide basis, by regions, and in local school systems.

a. Representatives from groups such as these should be invited to the conferences.

State Department of Education.

State Education Association.

State Parent-Teachers Association.

State Vocational Association.

State Student Council.

State Teacher-Training Groups.

Chambers of commerce, labor unions, women's clubs, service clubs, industry, management, and agriculture.

A cross section of teachers, supervisors, and administrators from local school systems.

b. Illustrative items for the agenda of the conferences.

(1) Data pointing up the problem.

(a) Drop-outs, failures.

(b) Follow-up studies of graduating classes.

(c) Evidences of inadequacy of present offerings.

(d) Examples of school systems already attacking and doing the job.

(2) Participation of youth that have dropped out of school.

(3) Presentation by leaders of the conferences of clear-cut purposes of the Prosser Resolution.

(4) Development of a clear-cut program of action—What can be done about it?

2. In-service activities.

a. Workshops centered on the actual problems faced by teachers and sponsored both by institutions of higher learning and by city and county school systems.

b. Provision of consultative services to local schools as they attack the problems involved in developing a program of life adjustment education.

c. Underwriting with scholarships or continuing salary a program to encourage teachers to study and participate in various aspects of living.

d. Encouraging colleges to set up extra-mural courses.

e. Reactivating the discussion group project of the National Secondary School Principals Association.

3. Preservice teacher training.

a. Visiting by college staff members of schools with life adjustment programs.

b. Provision by which student teachers can be assigned to schools with life adjustment education.

c. A national conference of representatives of teachers colleges, land-grant colleges, liberal arts colleges, State departments, and public schools that will give attention to the problem—"What should be the curriculum for the training of teachers?"

4. Publications.

The national organization should identify and make available materials to aid in the development of leadership and experimentation. It is possible that a continuing publication may be necessary. The findings of this, the Chicago National Conference, should be written up and distributed.

5. Experimentation and research.

- a. All schools should be encouraged to do everything possible to provide life adjustment education for every youth. A procedure should be worked out by which local schools may secure help on their problems. Advisory services should be made available. In addition, the national publications group should provide descriptions of successful practices of schools working on similar problems.
- b. Pilot studies (designed experimentation) should be made in at least one school in each State. The national organization should set up criteria for selecting these schools. The schools within a State will then be chosen by the State steering committee. It is probable that at least 20 full-time workers would be required to furnish consultative services to these schools.
- c. Teacher training institutions at the graduate level should be given practical school problems upon which to develop research projects, such as—
 - (1) A study of how a school can determine the interest, concerns, and problems of its pupils.
 - (2) A study of the demands of society upon youth.
 - (3) A study of teaching methods that may result in behavior changes.
- d. Administrators should be urged to make it possible for their teachers to visit schools carrying on life adjustment education. Teachers should, of course, visit those schools where something is being done in an area in which the teacher is already concerned.

SUBCOMMITTEE NO. 2B

PUBLIC UNDERSTANDING AND SUPPORT

A. Activities for Securing Increased Understanding and Support of Educators and Professional Groups

1. Publicity and information should be provided through the facilities of the U. S. Office of Education, the Journal of the National Education Association, and the Bulletin of the National Association for Secondary-School Principals.
2. The implications of life adjustment education should be graphically illustrated in bulletin form for wide distribution, to be supplemented from time to time by brief, illustrated bulletins.
3. An attempt should be made to interest departments of education in colleges and universities in organizing and administering workshops, courses, clinics, and conferences embodying the program of Life Adjustment Education.
4. Liaison should be established with educational organizations, for example, the State association of school superintendents, State associations of colleges and universities, the State associations for classroom teachers,

- the State associations of vocational education; and other special professional State and national organizations represented by the subject field instructional groups, enlisting their cooperation by inclusion of materials on the educational implications of life adjustment education in their sectional, State, and national programs and publications.
5. Secondary-school administrators should be encouraged to study and test the validity of the materials developed through clinical or in-service education processes within their own teaching staffs, and consultant services of college teacher-training departments, State departments of education, and other competent counsel should be employed in this connection.
 6. Thought should be given to the idea of preparation and distribution of visual education aids to show the redirection of educational effort possible under the plans developed to provide life adjustment education.
 7. The cooperation of college-entrance officials should be solicited in the matter of admission of high-school graduates to college on the basis of the pupil's ability to do college work without reference to his high-school pattern of subjects completed.
 8. State departments of education should be urged to give thought and action to the embodiment of the ideas and techniques involved in life adjustment education; and the departments of education of teacher-training institutions should give prominence to the study of these materials.
 9. As another means of projecting the import and content of this program into the thinking of secondary education, it is suggested that the executive committees of the various regional accrediting associations incorporate into the checklists of the evaluative criteria for rating high schools the implications of this program.
 10. Attention of school administrators should be directed to the work of schools designated as centers undertaking practices for the purpose of testing the validity of this program.
 11. It is recommended that the persons who participated in either the regional or national conferences offer their services to schools initiating this program.
 12. The central coordinating committee should compile and furnish data showing need for the program of life adjustment proposed by the Prosser Resolution.
 13. Reference should be made in this study to the work already accomplished by several institutions and agencies implementing this program. Particular reference is made to the program of the National Association of Secondary-School Principals entitled "The Imperative Needs of Youth of Secondary School Age."
 14. The coordinator of publicity should inform educational leaders of the best work being done in this field by schools and, to help serve this purpose, an exchange-of-ideas column should be conducted through a periodical news letter.
 15. School boards and school authorities should be encouraged to finance field trips of visiting delegations to other schools where effective progress in this field is being made.

B. Activities for Securing Increased Understanding and Support of the Lay Public.

1. Attempt to enlist aid for national publicity of such agencies as:
 Public Relations Committee of N. E. A.
 National Radio Program Sponsors.
 American Association of School Administrators.
 American Council on Education.
 American Association for Colleges and Universities.
 National Congress of Parents and Teachers.
 State Departments of Education.
 The American Vocational Association.
2. Make extensive use of available facilities of various news services for national, State, and local publicity.
3. Seek cooperation of nationally circulated magazines in presenting the program of this movement in effective form to the public.
4. Investigate the possibility of enlisting the national motion picture news service agencies in the production of a news film portraying the possibilities of this project.
5. Organize citizen committees for the purpose of promoting this program.
6. Advise national, State, and local industrial, agricultural, business, labor, and civic organizations of the objectives of this program and urge them to participate in its planning and conduct. (These organizations are also urged to publicize the program through the medium of their publicity agencies.)

C. Activities for Reporting Developments and Results to Public and Professional Groups.

Committee on Organization and Finance should provide in its planning, as a part of the continuing organization, a director, or coordinator of publicity and public relations, whose duties obviously involve the carrying into effect of the whole program of obtaining public understanding and support as presented in the report of this committee.

SUBCOMMITTEE No. 2C

TEACHING AND LEARNING EXPERIENCES AND ACTIVITIES

This subcommittee was faced with the task of thinking through the most crucial phase of the whole program, that of what should happen in the classroom in order to effect common learnings and a life-adjustment curriculum. Leadership, public understanding and support, and administrative and organizational rearrangements are most necessary to the prosecution of the plan, but all of these avail nothing if the court of last resort, the teacher and the students in their classrooms, do not put all of these good things into operation. Consequently, the subcommittee felt that it should discuss freely and at length all possible suggestions that seemed to have a bearing upon the topic, and then to assemble these suggestions in a form that might be serviceable to the whole committee. Deliberations, then, have taken the form of recommendations to some over-all committee with respect to the activities and projects in which it should engage in order to implement the Prosser Resolution.

The subcommittee has stated its recommendations under five headings: (1) The stimulation and promotion of a life-adjustment curriculum; (2) implementing the growth of personnel; (3) discovering, developing, and distributing materials and techniques; (4) evaluating the program; and (5) a necessary caution. Under each of these headings are listed the activities which need to be carried on by the over-all committee. In some instances examples are given to illustrate how an item is being implemented already in some community.

A. Stimulation and Promotion

1. Locate, list, and analyze successful educational experiences and the schools where these activities are now in progress; also list and analyze notable failures and the reasons for such failures.
2. Prepare a brochure from current literature of adolescent learning experiences that will be a stimulation to teachers.
3. Locate and list pre-service and in-service education programs for teachers that are carrying on such programs.
4. Have superintendents and principals take trips to see examples to be listed in connection with No. 1 in this series of proposed activities.
5. Promote and set up new types of life-adjustment and common-learning programs.
6. Promote and set up pilot-counseling plans.
7. Stimulate the use of life adjustment and common learnings as the themes of programs for 1947-48 put on by the following:
 - a. National organizations.
 - Those affiliated with the N. E. A.
 - Regional accrediting associations.
 - The American Vocational Association.
 - The American Association of University Women.
 - b. Coordinators of State and national associations of secondary-school principals.
 - c. State teachers conventions.
 - d. Educational fraternities and sororities.
 - e. Monthly schoolmen's club meetings.

B. Implementation of the Growth of Personnel.

1. Study the existing preservice education patterns for teachers.
2. Develop functional programs of preservice teacher education.
 - a. Study the needs of individual teachers with respect to life-adjustment and common learnings.
 - b. Analyze subject offerings of teacher-education institutions.
 - c. Reorient professors of education.
3. Study adequate guidance services as a part of preservice training.
4. Prepare preservice units in guidance education for the teacher.
5. Prepare graduate courses in counseling for counselors and administrators.
6. Prepare the teacher to know his responsibility in a guidance program.
7. Study patterns of certification for school administrators.
8. Organize in-service teacher-education programs in life-adjustment education in—
 - a. Summer sessions.
 - b. Summer conferences.
 - c. Summer institutes or workshops (Minneapolis, as an example).
 - d. Regional work groups of teachers engaged in experimental programs.

9. Study high-school drop-outs. List such studies and make them available, e. g., Daniel Webster High School, Tulsa, Okla. Develop forms for such a study.
 10. Develop plans for employment experience in diversified jobs by teachers and administrators as part of their summer school experience.
 11. Make it possible for teachers to visit schools which are successfully providing life-adjustment education.
 12. If it is not easy to visit schools, have commercial concerns film such experiments for teachers to see and study.
- C. Discovery, Development, and Distribution of Materials and Techniques.
1. Write descriptions of life-adjustment education experiments, such as:
 Tennessee program on family life.
 Carroll County, Ga.
 Battle Creek, Mich.
 Ascension Parish, La.
 Make these available in condensed form for teachers. (Written descriptions by the teachers themselves may have a value beyond those written by somebody else.)
 2. Prepare a brochure on employment data that will make real to the average teacher statistical facts revealed by periodic reports of the United States Bureau of the Census.
 3. List types of life adjustment problems and projects that a teacher of economics, for example, might use in his classes.
 4. Provide annotated lists and suggest the study of references relating to improvements in educating teachers, e. g., Better Colleges—Better Teachers, by the Committee on the Preparation of Secondary-School Teachers in Colleges of Liberal Arts, North Central Association of Colleges and Secondary Schools.⁴
 5. Develop ways and means through which boys and girls in nonsegregated classes study problems of home and family living.
 6. Help the libraries and the librarians to develop wide reading programs that depart from narrow textbook instruction.
 - a. Use of reference books.
 - b. A shelf of life adjustment books.
 - c. Use of graphic, visual, auditory, and reading materials under suitable direction.
 7. Influence textbook companies to put out text material which will facilitate life adjustment education.
 8. Recommend teaching materials prepared by industry and other non-school groups. (Show the danger in the overuse of such materials.)
 9. Study the variation in reading needs in various subject-matter fields and of different grade levels. Each area has its peculiar vocabulary and reading difficulties.
 10. Check on sources, selection, and applicability of audio-visual aids and provide instruction in using them.
 11. Explore community resources for materials and experiences in life adjustment education.
 12. Utilize community agencies.
 13. Develop techniques for making and evaluating visits and excursions to industries, institutions, historic centers, scenic points, etc.

⁴North Central Association of Colleges and Secondary Schools. Committee on the Preparation of Secondary School Teachers. Better Colleges—Better Teachers, by Russell M. Cooper and collaborators of 28 colleges. New York, The Association, 1944. 167 p.

14. Create projects within the school for work experience; explore occupational life in the community for possible work experiences.
 - a. Bear in mind the various communities of which students and teachers are parts.
 - b. Consider the question of mobility with regard to a particular community.
 15. Plan for a series of exploratory work experiences in the student's program of studies, e. g., pre-vocational experiences for girls, such as maid, waitress, clerk.
 16. Orient teachers in problems relating to labor.
 - a. Teach the dignity of labor.
 - b. Understand that most students who leave school will enter ordinary occupations.
 - c. Provide educational experiences to develop an enriched and a more contented life.
 17. Prepare a list of ways in which various subjects may be taught to contribute broadly to all major aspects of modern life.
- D. Evaluation of Life Adjustment Education Program**
1. Provide techniques and opportunities for pupil evaluation of teachers.
 2. Provide techniques and opportunities for pupil evaluation of the program.
 3. Have pupils assist in initiating and planning the life adjustment program.
 4. Include laymen, especially employers, as part of the committee to initiate and later to evaluate the program.
 5. Develop some means to test the results by evaluating the objectives. (Conventional methods are inappropriate.)
- E. All of the foregoing suggestions imply that there are administrators and staff who can, if properly stimulated, initiate and carry out life adjustment education programs. However, in order to make such an effort possible, it is necessary that all agencies interested in education emphasize over and over the idea that staff members who engage in this experiment must have time to do the thinking, planning, and operating necessary to success. There is a trend to increase salaries of school personnel and an accompanying expectation that better results will be achieved. Such, however, will not be the case, if, at the same time, the load in the form of more classes, more students, and other duties is also increased.**

SUBCOMMITTEE 2D

ADMINISTRATIVE AND ORGANIZATIONAL ARRANGEMENTS

The general approach of this committee was to visualize an American high-school principal or superintendent of schools ready to go to work to provide necessary school services to all youth of secondary-school age as suggested in the Prosser Resolution. Assumptions from which it worked were:

- (1) That whether the principal or superintendent is in a large city organization or small community, a technical high school or a more general high school, it is his function to provide a series of administrative activities necessary for moving his school program more in the direction of providing a functional education for the youth who was either in the formal school program or out of school.
- (2) That each community is different, that each would evolve a somewhat different program, but that there are common elements or "facets" in all programs providing for the needs of all youth.

(8) That other committees of this conference will suggest in greater detail, the necessary national and State organization, the specific curriculum services, the financing of the program, the public relations and information, and the teaching methods and training; and that the function of subcommittee 2d is to clarify local administrative arrangements.

(4) That the "keystone to the entire school program is guidance, not as a directive activity, but as the art of assisting pupils to plan their actions wisely and confidently."

Accordingly, the following administrative and organizational arrangements were felt by the committee to be essential.

A. *On National Level.*—The U. S. Office of Education should provide central and continuing leadership and take positive steps to develop life adjustment education for every youth. In other words, we are assuming that the Office of Education will bring together professional groups to the end that the whole idea shall be implemented.

B. *On State Level.*—It is further assumed that the several States will give positive leadership and implementation to the carrying out of the intent of the Prosser Resolution. In this relation, State laws must be examined and corrections or additions made to them if a greatly changed program of education is to be fully realized.

C. *On Local Level*

1. *Statement of board of education policy.*—To enable the high-school principal to proceed on such a program with confidence and complete understanding, the local board of education should provide him with a broad policy statement such as the Prosser Resolution, properly interpreted in general terms, similar to the common understanding set forth in part III of this publication.

This board policy statement should be the result of a study and discussion program carried on by the superintendent with his board, rather than a mere reading and approval of a resolution. Assistance in developing such a study and discussion program between the superintendent and the board should be available through the national continuing agency and the State continuing agencies. One activity we propose for these groups is the construction of graphic material, visual aids, and other materials helpful to the superintendent in bringing his board to a clear understanding of what is proposed. National professional and State professional organizations should also provide the principal with "experience" material showing how the program may be implemented.

2. *Advisory committees and use of community resources.*—Advisory committees consisting of laymen and educators should be established by the principal and superintendent to interrelate community needs, appraisals, and understandings relating to development of the program.

Such committees should be truly representative of all social groups that might be interested, or of selected individuals who are genuinely interested. The advisory committee that is largely composed of people on whom the school officials want to make an impression, or whose members are selected for some other ulterior purpose, is not going to be of much help. It should be significantly helpful toward the desired end if guides for organizing advisory committees, both general and specific in purpose, can be obtained from the U. S. Office of

Education. The committees should be selected with the full confidence of the board of education, and the latter should show a complete willingness to be guided by their constructive suggestions. The advisory committees should, on the other hand, fully understand that they are in no sense executive bodies, and that the responsibility for all decisions rests in the board of education. The advisory committees should not be primarily concerned with complaints and grievances, but should be concerned with studying the problems involved and the development of constructive reports and suggestions.

8. *Reorganization of School Day and School Year.*—The school day and school year should be so planned that the services of schools are available to the youth when he needs them, day or evening, winter or summer, with standards of attendance far more flexible and variable than those found in traditional schools. It probably will be necessary in this respect to get State regulations concerning A. D. A. (average daily attendance) or membership changed. (See section B of report by subcommittee 2d.) However, both in-school and out-of-school youth should be under direction and supervision of school authorities, and it should be understood that this statement does not imply that many school-age pupils should not be in school all of the school day. There should be, therefore, an assigned 40- to 44-hour week for all teachers, which should be sufficient, on-the-job assignment to encompass both the direct classroom instructional duties and the following guidance and curriculum service:

- a. Preparation of continuous pupil inventories and plans for their use in planning for pupil needs.
- b. Observations, excursions, trips to industry, business, and community resources.
- c. Development of work experience programs, home and family life education, leisure-time education, and try-out experiences.
- d. Participation in occupational and social research for purposes of enrichment of guidance and curriculum planning, including the conducting of student surveys.
- e. Cooperative planning by administrators, teachers, and pupils of units, courses, and curriculums.
- f. Home visiting by supervisors and teachers and visitation of community agencies and employers regarding progress and needs of pupil in and out of school.
- g. Correction and evaluation of papers and other evidence of pupil growth, record keeping, etc.

These are functions to be included in the school day and school year of the teacher, and not to be characterized as extracurricular activities.

4. *Class size.*—The life adjustment education program is based upon the concept of a classroom teacher as a significant counselor. In order properly to discharge this function, class size should be limited to 25, or, possibly even 20, per teacher. More time is needed to provide tutorial and remedial instruction services and personal counseling.
5. *Credit, accounting, and sequences.*—Reorganization of requirements of courses will be necessary so that a pupil may take the courses which will prepare him best for his objectives in life adjustment, whether these objectives include college, a skilled occupation, or some other field. There can be offered an attractive, significant, and challenging

program of studies leading to graduation, with flexible provisions for sequence substitutions, and recognition of many activities for credit not now so recognized.

The end result of this reorganization would be to create a sense of belonging, of being an important part of the institution, and of having a sense of growth.

Insofar as possible, this program should be preplanned for youth and deliberately selected by him in preference to a brave and yet hopeless decision by him and his parents to get his college preparation, whether he is ever going to use it or not. Of course, plans to reorganize should also recognize the reality of the desire, at present, of many pupils and their parents to prepare for entering college or technical school, regardless of guidance based on facts as to their abilities. But as a good guidance program emerges, there will be less of a tendency for parents or pupils to insist on any "type" of program which does not give pupils an outlook for continuous life adjustment.

Requirements for graduation should be such that every youth has had experiences and has shown progress in all of the following areas of living: Citizenship, home and family life, use of leisure, mental and physical health, and tools of learning, working, occupational skills and attitudes.

Accompanying the efforts to develop life adjustment education, there should be an intensive in-service training program educating teachers on college and technical school requirements and ways and means in which these can be supplied as part of, or in addition to, life adjustment training.

6. *Special services to be organized.*

a. *Field counseling.*—Either follow-up counselors must be appointed who will take specialized responsibility for following up drop-outs and graduates in their home, family, social, and occupational lives and drive such information back into curriculum planning and reorganization, or such responsibility should be assumed by the principal or superintendent.

b. *Health services.*—Health services should be provided for continuous prevention and treatment of physical diseases and the development of sound mental and emotional maturities. School authorities should take the responsibility for organizing such services as part of the school program.

7. *Administrative organization which provides a pattern for citizenship.*—

The school officials should develop instruments for securing pupil-teacher-community-administration participation and responsibility in formulating, interpreting, and practicing school administration with a view to exemplifying the democratic way of life. No planning of pupil participation in school activities is very significant which is carried on unless a democratic atmosphere is created by the principal and teachers in their relationships to each other.

This should be so apparent in its value in human and social relationships that the pupil wants to live in such an atmosphere wherever he is and will work toward that end.

This administrative atmosphere must also be apparent in teacher selection, supervision, and evaluation.

8. *Finance*.—Any program of equalization in financing essential additions to the educational program should take into consideration not only the pupils who are now regularly enrolled for the normal school day, but also those youth who are reached by the program for out-of-school youth.

National or State finance to subsidize such a program should be administered through existing public-school agencies.

9. *District reorganization*.—School district consolidation, especially for administrative purposes, should be encouraged and accelerated for all school purposes. Furthermore, school districts now satisfactorily organized should pool resources and secure specialized services, such as occupational research, psychological services, etc.

Objectives of consolidation merely for the sake of economy are not to be considered exclusively in our thinking, but it is fundamental that bringing together school resources should result, by necessity, from improved community planning that offers a better way of life. School administrators and teachers must take part in such basic over-all community planning.

10. *Evaluation*.—Evaluation, finally, should be planned to measure the progress and success of the high school in the above-mentioned program. Before any significant effort is made to carry forward such a program, the plan and standards by which its success and values are to be measured should be organized.

Organization for evaluating pupil growth should be set up with sufficient staff and material to carry it out. This requires organization of staff and use of college and foundation research facilities for inventing new instruments of evaluating the behavior of pupils.

COMMITTEE NO. 3

NATIONAL ORGANIZATION FOR ACTION

This committee undertook to outline proposals for the establishment and administration of a continuing organization to direct and promote an action program on a national scale. The work of this committee was handled by two subcommittees, one dealing with planning such an organization, and the other devising ways and means of securing the resources needed to underwrite its activities. Although there is some overlapping in the content of the reports of these subcommittees, the unabridged statements are included here. They were approved and now represent recommendations made by the entire Conference.

SUBCOMMITTEE NO. 3A

ORGANIZATION FOR ACTION

A. The Organization

1. *Name*.—It is recommended that a commission shall be formed and that it shall be designated "Commission on Life Adjustment Education for Secondary School Youth."
2. *Purpose*.—The purpose of the commission shall be, to promote in every manner possible, ways, means, and devices for improving the life adjustment education of secondary-school youth.
3. *Youth included*.—The term "secondary-school youth," as here used, is meant to include pupils in grades 7 to 14, inclusive, who may be attending the secondary schools of the several States, in junior high schools,

intermediate schools, high schools, and junior colleges, in school organizations constituting any combination of grades.

4. *Membership.*

- a. The initial membership of the commission shall consist of one representative and one alternate nominated by each of the following organizations and appointed by the United States Commissioner of Education, for a period of 3 years:

National Council of Chief State School Officers.

American Association of School Administrators.

National Association of Secondary School Principals.

American Vocational Association.

National Education Association.

- b. The United States Commissioner of Education is hereby requested to notify the above-listed organizations of the action taken at this conference, and to request them to make nominations to the commission at the earliest possible date.
 - c. In convening the commission, the United States Commissioner shall preside until a permanent chairman has been elected and a permanent secretary appointed.
 - d. A majority of the commission, as it may be temporarily or permanently composed, shall constitute a quorum.
 - e. Whenever a member of the commission finds he cannot attend a meeting of the commission, he shall request his regularly appointed alternate to attend in his place. Whenever any member of the commission becomes unable to continue in office, his regularly constituted alternate shall automatically qualify. It shall then become the duty of the commission to request the nomination of a new alternate from the organization concerned.
 - f. The commission, as above constituted, is authorized either to choose additional members of the commission from interested lay groups in a number not to exceed five or/and to organize advisory committees to the commission of a permanent or temporary nature from lay and professional groups.
 - g. The U. S. Commissioner, or his appointed representative, shall serve *ex officio* as a member of the commission, but shall not be counted in the limitation suggested in (f) above.
5. *Term of office.*—The members of this commission are to serve for a period of 3 years from the date of their first meeting. This shall constitute the life of the commission.
6. *Functioning of the commission.*—This planning and policy-making Commission shall operate under the auspices of the U. S. Office of Education. At the earliest possible moment, the commission and the U. S. Commissioner shall meet to define their relationships and to arrange for office space and for personnel, including a permanent secretary. The U. S. Commissioner is requested to make available the services of at least two full-time professional members of his staff, representing both vocational and general education, and also the necessary clerical assistance, facilities, and supplies.
7. *Work below the national level.*
- a. The organization on the State level should function under the State department of education and/or some organized State educational authority, and should function through an advisory committee or committees which are representative of State pro-

professional educational organizations, including classroom teachers, and also representatives of industry, business, agriculture, labor, parents, and other interested lay groups.

Because life adjustment education deals with vocational and general education aims, the organization of working groups on this and other levels should include representatives of both groups.

- b. The function of each State department of education, or other educational authority, shall be to supply facilities, personnel, and leadership necessary to promote and interpret life adjustment educational practices and procedures to the profession and to the lay public.
8. *Work on the local level.*—The organization of activities on local levels shall enunciate the same principles with regard to aims, membership, and advisory groups as those enumerated herein.
9. *Reports and conferences.*—The National Conference on Life Adjustment Education recommends that the commission:
 - a. Report yearly in writing to the parent groups whose nominees are members of the commission, and at the end of 3 years, to a group similarly constituted to the membership of the 1947 Chicago National Conference.
 - b. Issue a yearly printed report.
 - c. Send copies of all procedures to the approved "alternates."
10. *Professional support.*—The membership of the National Conference held in Chicago in 1947 desires herewith to pledge allegiance and support to the commission in the work for which it is constituted.

B. Financial Support

1. *Financial principles and sources.*

- a. To assure that attention and emphasis will be directed to the development of life adjustment education, it is proposed that the National Commission on Life Adjustment Education energetically attempt to secure the reallocation of funds, personnel, facilities, and supplies to this work in the U. S. Office of Education and on all State and local levels at the earliest possible date.
- b. As soon as the National Commission is organized, it is urged that it seek funds from private sources for the aid and stimulation of pilot schools, special studies, the preparation of educational materials, the employment of field workers, as elsewhere described in this report.

Attempts should be made to secure grants or gifts from national foundations, private individuals, labor, industry, professional educational organizations, etc.

- c. The National Commission is urged to exhaust every possibility of securing without cost the services of professional personnel on a loan basis from offices, universities, departments, schools, organizations, or agencies operating on national, State, or local levels as public, or quasi-public or private agencies.
- d. The expenses of the commission members should be paid by the several organizations they represent.

2. Accounting.

- a. The redirection of existing staff, supplies, or funds to the area of life adjustment education would not create an accounting problem.
- b. The assignment of clerical or other personnel to the U. S. Office of Education whose salaries are paid from other agencies is not new procedure, and no difficulty in expanding this practice is contemplated.
- c. Delays in securing printing through Federal channels as a result of priority lists is recognized. The Commission should be able to publish a large amount of useful material through private printers, financing the cost by sales or prior subscriptions from interested school departments.
- d. While the use of private funds will create problems in receiving, distributing, and accounting, the details do not seem to present any unsurmountable legal difficulties.
- e. In rendering its accounts, the Commission should give full cash credit to all institutions or organizations which have loaned the time of personnel of any type or kind in or away from the Washington headquarters. In a like manner, illustrative material developed by such agencies, which the Commission finds worth republishing, should be given a financial value in its accounts.

3. Initial procedures.

- a. The commission should ascertain what facilities, personnel, supplies, etc., are available from a reorganization of the U. S. Office.
- b. All other sources of possible income or aid in other forms should be carefully checked.
- c. A working relationship should be set up with each chief State school officer and a statement of the reassignment of staff, facilities, supplies, and funds for this work secured.
- d. A similar relationship should be set up with all major schools of education in the United States.
- e. The commission should stimulate each chief State school officer to propose similar action programs to all major cities, counties and teacher-training institutions under their jurisdiction.

SUBCOMMITTEE No. 3B

FINANCING THE ORGANIZATION

Committee No. 3a has recommended the development of the program under discussion through the Office of Education and under the direction of the Commissioner of Education. The committee recognizes the necessity for adequate resources to carry out the functions of the proposed National Commission on Life Adjustment Education for Secondary School Youth and wishes to indicate that these resources may be secured from Federal funds appropriated to the U. S. Office of Education or through private funds supplied by individuals or foundations or from a pool of contributions from professional, industrial, business, and labor organizations. The committee wishes to

direct attention to the inability of the Commissioner of Education to secure at this time any additional Federal funds for the fiscal year 1947-48 and, therefore, to the necessity of securing some of the funds from other sources.

The committee also wishes to direct attention to the possibilities of securing without cost the services of professional personnel on a loan basis from national, State, and local educational organizations and agencies, or by assignment from teacher-training institutions which may wish to maintain close affiliation with the developments in this field.

The committee recommends that before any additional funds are sought from any source, the Commissioner of Education be requested to weigh the importance of this problem against any other administrative problems and consider the possibility of the assignment of any available staff and the allocation of any available funds to the development of this activity.

The committee in its study of this problem has given consideration to the need for resources for the salary of clerical help, administrative personnel, conferees, and consultants, and for the travel of these persons.

The costs of postage and printing were also given consideration. The payment of travel and maintenance of consultants and members of the staff of the U. S. Office of Education and the payment and maintenance expenses of the members of the commission by the educational organizations which they represent will reduce the amount of funds to be secured through other sources.

The committee has also given consideration to some of the factors involved in the use of these funds. The assignment of clerical personnel to the Office of Education whose salaries are paid from private or foundation funds is not a new procedure and therefore there should be no difficulty in expanding this practice if funds are available from other than Federal sources.

There are some legal difficulties involved in the printing of bulletins and pamphlets through the Office of Education. Only Federal funds can be used for this purpose and there is the additional problem of priority of printing which may delay the publication of materials for this field. The commission when organized, however, may wish to consider the printing of reports and informational material through commercial printing houses and cover the cost of such material through sales to interested groups and individuals. The State departments of education may also wish to assume the responsibilities of printing of mimeographing some of these reports or bulletins.

The committee recommends that the existing staff and facilities of State and local boards of education be utilized to the fullest capacity before additional funds are requested on State and local levels for this purpose. The assignment of the professional staff of State and local boards of education is usually sufficiently flexible to permit assumption of responsibilities for the promotion and development of any activities necessary for the purpose of this program within the State and local areas.

In addition, the introduction of the need of and purposes for the groups under consideration into State and local programs of professional educational associations, will develop a movement which will proceed under its own momentum and bring about desirable results.

The committee gave consideration to the suggestions made by committee No. 2 and recognizes the importance of the development of leadership training for professional workers in the field of education and for laymen and for secondary school students. Such training programs may be conducted on State and local bases and probably can be financed and controlled on those levels.

The committee in giving careful consideration to the problems of finance has had difficulty in making estimates of costs because of lack of information about possible resources and definite plans for the entire program.

The committee wishes to present the following questions for further consideration by the Commission:

1. What facilities can be made available in the U. S. Office of Education for the service of the commission?
2. How much of the present funds, or how much additional funds received by the Office of Education, can be used for this purpose?
3. Are there any funds available for immediate use from other sources?
 - a. Professional organizations.
 - b. Foundations.
 - c. Private.
4. What are the possibilities of loans of personnel from national, State, and other educational agencies to serve as conferees and consultants?

The committee recommends that the commission ascertain from the U. S. Commissioner of Education, and such other agencies as are pertinent, the answers to the questions raised above.

PART 3

Part III. Common Understandings for a Program of Action

INTRODUCTION

The following statement of Common Understandings for a Program of Action is a result of the cooperative efforts of workers in the U. S. Office of Education, the participants in the five regional conferences, the participants in the National Conference, and the Commission on Life Adjustment Education for Youth. Commonly accepted pronouncements of groups and leaders in both general and vocational education were used as source material. The statement still is tentative in that it is not yet complete, and changes in evidence may point to changes in implications. Nevertheless, it does represent fundamental ideas upon which many educational workers have agreed.

The committee on plans for the National Conference prepared, in collaboration with Dr. Prosser, An Interpretation of the Prosser Resolution. According to that interpretation,

The purpose in presenting the resolution was to focus attention upon a sizable proportion of youth of high-school age (both in school and out) who have been less well served in our schools than have those who had preparation for either a skilled occupation or a profession as a definite objective.

* * * for a relatively long period of time the high school has been gaining experience in serving college-bound youth and those desiring to enter the skilled occupations; * * * for a much shorter period of time it has been coping with the problem of serving the needs of the remainder.

The Resolution assumes that there are those whose needs, interests, and abilities are such that they have been, relatively speaking, quite well served by the secondary schools. But its purpose is to center attention upon the very large number of boys and girls whom the high schools have failed to serve adequately. That the needs, interests, and abilities of the many have not been well served is apparent from the facts: (1) that more than a fifth of the youth do not enter the high school; (2) that an appalling number (more than 40 percent) who do enter quit before graduation; and (3) that many of those remaining in school are left to engage in educational activities so unrelated to everyday needs of life that when they graduate they are not well adjusted to life. There has never been a time when more than 75 percent of the persons 14 through 17 years of age were

in high school. The Resolution and any action which may result from it point to an area of the secondary school services which are now inadequate and which must be improved and extended if the high school is to serve *all* American youth.

In the pages which follow, there are described many educational services which represent needs that appear to be peculiar, or at least to apply with unusual cogency, to those youth with whom the Resolution is concerned. However, as one reads through the common understandings presented under certain heads—those concerning citizenship, for example, he is likely to feel that many of the educational opportunities indicated there represent ways of meeting needs which are not possessed alone by those youth referred to in the resolution. He is likely to see references to services needed by all youth. This may, at first glance, appear to be going beyond the implications inherent in the resolution. This is not the case, however, as the resolution is concerned with the total services which the secondary school should provide in meeting the needs of youth not destined to enter the professions or the skilled occupations. There is certainly nothing in the resolution which in any way denies that there are many educational opportunities, services, and experiences which represent a common need of all youth of high-school age. The resolution does imply, of course, that many youth do not receive the benefit of these common elements because of the limited arrangements and inadequate methods used in many schools. Through diversity in activity and through comprehensiveness of method and facilities used, the high school must find ways of making these common elements functional in the lives of all students. Such diversity is dictated more by individual differences than it is by differences between so-called groups.

If the reader finds herein references to services which he covets, not only for those youth mentioned in the resolution but for all other youth, the implications are clear. They are: (1) that by and large such services are not provided in such a way that they are reaching those with whom the resolution is concerned as well as they are reaching others; (2) that in some cases the nature of the service is such that those not receiving its benefits actually have a greater need for it than others; and (3) that the real problem is one of making those changes regarding facilities and methods which will permit the less well served to have the benefit of suitable experiences in those areas which are the common need of all.

The committee preparing this tentative statement has attempted to throw some light on the following related questions: What services in general would the secondary school need to provide or improve if the purposes of the resolution are to be achieved? What would be

involved in meeting the needs of the youth with whom the resolution is concerned? In short, what is the resolution all about?

Before we can intelligently attempt answering these questions, we must know as much as possible about the youth with whom the resolution is concerned. An educational program should be fitting and appropriate. The nature and characteristics of the youth involved underlie all implications growing out of the Prosser Resolution and should provide intimations and cues concerning specially suitable plans for educational procedures.

CHARACTERISTICS OF THE YOUTH WITH WHOM THE RESOLUTION IS CONCERNED

The characteristics of those youth of high-school age whose needs are not being met by existing school programs cannot, of course, be specifically described, because they cannot be identified with great accuracy except possibly in retrospect. For an individual 18 or 19 years of age a fair evaluation of the adequacy of his schooling during the previous 6 years can often be made. Analyses have been made of the schooling of 18- or 19-year-olds concerning the number of years spent in school, achievement in various areas, and judgment as to the value of the schooling. The regents inquiry into the character and cost of public education in the State of New York, which included an analysis of the knowledge, attitudes, and accomplishments of high-school graduates, is a good example of such an evaluation. Many of the inadequacies of secondary education were brought out by this survey.

While the naming of inadequacies aids in establishing the type of guidance program and curriculum needed, in general, evaluative studies do not fully answer the question of the type of school that is needed. It is necessary to know the characteristics of individuals at the time they are in school in order to adapt the suggested educational program to them.

The youth with whom we are concerned cannot be identified with great accuracy by any one characteristic. Every single characteristic associated with the youth referred to in the resolution is also associated with certain of those who are in the college-preparatory or vocational programs. However, when a great many of these characteristics are associated with one individual, the chance of that individual's being one who will be inadequately served in our schools, as presently constituted, is high. The identification of these characteristics, then, is extremely important and may serve at least three purposes:

1. Such identification calls attention to factors in the life of youth which are of importance to counselors and others having to do with

the pupil personnel program in schools. In fact, the identification of many of the potentially neglected youth can come only through individual diagnoses using measures of the qualities alluded to in the following list of characteristics. The methods for making such studies are outlined in part in the next section covering guidance and pupil personnel services.

2. Society has the power to change many of the characteristics of youth so that many of our youth will not remain on the potentially neglected list any longer. For example, the handicap of coming from a family of low income can be overcome by society through providing scholarships or through raising the level of the income of families with youth of high-school age.

3. Schools knowing that many pupils have these characteristics can consciously modify their programs so that some of the characteristics may be modified or eliminated. For example, low general intelligence, retardation in school, low achievement test scores may be improved by better schooling.

To be most helpful in setting up the educational program, including both guidance services and the curriculum, some of the characteristics of this neglected group at 12 years of age and again at 16 years of age are included here. These characteristics are not intended to brand the group as in any sense inferior but rather as different in types of educational services needed; they are significant because their presence in pupils has been found to be associated with maladjustment in school. With this caution the following 11 factors may be used to distinguish the 12-year-olds who are likely to be neglected by the school.¹ They often, if not usually—

1. Come from families the members of which are engaged in unskilled and semiskilled occupations.
2. Come from families with low incomes.
3. Come from families with low cultural environments.
4. Are retarded in school.
5. Begin school later than other children.
6. Make considerably poorer scores on intelligence tests (not only verbal traits but all mental traits).
7. Make considerably lower achievement test scores for age than the average.

¹ Among the many sources used in developing this list of factors these were particularly helpful:

Dodds, B. L. *That All May Learn*. Bulletin of the National Association of Secondary-School Principals, 23: 1-235, November 1939.

Havighurst, R. J.; Prescott, D. A.; and Redl, Fritz. *Scientific Study of Developing Boys and Girls Has Set Up Guideposts*. In *General Education in the American High School*. Ch. 4. Chicago, Scott Foresman and Co., 1942. p. 105-35.

Seymour, H. C. *The Characteristics of Pupils Who Leave School Early*. Cambridge, Mass., Harvard University, 1940. (Unpublished Doctoral Dissertation.)

Warner, W. L.; Havighurst, R. J.; and Loeb, M. B. *Who Shall Be Educated?* New York, Harper Bros., 1944. 190 p.

8. Make somewhat lower achievement test scores for grade than the average. (Since they are usually retarded their achievement is nearer their grade group than their age group.)
9. Make lower marks than other students.
10. Are less emotionally mature—nervous, feel less secure.
11. Lack interest in school work.

This list of identifying characteristics is not necessarily all-inclusive, but it will be found that most other characteristics noted about this group will fit under these 11.

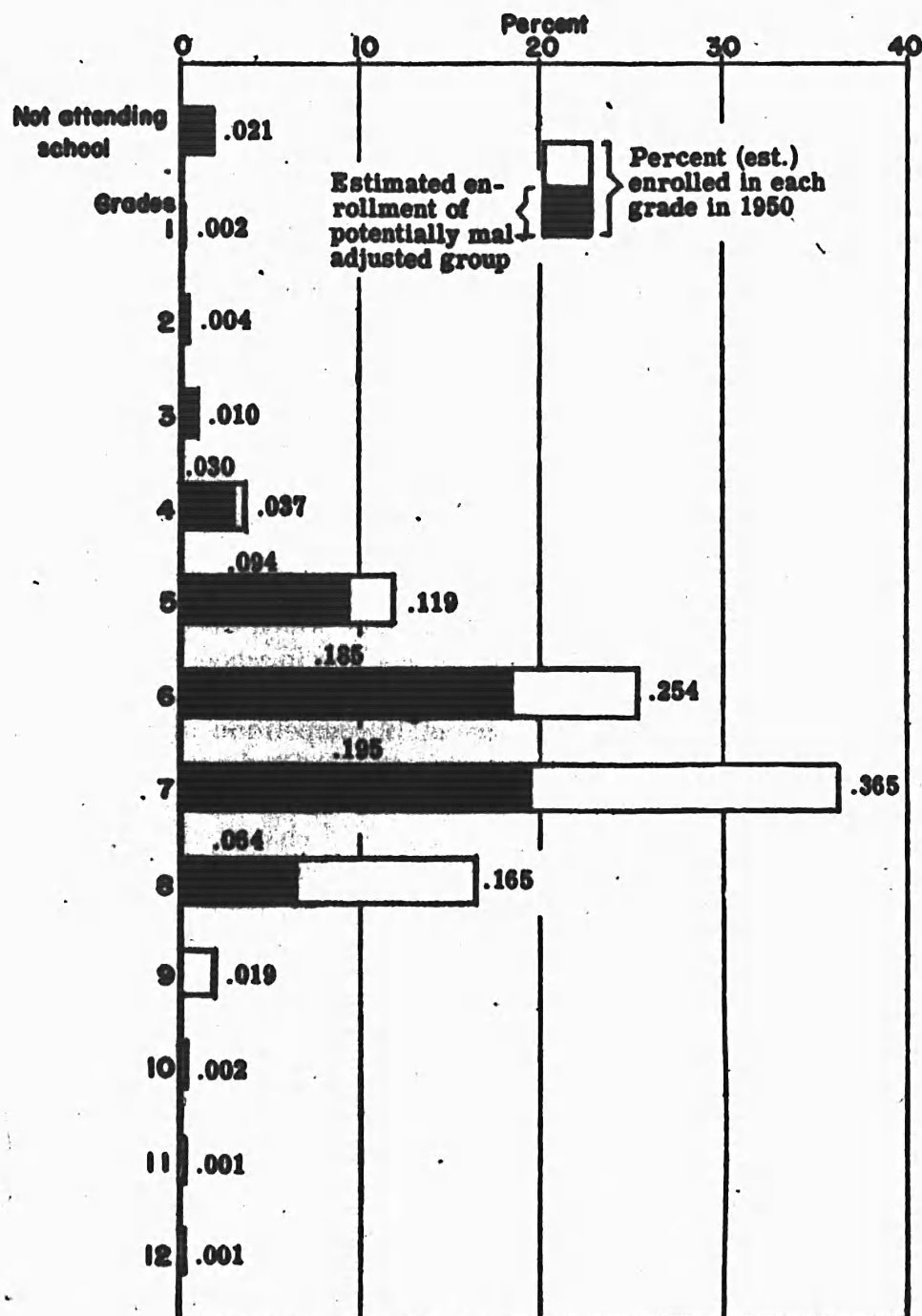
In considering these characteristics, several important facts and considerations should always be kept in mind. They are:

1. Although these characteristics are found more frequently among the inadequately served individuals of secondary-school age, no one of them is a distinguishing characteristic of those who are likely to become neglected educationally. In other words, the relationship between any one of these characteristics and the group of inadequately served individuals, although positive, and considerably above chance, is not high. This is graphically demonstrated for characteristic No. 4 in the accompanying chart which pictures the estimated 1950 distribution of the grade placement of children of age 12 for the northern section of the United States. The area in black for each age is an estimate of the placement of that portion of the 12-year-old group which is in the potentially educationally maladjusted group. Similarly, each quality referred to in the list of characteristics (except Nos. 10 and 11) could be pictured from actual data in some study of a sample of youth of this age. The identification of those youth who will become neglected educationally between the ages of 12 and 18 cannot be made with great accuracy until several of the above-named characteristics are found with each youth.

2. All youth, whether in the potentially maladjusted group or not, will vary in their aptitude for different types of mental or educational activities. For example, some pupils will be good at numerical work but poor in speaking or writing; others will be especially able in art or music. Even when mental trait test scores are low, the achievement is low on an average, some one trait or achievement usually will be higher than the others. The guidance program and the curriculum must take this into account. This means that the school must provide a variety of activities in order that all pupils may have an opportunity to experience success along the lines of their greatest capacities and thus decrease the effects of their potential handicaps.

3. Even though these educationally neglected youth are retarded in school and even though they make lower than average scores on intelligence and achievement tests, we cannot conclude that they are inferior. Most of them are handicapped by their limited experiences. Some are slow starters who will eventually see meaning in traditional

PLACEMENT OF POTENTIALLY MALADJUSTED 12-YEAR OLDS
 (Estimated from the U. S. 1950 Census)



school activities and continue to grow all their lives. Some will never find meaning in traditional school activities but have worth while talents and abilities not recognized by the traditional school. Some can learn only from life experiences and never from the artificial situations which exist in the traditional school. Many have had no motive for achievement in school. These youth are educable, but they are different in abilities to learn and in types of educational needs. In order to recognize their peculiar capacities and help them achieve success rather than failure, teachers need to provide for them a wide variety of learning activities. They need also to lessen their emphasis upon the inabilities and failures of these pupils and to accept in a forthright fashion the responsibilities which they have to provide meaningful learning experiences for all pupils, even though their interests and abilities are different. "If it is desirable to give further education to youth, and youth is available or can be made available to participate in it, the school must be so adjusted as to be suitable for the enlarged constituency." "The school is a supplementary institution and must adjust its objectives and programs to the shifts and changes in other institutions—the home, industry, the press, the church, and to all aspects of society."

At the age of 16 the characteristics of the inadequately served group are approximately the same as those which exist at the age of 12. Over one-half of these youth are not now in school at all. Those who are in school are in general still retarded and have attained only ninth-grade standing. At the age of 12 competition with other outside interests was not so great as it is at 16. Students now have the opportunity of developing interests outside the school and of leaving school to pursue these interests. An added characteristic is that of actual delinquency. At the earlier age a tendency to delinquency was shown by extreme secretiveness, tantrums, nervousness, and, in general, those reactions which may be characterized as reactions of insecurity in the environment; at 16 it may have resulted in overt activity.

A great many studies have shown that the characteristics of the potentially inadequately served have a substantial correlation among them. However, these correlations do not, contrary to the interpretation which some research workers place upon them, imply causation. Some causes are, of course, obvious. For example, if a poor elementary schooling and low ability and achievement indicated by a series of low scores on various mental and achievement tests are superimposed upon an originally poor cultural environment, it may be

¹ Douglas, H. R. *Secretary Education for Youth in Modern America*. Washington, D. C., American Council on Education, 1937. p. 72.

² *Ibid.*, p. 126.

said that these are the causes of a record of failure in secondary school and an early withdrawal from school to go to work. However, some other relationships are not so clear. It follows that all characteristics of potentially maladjusted youth should be considered and taken into account in order to bring about a diagnosis and adjustment. The opportunity for schooling, the home environment, different methods for instruction, different types of school activities—all must be pushed if success is to be assured in a large majority of cases. Research says that there is no one answer to this problem. It points rather to a syndrome of causes—a syndrome which is to some extent the same as that existing in society as a whole. This is the syndrome which causes poverty, ignorance, and many of the social and physical ills of mankind. And the attack in eliminating a weakness of society is never successful except as it is made on a broad front. In like manner, any attack on the problems of the educationally neglected youth group must be made on a broad front.

After reviewing carefully "The Educationally Neglected Student as a Learner,"⁴ the Implementation Committee of the National Association of Secondary-School Principals made suggestions which might well be characteristic of all attempts to help these youth adjust to life. According to the committee—

In the light of these principles and the characteristics of the educationally neglected, the following general suggestions relating to techniques of instruction have been proposed:

1. The need for emphasis upon the concrete and specific in terms of both problems and materials.
2. The need for instruction directed toward the satisfaction of more immediate and clearly recognized needs.
3. The desirability of increasing the opportunity for more continuous and longer contact with teachers in order to provide more adequate teacher guidance.
4. The need for less exclusive dependence upon conventional printed materials
5. The need for greater use of out-of-school resources through the medium of the field trip.
6. The need for greater utilization of visual and auditory aids.
7. The need for organization of learning units around life problems rather than around subjects.

The above principles and suggestions have been considered with special attention to the educationally neglected group. These students, perhaps more than any other group, need to have the curriculum adjusted to them, but there is nothing that suggests that any of the principles and techniques considered would not contribute toward the improvement of instruction among all student groups. One is forced to the conclusion that the problem of improving the instruction of the educationally neglected is not an isolated problem, but is a part of the general problem of improving the instruction of all high-school youth.

⁴ Dodd, Op. cit., p. 164-65.

The following suggestions have been selected from those made concerning methods by Douglass:¹

3. Methods should allow liberally for opportunities to do, as well as to learn—construction, application, exemplification, illustration, expression of reactions.
4. Less emphasis should be placed upon learning for marks and scores on examinations, and more upon learning because it is useful and interesting.
5. Opportunity should be provided for cooperative work in learning—group projects, mutual assistance, etc.
6. The use of awards and artificial recognition should be discouraged, and great reliance placed in informal and unostentatious recognition by the instructor and fellow-students.
7. Reliance upon fear and compulsion is a constant temptation to the inferior, indifferent, and unimaginative teacher and should be supplanted by other means. It is a fair presumption that materials which cannot be otherwise motivated are not suitable or are improperly organized for presentation.

There is wide agreement that secondary education must give greater emphasis to reality both in the learning experiences provided and in the teaching methods employed. Life itself and realistic experiences must increasingly become the basic criterion, if all youth of high-school age are to derive maximum benefits from high school. Georgia Howe, board of education, Portland, Oreg., so impressed Committee No. 1 at the National Conference held in Chicago with the soundness of her ideas on making high-school education more realistic that she was asked to submit her ideas in writing. Her statement is found in the appendix to this report.

Growing out of the Prosser Resolution and the characteristics of the youth with whom the resolution is concerned is a host of implications for secondary education. It is not possible to include here everything which the committee considers important. Except for the Tools of Learning, no attempt is made to present direct implications of subject-matter fields. There are some which might be presented if space were available. For example, it is difficult to be healthful or a good citizen in this century without scientific understanding. The implications stressed by the committee are presented under the following major headings:

Guidance and pupil personnel services.

Ethical and moral living.

Citizenship.

Home and family life.

Self-realization and use of leisure.

Health.

Consumer education.

Tools of learning.

Work experience, occupational adjustment, and competencies.

Administrative, financial, and organizational arrangements in the school.

¹ Douglass. Op. cit., p. 103.

GUIDANCE AND PUPIL PERSONNEL SERVICES

The Prosser Resolution focuses attention upon those youth of high-school age who apparently have been less well served than certain others. This definitely suggests that the interests, abilities, aptitudes, and needs of youth of high-school age are markedly different; and implies that some means must be found to know, to understand, and to guide every youth. Although the resolution directs particular attention toward the inadequacies of the secondary-school program as it provides services for those headed neither for college nor for training in skilled occupations, the implication is very clear that the guidance obligation is toward every youth. It is through a comprehensive guidance service for all that the individual needs of those with whom the resolution is concerned can become known.

The goal for our educational efforts must be the provision of training for every child and youth of the kinds best adapted to his abilities and in the amount calculated to develop his maximum usefulness to himself, his community, and society. We know that we are yet far short of reaching that goal. Educational opportunities are not equal in the United States, but vary greatly between regions and even within States, and curricula have not always been adapted to the needs of the individual student. * * * In the second place, education should prepare the individual to take his proper place in productive effort. * * * The future of our democracy depends in no small part upon the provision we make for training youth in the ways and needs of our society.⁶

If this goal of *providing training for every child and youth of the kinds best adapted to his abilities and in the amount calculated to develop his maximum usefulness to himself, his community, and society* is to be achieved, then the life adjustment program of the school must be based upon a thorough and continuing program of knowing and understanding each individual pupil. It is necessary, furthermore, that individual characteristics of every youth be identified and that this process begin in the kindergarten and continue on through and beyond the secondary-school level. Such identification is a function of guidance and is basic in the achievement of the objectives of the Resolution.

According to the Educational Policies Commission:⁷

The keystone of the school program is guidance—personal assistance to individual boys and girls in making their plans and discussions about careers, education, employment, and all sorts of personal problems.

Guidance is no mechanical process whereby counselors and teachers sort out boys and girls as a grading machine sorts apples—this one to stay on the farm, that one to work in an airplane factory, this one to be a teacher, that one to run the local garage. Guidance is rather the high art of helping boys

⁶ National Resources Planning Board. Washington, D. C., January 1942. p. 49. (Release No. 170979) Mimeos.

⁷ National Education Association. Educational Policies Commission. Education for All American Youth. Washington, D. C., The Association, 1944. pp. 39-40, 50.

and girls to plan their own actions wisely, in the full light of all the facts that can be mustered about themselves and about the world in which they will work and live.

This same document further defines the guidance function as but one of the services each youth has a right to expect from public education.

At best, however, guidance is only a means to an end. It will avail the student but little to work out an individual plan for education unless he is in a school in which that plan can be carried out. It will profit the counselor and the teacher little to define the needs of individual boys and girls unless they are able to provide education to meet those needs.

The Farmville Secondary School has, therefore, sought to make its curriculum and methods of instruction so flexible that each youth may pursue that course which seems best suited to his abilities, his occupational plans, his personal interest, and the conditions of his present and future life as citizen, worker, and family member.

The life adjustment program for *all* youth must consist of a curriculum designed and adjusted as to content, scope, and sequence, so as to be practical, real, and definitely related to youth, his life, his work and the society in which he lives. Adequate provisions should be made to satisfy the need of each youth for a sense of values by which to live. Such provisions should flow from a philosophy of secondary education which places life values above acquisition of knowledge and which permeates the thinking of all school personnel and makes itself felt in the general tone or atmosphere of the school.

A curriculum for *all* youth must stem from the services of the guidance program which begins in the kindergarten and continues on through and beyond the secondary-school level and is the concern of all school personnel. We sometimes overlook the key position of class, room teachers in the effective functioning of guidance service. Their contribution is so important that what they do must not be left to chance. Consequently, every effort should be made to inform classroom teachers of their relationship to guidance and to include them wherever they can be used effectively.

There are many among educational leaders who believe that guidance is largely a function of the classroom teacher. In a program emphasizing general education, guidance becomes an integral part of the school program. In *General Education in the American High School*,¹ Rosecrance points to the fact that "there are numerous illustrations in the practices of secondary schools today of a new type of curriculum in which the classroom teacher has taken on new functions" and cites examples which "reveal the stimulating and sympathetic way in which teachers in such situations are working with students

¹ Rosecrance, Francis C. *Guidance Is Becoming an Integral Part of the Program. In General Education in the American High School.* Ch. 10, pp. 242-267.

and indicate the difficulty one would have in sifting out guidance from the maze of varied activities in which students and teachers engage during the school day." Basic courses, the core curriculum, the fused courses, the arts, physical education—all of these are curricular vehicles through which guidance takes place. Under the plan of general education presented in this volume, "so-called group guidance, often cared for in the homeroom or guidance class, is incorporated in the curriculum. Orientation to the school and to the problems of personal and social living, problems of mental and physical health, the use of leisure time, and the development of vocational awareness—all areas of exploration usually found in group-guidance programs—would be included in general education experiences." In conclusion, Rosecrance states that—

Most of our guidance should be done in the classes, clubs, teams, and social units of the schools, not in the offices of deans, personnel directors, and counselors. Such officers give emphasis and coordination to the whole enterprise as well as help with special problems. When teachers learn the insights and skills needed for their important task and when administrators also become educators, there may be less need for special personnel functionaries. The emphasis on understanding people and helping them improve their individual and social living is sure to remain.

But whether the guidance program is carried on chiefly in the classroom or whether it is the function of highly specialized personnel selected for that purpose, provisions for sequences of learning experiences predicated upon individual student needs, rather than upon a set of prescribed experiences, must be made. The emphasis needs to be upon assisting the student to move most efficiently from where he is to where he is capable of going. As the keystone of a school program the guidance services which must be available to every youth must include provisions for:

1. A continuous inventory of each individual student's characteristics such as:

- a. Learning characteristics.
- b. Scholastic achievement.
- c. Aptitudes.
- d. Adjustments.
- e. Attitudes.
- f. Physical and health development.

These characteristics would be revealed through study of such factors as:

- a. School marks.
- b. Anecdotal records.
- c. Test results and their interpretation.
- d. Work experiences.
- e. Hobbies and interests.
- f. Home environment.
- g. Attendance records.

Evidence concerning appropriate items should be obtained about all youth from the kindergarten through and beyond the secondary-school

level so that it may be used at any time as an assay of the individual in assisting him to meet his needs and problems.

2. Informational services which provide:

a. Occupational information based upon reliable data at the local, regional, State, and national levels regarding the number of people now employed, the number of new workers likely to be employed each year for specific types of work, and analyses of job requirements needed for matching abilities and qualifications. Data are needed not only on types of work but also on the jobs available to beginners. At the local level this information may be obtained through the occupational survey; Census Bureau and Labor Department data will provide some of this information at the national level.

b. Exploration of training opportunities within the school, as well as at the local community, regional, State, and national levels.

3. A counseling service which provides competent trained personnel for aiding each individual to interpret his interests, needs, abilities, and opportunities; to plan intelligently; and to develop the area which reality demands. A pupil-counseling service must recognize the dignity of all types of labor essential to the world's work.

4. A continuing follow-up of all school-leavers, whether graduates or drop-outs. Just as the success of the industrialist, the merchant, the professional worker, the many- or single-skilled worker, and the service worker is measured in large part by the product of his labor, the success of the school may be determined by examining its product. The school may ascertain the cause of its "crop failures" and "unmarketable crops" by evaluating its curriculum, instructional service, and guidance practices in the light of findings revealed by the records of school-leavers, and may make necessary changes and modifications.

The follow-up may well be utilized as a focal point in the continuing development of a guidance program since the study of the problems and experiences of former pupils will provide pertinent data concerning:

- a. Number of pupils entering and pursuing higher education.
- b. Occupational distribution of those who have entered employment.
- c. Number employed.
- d. Approximate beginning salaries of workers.
- e. Types of training pursued.
- f. Type and amount of supplementary training needed to hold or progress in the present position, or training needed to secure a job.

The results of follow-up may also become valuable as instruments of research, extensions of the individual inventory, aids in determining guidance services to be offered school-leavers, and as guideposts in school policy making.⁹

5. Placement services which are to be interpreted as assisting the individual in making satisfactory adjustments to the next situation, whether they be in school or on the job. These services would call for contact not only with former pupils, but also with employers and other nonschool community agencies.

⁹ U. S. Office of Education. *Techniques of Follow-Up Study of School-Leavers*, by R. E. Brewster and F. R. Zeran. Washington, D. C., The Office, p. 1-2. (Misc. 2033) Mimeo.

Only through "learning" the pupil may we teach him. "Learning" the pupil requires knowing his characteristics; identifying his needs; and providing competent trained personnel to interpret his abilities, aptitudes, interests, and limitations. Finally, in the light of data revealed through techniques of the guidance program, it will be necessary to modify the curriculum to fit individual needs. Meanwhile the success of the desired program of education depends on the intelligent motivation of the youth himself. The guidance program contributes to this end by helping the pupil understand himself, his opportunities, and his possible objectives.

ETHICAL AND MORAL LIVING

Through the years, ethical values have been of great concern to leaders of secondary education in America. The Commission on the Reorganization of Secondary Education expressed itself as follows:

In a democratic society ethical character becomes paramount among the objectives of the secondary school. Among the means for developing ethical character may be mentioned the wise selection of content and methods of instruction in all subjects of study, the social contacts of pupils with one another and with their teachers, the opportunities afforded by the organization and administration of the school for the development on the part of pupils of the sense of personal responsibility and initiative, and, above all, the spirit of service and the principles of true democracy which should permeate the entire school—principal, teachers, and pupils.¹⁰

The Educational Policies Commission expressed its concern in one of the imperative needs of youth: "All youth need to develop respect for other persons to grow in their insight into ethical values and principles, and to be able to live and work cooperatively with others."¹¹

The President's Commission on Higher Education listed as its first objective of general education: "To develop for the regulation of one's personal and civic life a code of behavior based on ethical principles consistent with democratic ideals."¹² While this Commission dealt with higher rather than secondary education, its excellent statement concerning its first objective is just as appropriate for one level as the other:

Many colleges have tended in recent decades to concern themselves with the intellect alone. They have left to other agencies or to chance the student's spiritual and ethical development.

But they obviously cannot leave the whole field of individual purpose, discipline, character, and values to the accidents of environment before and

¹⁰ U. S. Bureau of Education. *Cardinal Principles of Secondary Education*. Washington, U. S. Government Printing Office. (Bulletin, 1918, No. 35) p. 15.

¹¹ *Education for All American Youth*. Op. cit., p. 236.

¹² *Higher Education for American Democracy*. Vol. I, *Establishing the Goals*. A Report of the President's Commission on Higher Education. Washington, U. S. Government Printing Office, 1947. p. 50.

after college. Students should be stimulated and aided to define their personal and social purposes in life. Personal integrity and consistent behavior are impossible where such conscious purpose is lacking.

General education can foster and quicken respect for ideals and values. Wise men, of course, have never doubted the importance of ethical considerations, but for a generation or two these matters seem to have been out of fashion among sophisticated intellectuals. If anything is clear in these troubled times, it is the urgent need of soundly based ideals to guide personal and social relationships in a world where insecurity is steadily weakening trust between man and man.

Interpersonal relations, business relations, labor relations, even international relations, depend, if they are to prosper, on good faith, decent intentions, and mutual confidence. Suspicion of the other fellow's motives and fear that he will not play the game according to the rules are far too prevalent for either individual or national health.

Such a condition is appropriate to a Fascist State, which rests on the rule that no one can trust anyone else; it has no place in a democratic society. To cooperate for common ends, we must have faith in each other.

Ethical principles that will induce this faith need not be based on any single sanction or be authoritarian in origin, nor need finality be claimed for them. Some persons will find the satisfactory basis for a moral code in the democratic creed itself, some in philosophy, some in religion. Religion is held to be a major force in creating the system of human values on which democracy is predicated, and many derive from one or another of its varieties a deepened sense of human worth and a strengthened concern for the rights of others.¹⁴

Some secondary-school administrators have been resourceful in planning for pupils' assemblies which are of a religious nature and helpful to many people while being offensive to none. Many have been successful in building devotion to a moral code or a democratic creed. Wherever pupils are together there are opportunities for distinguishing between right and wrong in the situations which the pupils know and understand. Teachers must take advantage of these opportunities if the objectives of the Prosser Resolution are to be achieved. Learning to tell the truth and to distinguish between right and wrong are fundamental steps in the achieving of life adjustment.

CITIZENSHIP EDUCATION

In its effort to suggest ways and means through which secondary education can, more effectively than in the past, develop civic competence on the part of *all* American youth, the Educational Policies Commission has set forth in several of its recent publications¹⁵ some definite patterns of action in this field. In the patterns proposed in these documents, the National Association of Secondary-School

¹⁴ Ibid., p. 50.

¹⁵ National Education Association. Educational Policies Commission. *The Purposes of Education in American Democracy*. Washington, D. C., The Association, 1933. p. 108-22.

———. *Learning the Ways of Democracy—A Case Book in Civic Education*. Washington D. C., The Association, 1940. 485 p.

———. *Education for All American Youth*. Washington D. C., The Association, 1944. 421 p.

Principals¹⁴ and other educational bodies have, in the main, concurred.

Most of the patterns of action for citizenship education proposed are characterized by the universality of their application to *all* American youth, rather than to specialized groups differentiated according to mental, social, or economic characteristics. To be sure, variations in citizenship education needs of individual pupils are recognized. But these variations relate to the educational climate and processes of the schools rather than to specialized objectives or curricular content or programs. The shortcomings of the school in providing citizenship education for the youth with whom the resolution is concerned lie in its failure to provide the diversity of activity, diversity of teaching method, and diversity of learning experiences needed to realize the objectives of citizenship education which these youth have in common with all others. Furthermore, the school needs to see that every one of these youth has a chance to participate in many ways in carrying citizenship responsibilities. Much of the leadership in business, in industrial organizations, in community activities, in civic and governmental responsibilities now comes and will continue to come from these youth. The school has a responsibility for preparing for such leadership.

The common need for citizenship education is also meant to apply in all types of secondary schools. This point is made clear by the fact that in *Education for All American Youth* the Commission first illustrates in some detail its ideas concerning Education for Civic Competence¹⁵ in the Farmville Community School, a modern idealized program of secondary education for a rural community, and then states that "these principles are quite as applicable in the case of American City (an idealized urban school system) as in that of Farmville."¹⁶

The following series of quotations briefly summarizes the Commission's civic education plan outlined for the Farmville Community School, and illustrates the provision of a diversity of learning experiences which makes possible the achievement of citizenship objectives with those youth referred to in the Resolution as well as with those headed for college and for the skilled occupations:

* * * The citizens of Farmville were ready to agree that citizenship education was of first importance * * *. The civic purpose, (therefore, now) permeates the school. We see its influence in classrooms, shops, health projects, community service enterprises, clubs, councils, and many other places. Because citizenship education is widespread, it is difficult to de-

¹⁴ National Association of Secondary-School Principals. *Planning for American Youth—An Educational Program for Youth of Secondary-School Age*. Washington, D. C., The Association. p. 21-25.

¹⁵ *Education for All American Youth*. Op. cit., p. 75-100.

¹⁶ *Ibid.*, p. 251.

scribe. One cannot put one's finger on this or that course and say, "Here! This is citizenship education in grade X." One would have to tell of most of the school's program to give a complete report. * * *. Citizenship education permeates the school, because the school staff intended that it should * * *. The activities of the various classes, projects, and committees fit together into a total picture, because the Farmville teachers plan their work together.

Perhaps one can best understand the Farmville school's citizenship education program if he thinks of it in terms of (the following) seven principles set up by the faculty to guide them in their program planning: * * *

1. Living democratically in the school. Citizenship education begins with the life of the school. Here, in a society which is familiar and relatively simple, pupils learn the meaning of democracy and the methods of democratic action through direct experience in face-to-face relations.

* * * At Farmville the guidance services, the suiting of education to individual needs, and the provision of equal educational opportunity for all youth * * * are foundations of civic education, because they supply experiences which are necessary for the understanding of democracy. * * * Everyone in the school does some work, and many students work throughout their school careers * * *. Every student takes part in many activities, such as shopwork, community surveys, recreational projects, and enterprises for the improvement of school, home, and community, which utilize a variety of talents—mechanical and artistic skills, leadership, executive ability, and the capacity for sustained hard work.

Students at Farmville learn how to share in setting up the purposes, policies, and plans for the activities in which they engage * * *. All the important policy and action groups in the school are composed of teachers and students working together in a relation of partnership. * * * Students at Farmville learn the meaning of civic responsibility by carrying responsibilities which directly affect the welfare of other people * * *.

2. Extending civil activities into the community. The students' direct experience in civic affairs is broadened as rapidly as possible by extending their activities into the local community. Study of the community begins early in Farmville's schools, and one finds a continuous interplay between school and community throughout the elementary and early secondary years * * *. Students working for community improvement soon come into contact with agencies of government * * *. They learn to think of government as an instrument, which people use to do things collectively for the common good * * *.

3. Moving out to the larger scene. Citizenship education moves out to State, national, and world situations by way of the experiences which pupils have had in school and community. As they move outward, pupils should be led to see and understand the connections.

* * * One therefore finds no sharp divisions of the social studies into courses on the community and courses on national and world affairs * * *.

4. Developing competence in the study of public problems. Help students master methods of studying and judging public problems. Familiarize them with some of the important issues on which citizens are currently expected to pass judgment and to act. Stress thorough study of a few problems, rather than superficial treatment of many.
 * * * The means of investigation are those which would be available to the average citizen in the community—books and pamphlets from the public libraries, radio programs, newspapers, magazines, and participation in discussion groups and forums.
 * * *. Class work includes training in methods of public presentation and in leadership of forums, panels, and discussion groups.
 * * *.
5. Developing competence in political action. Citizens must learn how to register their convictions so they will count. Students should, therefore, study methods of political action, at the local, State, and national levels. They should also evaluate these methods in terms of their effectiveness and their consistency with democratic principles.
6. Building knowledge as a tool of civic competence. Equip students with knowledge and understanding of contemporary society and of historical background, to enable them to deal with new issues as they arise and think clearly regarding social goals for the future. Seek to develop understanding of trends, movements, and relationships. Through all, stress understandings and appreciation of democracy, of American ideals, and of the achievements of the American people in realizing their ideals.
7. Foster loyalty to the principles and ideals of American democracy. Encourage youth to set up goals for achievement by their generation which will surpass those of their fathers, and which will bring the community, the Nation, and the world nearer to the attainment of democratic ideals.

Some guides in developing effective programs of civic education are widely known and accepted. The following are summarized from *Learning the Ways of Democracy*:¹⁸

1. Civic education must be the concern of the entire school curriculum, as well as of the student activity programs, but the desired outcomes must be carefully planned and not left to chance or regarded as byproducts.
2. Any attempt to study modern social, economic, or civic problems, issues, and trends, must be thorough, not slipshod or flippant.
3. The civic education objectives and procedures of the program of studies and of the student activities must complement and reinforce each other—the study program and the activities together constitute the civic life through which the student comes to understand democratic ways and his obligations as a citizen.
4. Courses concerned chiefly with the development of civic competence in youth must be planned with a view to both unity and flexibility. They must have definite objectives, clearly understood, and continuously emphasized by all of the staff, but they should make room for the study of civic problems and issues as they arise.

¹⁸ *Learning the Ways of Democracy*. Op. cit., Chs. II, III, and V.

5. Every course, in all fields, should contribute to the youth's civic education. The social studies may play more central and specialized roles, but classes in English, science, and the vocations have unique possibilities for developing essential aspects of citizenship education.
6. Good civic instruction is implemented by good supplies of newspapers, periodicals, pamphlets, motion pictures and other visual aids, radio equipment, and well-stocked libraries. Clearer materials concerned with teaching concepts relating to democracy, civil liberties, individual worth, etc., need to be written; they should be simple and dramatic.
7. Education for citizenship is best advanced by teachers who daily practice good citizenship, who work actively for civic improvement in the school and in an ever-enlarging community, and who encourage their students to do so.
8. Efforts to develop integrated programs of study, or core curriculums, with lengthened class sessions and with interteacher and intercurriculum cooperation, favor improvements in citizenship education programs, but they are not as essential as teachers who live democracy and practice good citizenship daily.

The objectives, the plans, and the procedures summarized from the authoritative sources cited should not be considered a complete or guaranteed program for making all youth in all types of high schools competent to deal effectively with the citizenship problems of American democracy. Even the best schools are likely to fall short of the objectives proposed; other schools, while readily according lip service, develop very different if not opposing outcomes. But such disturbing contrasts between accepted aims and attainment in the practice do not detract from the worth of the aims and procedures projected. Much less do they invalidate the urgent demand for better, more universal citizenship education for all youth, regardless of their social, economic, or scholastic futures.

It may be said by way of summary that there is rather general agreement among educators in high schools of all sizes and types (1) that civic competence, or good citizenship, is one of the important objectives of the school; (2) that it is an essential objective for every youth, and therefore common to all curriculums and all cocurricular activities; and (3) that citizenship is a major purpose of certain subjects—history, civics, community life problems, sociology, economics—and an important concomitant of other subjects and pupil organizations and activities. There is also general agreement that all students and their teachers need to develop a working knowledge, a sound understanding, and practical skills concerning: (1) the meaning of democracy, (2) the nature and importance of civil liberties, (3) the dignity and worth of the individual, (4) the major economic problems and trends, (5) the institutions and problems of social welfare, and (6) the political institutions and processes essential to the American way of life.

The compelling implication then is: IN ORDER TO DEVELOP SUCH KNOWLEDGE, UNDERSTANDING, AND SKILLS ON THE PART OF ALL YOUTH—NOT JUST THOSE WHO WILL ENTER THE PROFESSIONS OR THE SKILLED OCCUPATIONS—IT WILL BE NECESSARY FOR THE HIGH SCHOOL TO EMPLOY A WIDER VARIETY OF WAYS AND MEANS OF DEVELOPING CIVIC COMPETENCE THAN HAVE BEEN GENERALLY USED.

HOME AND FAMILY LIFE

Many, indeed, are the unmet needs of the youth of high-school age possessing the characteristics described in the first section of Part III of this document. Among these unmet needs, none is more urgent than the need for sound, practical education for home and family living.

These educationally neglected youth, in the main, have fewer advantages economically and socially. At the same time, because of their number they make the majority of American homes. It is these young people, therefore, who chiefly determine the quality and strength of our national life, since in a democracy, the family "holds first place as the creator and guardian of human values."

Most of the studies of secondary education made in the past 10 years emphasize the fact that one of the most important responsibilities of education is to improve and develop family life. The following passage from one of these studies fairly represents the point of view of the rest:¹⁹

What the child shall become depends first of all on the kind of family responsible for his upbringing. The home is literally the nursery of humanity, the matrix of personality during the most impressionable years, and a continuing influence throughout life. To what degree a person is fearful or confident, malicious or kindly, ruthless or reasonable, bigoted and autocratic or tolerant and democratic is perhaps determined more completely by relationships in early family life than by any other set of experiences. Not only are these experiences first in time and prepotent in effect during childhood, but family relationships continuously influence the manner in which persons conduct their affairs in other groups.

To deprive any large number of boys and girls of suitable opportunities to learn what they need to know in order to assume well their full responsibilities as family members—first in the homes of their parents, later in homes of their own—is to jeopardize unduly our national security. The social problems which result from family breakdown are too well known to require enumeration here.

Education for home and family living is that part of a total program of secondary education which provides opportunities for acquir-

¹⁹ The Purpose of Education in American Democracy Op. cit., p. 76-80.

ing the understandings, the factual knowledge, the skills, and the abilities necessary for homemaking and for successful participation in family life. The school must provide a program in this area of education for all youth—boys as well as girls. A program of education for home and family living which adequately meets the needs of those youth referred to in the Prosser Resolution would probably also meet the needs common to all American youth. At the same time it would inevitably have certain special emphases.

Although little statistical evidence is available, there is general agreement that, with the exception of GI's, youth who leave school early are likely to marry earlier than those who attend college. Hence, there is a special urgency and importance about the education of this group for family life. Many of those who leave school early will earn incomes so low that only by careful planning and budgeting will they be able to avoid economic and social frustration. Hence, they need especially to learn skillful buying of food, clothing, housing, and household appliances.¹⁰ They also need especially skills in preparing food, repairing clothing, repairing furniture, and building useful articles for the home.

In a recent investigation of actual practices of schools in providing education for successful family life, the desirable activities fostered were described in terms of behavior under five general categories. The activities reported might well suggest the characteristics of a program designed to meet the needs of the students ordinarily neglected educationally. They were:^{10a}

- A. Pupils participate in a wide variety of coeducational activities to establish relationships which will lead to intelligent selection of mates and to living happily with them.
- B. Pupils come to understand the functions of the family, the significance of family solidarity, and the mutual responsibilities of husband, wife, and other members of the family.
- C. Pupils acquire and use skills and understandings related to the budgeting, decorating, and furnishings of the home; feeding and clothing of the household; and esthetic standards of living.
- D. Pupils investigate under guidance the personal and social problems which concern them in growing up and in establishing new relationships with members of the opposite sex.
- E. Pupils investigate factors in the community which affect family living.

It would be misleading to imply that the modern high school at the present time offers nothing in this educational area to meet the needs of the youth with whom we are here concerned. Homemaking education for many years has had as its goal to provide in every secondary school appropriate educational experiences in homemaking for all

^{10a} The Imperative Needs of Youth of Secondary-School Age. Bulletin of the National Association of Secondary-School Principals, 31: 51-61, March 1947.

youth. This goal, however, has been only partially met. Many girls, and a few boys, are in home economics classes. Many schools have general courses in sociology which include an elementary study of the family as a social institution. In some, biology courses give considerable attention to the health problems of families. Other science courses stress good diets and nutrition. It must be admitted, however, that from the standpoint of what needs to be done for the group with which the resolution is concerned, the surface has hardly been scratched. The opportunities now offered reach too few students and are too often nonfunctional, either because the courses are not based on a real understanding of student needs or because the teaching is academic.

A number of recent studies have given considerable attention to the needs of *all* youth for education for homemaking and parenthood. Recommendations made in these studies have certain definite implications, therefore, for programs intended to meet the needs of students referred to in the Resolution. These are summarized under the following heads: Purposes, scope, content, methods, curriculum organization, responsibility for development, and administrative arrangement.

A. *As to Purposes:*²⁰ The major purpose of a program of home and family living for this group should be to help students develop:

1. The ability to appreciate the importance of family life in our society.
2. An understanding of what good family life means *in terms of their own* family experiences.
3. A desire to make their own family living as successful as possible by these standards.
4. The abilities and skills needed in successfully performing homemaking activities.
5. A specific yet broad understanding of what the resources for family living are in their communities.
6. The skills and abilities needed for finding these resources and for using them effectively. These abilities would include, among others—
 - a. The ability to buy wisely within the limits of family income.
 - b. The ability to resist the propaganda, high-pressure salesmanship, and trickery which keep so large a proportion of this group in perpetual debt.
 - c. The ability to work effectively with other families to develop new resources, make better use of resources already available and/or solve problems of common concern.
7. The ability to maintain democratic relationships in family life.
8. The ability to establish and maintain wholesome, effective family-community relations.
9. The ability to recognize and conserve values in family living as family patterns change.

²⁰ Education for All American Youth, Op. cit., p. 114-119.
 Pennsylvania Secondary School Principals' Association. What Is a Desirable Program of Family Life Education and How It May Be Implemented. 1946. (Unpublished Report of a Summer Conference.)

B. *As to scope:*²¹ As the purposes stated above would indicate, the programs in question must be broad in scope.

1. They should serve all homes in the community.
2. They should serve both sexes—boys as well as girls; young men as well as young women.
3. Activities should be planned so that instruction is made easily accessible to all parts of the community.
4. They should include emphasis on all phases of home and family living over a reasonable period of time.
5. They should offer appropriate instruction at all educational levels.
 "Children at various points in their school careers may be helped to understand the family as a social institution, to acquire homemaking skills, and to work out happy and socially constructive adjustments with members of their immediate families. Young people may be helped to master and appreciate the specific knowledges and insights needed in marriage, homemaking, and parenthood. Married couples and parents on the job may be given opportunity to study their problems and work out ways of handling their obligations."²²

C. *As to Content:*²³

1. The "take-off" points for education in home and life should be the values, the practices, the problems, the home customs, and experiences of the students participating.
2. Activities at every level should be closely related to family and community experiences of the students involved.
3. Subjects studied should include:
 - a. The place and the functions of the family in a democratic society.
 - b. Family organization and family relationships.
 - c. Family economics or consumer education.
 - d. Selection, use, and conservation of family resources—food, clothing, housing, home furnishings, home equipment, etc.
 - e. Child care and guidance.
 - f. Home management and family development with special reference to such concerns as health, recreation, esthetic experiences, education, religious and moral guidance for family members.

D. *As to methods:*²⁴

1. Goals for all activities should be cooperatively developed by teachers, students, and families.
2. Instruction should be based upon the problems, needs, and interests of students and their families.
3. Programs should be flexible, goals and activities changing as needs change.
4. Students should participate according to their abilities in planning, carrying out, and evaluating activities in connection with programs.
5. Maximum use should be made of teaching aids which clarify, simplify, and dramatize the ideas involved—moving pictures, film-strips, radio.

²¹ Planning for American Youth. Op. cit.

²² The Purposes of Education in American Democracy. Op. cit., p. 80.

²³ Education for All American Youth. Op. cit., p. 114-119.

²⁴ What Is a Desirable Program of Family Life Education and How It May Be Implemented. Op. cit. U. S. Office of Education. Vocational Education in the Years Ahead. Washington, U. S. Government Printing Office, 1945. p. 191-253 (Vocational Division Bulletin No. 234.)

programs, demonstrations, projects of all sorts in which students work on problems of their own selection.

6. Adequate opportunities should be provided for suitable experiences which give students the "feel" of situations they are studying and also make ample provision for the practice necessary to "fix" the skills being learned.

E. As to curriculum organizations:²¹

1. *Common learnings.*—There is considerable evidence of need for a common program for all youth in the group with which we are concerned, especially those in grades 7 through 9. This would be organized around the home activities and relationships most meaningful to children in the age groups represented. Just what should be included in these programs is not entirely clear. Several State school systems have recently made, or are now making, studies which should throw light on this problem. Findings of some of these studies should be available soon.

2. *Special programs.*—Within the large group of youth with whom the resolution is concerned, there are at least four subgroups with special needs. Beginning with grade 10, special programs of family life education should be developed to meet the needs of these students:

- a. *Programs for girls who are or who will soon be full-time homemakers.*—These programs should be intensive. Their aim should be to prepare girls to assume immediate responsibility for homemaking, or to give specific in-service training to young women who have already become homemakers.

- b. *Programs for boys and girls who will probably not be full-time homemakers, but who need to have a good general understanding of what homemaking means* in order to take their share of family responsibility in their present and future homes. Many of these young men and women will spend much of their lives in single-skilled or unskilled occupations which have a minimum of stimulative value. For such workers, the home can be a splendid reservoir of life satisfactions if they know how to make it so.

- c. *Programs for handicapped students.*—These students may or may not be homemakers, but the majority of them live and will continue to live in families. They need, particularly, the security and the outlets for creative energy which a happy, well-organized home provides. This group has special need for help in learning how to adapt houses, home furnishings, home equipment, and home activities to their requirements.

- d. *Programs for students with special artistic abilities.*—This is perhaps the group least well served by our schools today. Students specializing in the creative arts should be helped to see that the home is a place for fostering these gifts. They should have special opportunities to study the arts related to homemaking and to take leadership responsibility in sharing their abilities and achievements with other students.

- F. As to Responsibilities for Program Development.**—It is obvious that, in a field as broad as the field of education for home and family living, the richness and effectiveness of programs will always depend on the extent to which all available professional resources are sought and used in teaching. In order to clarify

²¹ Planning for American Youth. Op. cit.

the responsibilities of certain key educational groups in connection with such programs, a committee of leaders in home economics recently proposed the following definitions:²¹

1. *Education for home and family living.*—This term designates that part of a total education which equips individuals for effective membership in the family so that each contributes to home and community life according to his capacity.
2. *Homemaking education.*—This term designates that part of education for home and family living which is centered on home activities and relationships and which enables the individual to assume the responsibilities of homemaking.

On the basis of these definitions, practically every high-school teacher and department has important contributions to make to a total program of education for home and family living. Home economics departments feel a major responsibility for homemaking education as here defined. But even in this area, contributions from psychology, sociology, biology, fine and practical arts, mathematics, and English are clearly needed.

To develop programs of education in home and family living to meet the needs of the students with whom the Prosser Resolution is concerned, it will be necessary to set up procedures for cooperative program development. This probably means (1) committees representing teachers, parents, and students to set up goals, outline general programs, and plan for continuous evaluation; (2) faculty committees within schools to coordinate the contributions of all participating individuals and departments.

G. *As to administrative arrangements.*—The kind of programs outlined in this memorandum depend very much for their success on administrative arrangements to facilitate their organization and development. This means that administrators promoting them would have to understand the special problems which this kind of education creates for teachers. It also means that these administrators would need to be able and willing to go as far as possible in:²²

1. Making the necessary arrangements for many new types of in-school and out-of-school experiences.
2. Interpreting in the community the value of these new approaches and the need for the new teaching methods and materials required.
3. Securing the interested cooperation of all needed staff members in joint planning for cooperative projects in home and family life education.
4. Providing the time and opportunities all teachers participating would need in their schedules for working together so that the coordinated programs which evolve would be as effective as possible from the standpoint of both emphases and instruction.
5. Providing time in teacher schedules for work with parents and contact with the home.
6. Providing time and opportunities for teachers to establish the necessary working relationships with persons and organizations or services in communities with a view to strengthening family life education programs.
7. Providing the necessary space and equipment for such programs—space for individual and group activities, opportunities for individual conferences and group discussions, time and transportation to facilitate home and community projects, etc.

²¹ Vocational Education in the Years Ahead. Op. cit., p. 191.

²² Paraphrased from Vocational Education in the Years Ahead. Op. cit., p. 243.

This section on home and family life education is based upon an analysis of certain outstanding studies in secondary education and in vocational education, with the needs of the group defined by the Prosser Resolution in mind. As the content indicates, to meet the needs of this group would be to serve the majority of American homes. To give to those who live in these homes the means of improving their family life would be to make a notable and direct contribution to the solution of many of our most pressing national problems.

SELF-REALIZATION AND USE OF LEISURE

In its list of 10 imperative educational needs of youth, the Educational Policies Commission includes 2 which relate directly to self-realization and the worthy use of leisure time, namely:

All youth need opportunities to develop their capacities to appreciate beauty in literature, art, music, and nature.

All youth need to be able to use their leisure time well and to budget it wisely, balancing activities that yield satisfactions to the individual with those that are socially useful.²⁵

It is implied in the Prosser Resolution that a certain proportion of American youth have interests, educational and economic opportunity, and the necessary drive and purpose to profit through current school offerings which lead to employment outlets necessitating college preparation or certain types of vocational preparation culminating in professional, white-collar, or skilled pursuits. Their eventual employment provides opportunity for varying degrees of creative activity, initiative, advancement, and the exercise of judgment, leadership and other qualities. These characteristics are not so clearly associated with those employed in the semiskilled, routine, and operative types of employment. Persons so employed have no specific training requirement other than a few hours previous to employment or that provided by the job itself. Their work is largely routine in character, and offers few opportunities for creative achievement.

In general, this group, which is the chief concern of the Prosser Resolution, has a low earning power. Their hours of leisure are increasing owing to the ever shortening of the work week, advancing age of initial employment, increased mechanization, fluctuating periods of unemployment and an increasingly earlier age of retirement from productive activity.

Many members of this group, in common with others, appear incapable of disassociating use of leisure time from the expenditure of money out of proportion to values or satisfactions returned. There is special

²⁵ Education for All American Youth. Op. cit., p. 226.

need to develop in these youth an all-powerful sense of the value of time, emphasizing that the individual time allotment is limited, that the bank account of leisure hours is a most precious asset, that it is one of the few assets fully under control of the individual, that it is highly expendable and never recoverable. Leisure hours should represent more than the trading of an excessive number of employed hours—that is, money or just time spent for nothing in the way of abiding satisfactions.

Probably in no phase of educational endeavor is the need greater to fit high-school programs to the individual than it is in the case of adequate and satisfying use of leisure hours. In no phase of educational endeavor is there need for greater variety; from individual to group activity, from direct participation to intelligent spectatorship, and from art to woodcraft. The needs of youth for education, in better use of leisure time embrace developing and matching of skills in boxing, wrestling, and fencing; games such as checkers, bridge, billiards, ping-pong, chess, horseshoe pitching, and a multitude of others; fishing, handicrafts of a vast variety; clubs such as camera, wood carving, and weaving; contests such as teams, fairs, exhibits, and others; sports such as swimming, softball, skating, baseball, tennis, basketball, and skiing; music, vocal and instrumental, group and individual, glee clubs, bands, orchestras, and record playing; literature, including both reading and writing; folk and social dancing; pageants and festivals; drama and theater; painting and sketching; gardening; camping; social such as Red Cross, scouting, and Community Chest; and a host of others.

Emphasis should be given to the carry-over value of such leisure-time activities as those listed above, as well as to their value before the pupil leaves high school. The bridge between school and adult values might be built by the gradual induction of the pupil into related community leisure-time activities as he approaches the end of his school life.

Too much emphasis cannot be placed upon activities of an individual character as against group activities. Much of our free time is spent as individuals and not as members of a group. Out of all must come a feeling of a pleasurable and satisfying experience. There can be neither failures nor merely passing marks since each fails to convey a true sense of satisfaction.

One reason pupils leave school is to experience the reward of successful accomplishment. They find it in the home, factory, store, office, or farm. The school can help them to find it also in the fine and practical arts. Simple courses in woodworking and home economics

will not suffice. There should be opportunities for those who like to play musical instruments or draw or dance, even though they have little skill. Youth should have fundamental experience and a knowledge of products of the textile, printing, bookbinding, metal, electrical, woodworking, ceramic, industrial chemistry, and plastic industries. There is satisfying achievement as well as practical value in reading mechanically made drawings and in sketching with a pencil an idea which cannot be as readily expressed with words. Typing, copying or creating art forms, home and interior decorating, gardening, and landscaping are examples of activities which offer the satisfaction of success and help pupils to learn by doing as well as by reading.

Considerably more than half of the total youth group are involved under the Prosser Resolution, with approximately one-third of these being out of school. Many of these youth are school drop-outs returned from employment in war industries and the armed services. In normal times a high percentage of youth is out of school with the implication that they are as much entitled to aid as are those remaining in school. To inspire this entire group, both in and out of school, to use leisure time as an asset is a challenge to the secondary schools.

The role of the school in preparing youth for wise use of leisure is threefold:

1. To provide a broad program of learning experiences which will give to all youth interests and skills which can be used in out-of-school activities, such as, handicrafts, photography, music, social dancing, sports, and parlor games, and to manage these experiences in such a way that each will—
 - a. Develop his own creative abilities.
 - b. Take pride in superior skill and accomplishment.
 - c. Make friends.
 - d. Relate his interests and skills to the recreational facilities and programs of the community.
2. To sponsor a rich program of group activities in which all have equal opportunity to participate. Student participation in school government intramural sports, clubs, social affairs—these suggest the type of activities envisaged.
3. To make available the resources of the school for a broad recreational program in out-of-school time for all of the youth of the community.

The leisure-time activities program of the school fails to make the maximum contribution to the growth and development of youth who are the chief concern of the Prosser Resolution whenever:

1. Marks are used as a screening for participants.
2. The emphasis is on competition rather than wide participation.
3. Small cliques dictate the general pattern of school life.
4. Expensive insignia are used as badges of membership in organized groups.
5. Social affairs are expensive and formal.

Many of the implications which have been mentioned and discussed briefly in this section were among the items considered at the regional conferences. Other suggestions have been drawn from publications well known and generally accepted.²⁷

HEALTH AND SAFETY

"An educated person understands the basic facts concerning health and disease . . . protects his own health and that of his dependents and works to improve the health of the community."²⁸ Basic to all the other needs pointed out in this document as desirable and essential for secondary-school age youth is health. Without health, money spent on these other phases of education will render a very small return. Provision for the most basic types of education, involving such tools of learning as language and mathematics, will be of more value if the individual being taught is healthy and is aided in maintaining, safeguarding, and improving that health. Without health, leisure will not be as enjoyable; attempts at the provision of work experience and occupational adjustment will be diminished. Most industries now require that all applicants must pass a pre-employment medical examination. Physical, mental, and emotional health are the very warp and woof of satisfactory home and family life, and the expressed rights and privileges of citizenship are little more than hollow platitudes unless the individual is fit to defend and enjoy them.

The characteristics of the youth described in this publication indicate that they have great need and they certainly have a right to expect much from the school in the area of health and safety. A comprehensive program of health service, health and safety instruction, and physical education can do much toward mitigating the effects of the factors producing these characteristics. Such a program is envisaged in the following platform:²⁹

1. As shown by the draft, approximately 50 percent of American youth have disabling defects, HENCE

It is necessary to have medical examinations for every young person of school age, the type of examination and the organization necessary to be determined by organized medicine and public health.

²⁷ These references were particularly helpful:

American Council on Education. *Youth and the Future*. Washington, D. C., The Council, 1942. 296 p.

Education for All American Youth. Op. cit.

U. S. Office of Education. Committee on Youth Problems. *Youth—Leisure for Living*. Washington, U. S. Government Printing Office, 1936. 126 p. (Bulletin 1936, No. 18-II.)

²⁸ The Purposes of Education in American Democracy. Op. cit.; p. 60-62.

²⁹ Platform of the American Association for Health, Physical Education, and Recreation. In: American Association of School Administrators, Twenty-third Yearbook, *Paths to Better Schools*. Washington, D. C., National Education Association, 1945. p. 67.

2. The neglected defects in childhood are the same defects which prevent acceptance for service, HENCE

It is important to secure the early correction of every remediable defect, the ways and means to be determined by the family and community.

3. Many young persons violate health practices because they do not know how to live, HENCE

There should be emphasis upon rest and sleep, nutrition, recreation, exercise, mental and social hygiene, medical and dental care in order to develop desirable patterns of living.

4. Many children fail to grow properly, are weak, are unable to protect themselves adequately in emergencies, and lack recreational skills, HENCE

All children should be taught motor skills which promote growth, development, safety, and recreation suitable to age, sex, and condition of health. A program of physical education consisting only of weight-lifting, strength stunts, calisthenics, marching, or similar exercises is too limited for the needs of growing boys and girls.

5. The things children learn in school should function in their lives now and afterwards in civilian life, HENCE

The program should consist of rhythms, games, sports, athletics, and body-building activities, the latter directed particularly to the arms and upper back. The program should extend competitive interschool athletics suitable for individuals concerned.

6. There are many desirable facilities and opportunities in the community, HENCE

In conjunction with the regular program of the school, wide uses should be made of community and State facilities and opportunities for camping, hiking, riding, boating, and other similar outdoor activities.

7. Vitality, strength, and skills cannot be developed without adequate time, HENCE

In order to develop agility, skills, ruggedness, strength, and endurance, a daily program of participation under qualified instructors throughout childhood and youth should be provided.

8. No comprehensive programs are possible without facilities, HENCE

Communities should provide adequate indoor and outdoor facilities, including facilities for swimming, in order to make possible a desirable program of physical education for all children and youth.

If a school is to make the greatest possible contribution to the continuing health and welfare of its pupils through their whole lifetime, it should apply health policies consonant with the best thought and practice in this field.

Every school should establish workable policies, preferably in written form, to assure its pupils of (1) healthful school living conditions, (2) appropriate health and safety instruction, (3) adequate or superior services for health protection and improvement, (4) healthful physical education, and especially (5) teachers and other school personnel with up-to-date prepara-

tion so that they are well qualified for their special health responsibilities. Sound policies for the education and care of handicapped children are equally essential.³⁰

To meet the health needs of the youth envisaged in the Prosser Resolution, six points are particularly noteworthy—three relating primarily to health, and three to physical education.³¹

- "1. Thorough and complete health examinations lead at once to effective follow-up with students and their parents, to individualized programs of health instruction, and (when needed) to plans for correction of defects or treatment of disease."

Two points must be kept in mind. First, the examinations should be thorough and complete. If a choice must be made between examination of all pupils yearly and thorough examinations at longer intervals, the latter is to be preferred. Of course, students with serious defects and those who suffer severe illness should be examined more frequently. Secondly, there must be prompt and effective follow-up of all examinations which reveal need for corrective or remedial treatment.

- "2. The health of students has become a chief concern of the entire school, and health-promoting activities are found throughout the school program."

Many hours of the student's life are spent in school, and since much of one's health and safety is affected by the way one lives, the school must take some responsibility for the effect of the school regimen on pupil health. This means that the school must provide a healthful school environment as well as an opportunity for healthful living throughout the school day. All teachers and all subject fields are involved and must assume responsibility. The desired results cannot be realized if health instruction is limited to one or two specified teachers and to a separate course or two.

In addition, specific time should be allowed throughout the secondary-school program for class and individual instruction on matters that are not covered, or given sufficient emphasis, elsewhere in the school program. Buildings and equipment must be carefully planned and cared for in order to contribute to the health and safety of the school child. Many schools are appointing health coordinators—a regular member of the faculty responsible to the administrator—to educate all teachers, through various methods of in-service training, regarding their share in the school's health and safety program, add to integrate the various health activities of the school. School health coordinating committees are often appointed to expedite such coordination.

A school attempting to meet the health needs of students is also concerned with the health and safety of teachers and other school personnel. Periodic health examinations of the staff are arranged at the time of employment and periodically thereafter.

³⁰ Suggested School Health Policies. A Report of the National Committee on School Health Policies of the National Conference for Cooperation in Health Education. New York, Health Education Council 1945. p. 7-8.

³¹ Education for American Youth. Op. cit., p. 271-81. (The recreational aspects of physical education are treated in this reference on p. 119-26.)

- "3. The activities of schools in behalf of students' health are extended to homes, to neighborhoods, and to the city as a whole."

A school which neglects the home and the community factors may allow these influences to cancel out much of the benefits resulting from its program. A program involving any follow-through for correction or treatment must include parent and community groups. It is well known that neighborhood and community conditions affect the health of children. Many schools are attempting to extend their programs to include adult health education and to establish school-community health committees. If these are already established, faculty members often serve on such committees. This kind of service is a regular part of the professional duties of the staff and is considered a part of the teaching load.

Organized education is not the only public agency concerned with health and safety. In order to secure a functioning program, the schools must work with the health department, county medical societies, clinics, and other health, welfare, and safety agencies on all programs which these agencies promote to improve the health of children and youth.

"Physical education is an indispensable part of the health program * * *. It is a means of developing a variety of recreational interests and skills, of providing a wealth of powerfully motivated socializing experiences, and of building desirable attitudes of teamwork, sportsmanship, and respect for other persons."

- "4. Each student follows a program of physical conditioning based on the results of his health examinations and on information gained by the physical education teacher from other tests and from observation."

Although the program may be composed largely of group activities, it must be suited to the individual. Together, the teacher and student discuss the student's particular program and set up standards of attainment. In this way the student knows why he is following a particular program and he is encouraged to test his own progress toward these standards.

"All students should be enrolled in physical education classes; those who by reason of illness or disability are unable to participate in the more vigorous forms of activity should be assigned to modified activity or to rest, but with full credit in any case. Where such provisions are made, no pupil need be excused from physical education enrollment." 33

- "5. Beyond his physical conditioning program each student has an area of free choice of physical activities."

After orientation, teachers should allow the students to follow their own interests so that everyone may learn to do well whatever he chooses to do. Such a program means that the present sports program must be expanded and varied to include many of the games which can be played in adult life. It means that a school will have an extensive intramural athletic program as well as a comprehensive interschool competitive program in a wide variety of sports, with no

³³ Suggested School Health Policies. Op. cit., p. 33.

one team listed as the first team, but with many teams in many sports, all of near equal ability.

Although physical education classes are separately organized for boys and girls, opportunity for mixed participation should be provided in those games where such participation is suitable.

"6. The schools endeavor to extend physical education outward into the community and onward into the years of adult life."

"Every high-school building is open from 8 a. m. to 10 p. m., and its gymnasiums, swimming pools, courts, and playgrounds are available for use by community groups at all times when they are not employed by the regular students. Each high school has thus become a community recreation center."

There is a growing trend toward joint community and school recreational program planning and administration.

There are therapeutic values to be derived from activities in summer camps, parks, playgrounds, music rooms, art studios, and in the workshops which provide for a broad program of practical arts.

CONCLUSION

French, in a recent report regarding effective health practices in many high schools, listed six general headings which could be characteristic of a program designed to meet the health services and health instruction needs of the group with which we are concerned. These headings were:²³

- A. Site, plant, equipment, and personnel illustrate concretely to students that the school and community recognize the importance of health and physical fitness.
- B. Students use easily available medical and dental services for examination and treatment.
- C. The students make better physical growth and adopt better standards of diet, because the cafeteria makes the supplying of proper foods—well-prepared—and the inculcation of good habits of diet its major concerns.
- D. Students receive instruction designed to establish good health attitudes, habits, and understandings.
- E. Students participate in physical activities which create interest and develop a satisfying degree of competence in games and sports and other recreational activities.
- F. The students learn through participation to plan, conduct, and evaluate the school's and community's programs for maintaining and developing good health and physical fitness.

It is submitted here that one of the greatest needs of those young people who are not candidates for college nor for the skilled occupations is in the area of health service, health and safety instruction, physical education, and recreation. All recorded data point to the inadequacy of this part of the secondary-school program. Secondary schools are not meeting the health needs of youth. Emphasis must be given to the study, prevention, and solution of the mental and

²³ The Imperative Needs of Youth of Secondary-School Age. Op. cit., p. 27-34.

emotional problems of youth. Individual and group health guidance and counseling are necessary to assist youth in finding a solution to their mental and emotional problems.

Participants in all of the regional conferences on the Prosser Resolution went on record regarding the unusual health needs of the youth with whom the resolution deals. Indeed, individual and family health and safety problems were considered to constitute one of the major causes of youth leaving school before graduation. As long as this part of the secondary-school program remains undeveloped and as long as the needs of so many high-school students in this area are unmet, a major barrier obstructs the road which leads to the realization of all of the objectives of the Prosser Resolution.

CONSUMER EDUCATION

As early as 1938 the Educational Policies Commission saw consumer education as an essential phase of education for economic efficiency.

The educated consumer plans the economics of his own life.

The educated consumer develops standards for guiding his expenditures.

The educated consumer is an informed and skillful buyer.

The educated consumer takes appropriate measures to safeguard his interests.³⁴

Two years later, it devoted some 30 pages of its report, *Education and Economic Well-Being in American Democracy*, to development of the theme that "the schools should give greater attention to the education of the consumer." It stated that "another generation should not be allowed to grow up without having a clear understanding of the increase in physical well-being and general economic welfare which can be brought about by proper purchasing and consumption * * *."³⁵ After describing some of the key problems of the modern consumer, the Commission called for specific education in the purchase and use of food, clothing, shelter, health care, and avocational factors. It asked also for education in saving. It emphasized the development of a guiding philosophy of life and of a generalized discrimination. And, noting that "the educated consumer is sensitive to his social responsibilities," it asked for better understanding of the significance of public expenditures and of social action in general.

In 1944, describing the basic common learnings course of its idealized high school, the Commission listed six areas in which the course is to help all youth grow. One of these is "intelligent action as consumers."³⁶ In the same volume the Commission listed 10 "imperative educational needs of youth," of which No. 5 reads:³⁷

³⁴ *The Purposes of Education in American Democracy*. Op. cit., p. 101-106.

³⁵ National Education Association. *Educational Policies Commission. Education and Economic Well-Being in American Democracy*. Washington, D. C., The Association, 1940. p. 44-74.

³⁶ *Education for All American Youth*. Op. cit., p. 249.

³⁷ *Ibid.*, p. 226.

All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.

What this "imperative need" means for practice was described by the Committee on Curriculum Planning and Development of the National Association of Secondary-School Principals in March 1947.³⁸ It has been explained in much greater detail in various publications of the Consumer Education Study, particularly in *Consumer Education in Your School*.³⁹

These statements, all taken from a common genetic thought-stream, could be paralleled at roughly the same dates from many other sources. They represent an emerging consciousness of a great universal need, partly a new one, partly a long unmet one. Obviously they apply to all American youth rather than only to those youth described in the Prosser Resolution. Yet—despite the understandable irritation of teachers of consumer education when their classes are used as "dumping grounds" for the less able—there is a special case to be made for the education of this group toward wise and efficient consuming.

These are the youth who, lacking the poise and confidence of the more fortunate, will be most exploited by unethical vendors. It is they who, frightened by the marble facade of the bank which might serve them, will turn from it to support the high-rate lender and the loan shark. They, above all others, will lack the funds and the nerve to enforce at law their legitimate rights.

Furthermore, these are the citizens who will likely have least financial margin for error. If they are to be reasonably well fed, clothed, and housed, they can ill afford any losses from bad buying. If they are to have good health care, it can only be by using the best financial techniques. And, finally, these are the people who, generally lacking capacity for high abstraction, will learn something of economics only through the direct, practical "consumer approach." For them, even more than for the school population as a whole, the traditional course in economics as an abstract science is a flat failure.

ESSENTIALS OF CURRICULUM

The Consumer Education Study⁴⁰ outlines five criteria that any program of consumer education must meet:

1. *Each youth must be aided to develop a philosophy of life and a discriminating sense of values which will guide his expenditures.*—Especially to those youth who come from homes of low cultural horizons, the greatest need of all is the evolution of high-type wants and goals. The skilled purchase of milk

³⁸ The Imperative Needs of Youth of Secondary-School Age. Op. cit., p. 66-77.

³⁹ Consumer Education Study of the National Association of Secondary-School Principals. *Consumer Education in Your School*, Washington, D. C., National Education Association, 1947. 128 p.

⁴⁰ Ibid., p. 18-20.

and oranges or the skilled selection of the best musical programs on the radio may be less important than the perception that such things are important.

2. *Each youth must learn to shop effectively, but economically, and use well what he has bought.*—There is no substitute in consumer education for direct, functional training in the practical competencies of the market place. Skill in selection and purchase must extend not only to the everyday necessities of food, clothing, and shelter, but also to the less tangible needs of health, recreation, and education.
3. *Each youth must acquire competence in financial management.*—This embraces, first, skill in everyday handling of money, budgeting, keeping simple household records, filing important papers, etc. At a higher level it demands skill and judgment in the constructive, economical use of credit and in long-range investment.
4. *Each youth must gain a basic understanding of the operation of the economy as a whole, and of the conditions necessary to its progressive improvement.*—In a land where every man influences more and more the conduct of the political economy, every man is willy-nilly a practicing economist. Granted that he cannot be made an expert one, it is desirable that he gain a certain perspective and good judgment.
5. *Each youth must acquire, along with the above, wholesome attitudes.*—Thoughtlessly administered, consumer education may produce a selfish, calculating state of mind, suspicious of and antagonistic toward others. However, properly employed, it can be a most effective instrument for the ideals of magnanimity and fair play which the whole school seeks to inculcate.

ESSENTIALS OF METHOD

For all students—but especially for the types of students contemplated in the Prosser Resolution—the starting point should lie with criteria 2 and 3. Practical competence in selecting, buying, and using goods and services and in managing one's income—these above all are the elements of consumer education which such students will take to with delight and grasp with ease.

From this consideration of immediate, earthy details, consumer education can and should constantly proceed outward to the less tangible considerations of attitude, philosophy, and social implications. The study calls attention to the following "points to watch in teaching." ⁴¹

1. *Establish an atmosphere of optimism and vigor.*—Consumer education is designed to help young people see how well they can live and challenge them to reach upward; not to implant defeatism and cynicism.
2. *Depend upon activity—learning by doing.*—The most important things in consumer education come from close contact with reality, not from books.
3. *Tailor the room to suit the purpose.*—Make it, above all else, a place for doing many things. Give it informal seating, plenty of filing and storage space, a demonstration desk, audio-visual equipment, and basic tools for art work.

⁴¹ Consumer Education in Your School, Op. cit., part IV, p. 82-109.

4. *Enrich instruction with a variety of materials.*—"Canned" textbook materials are not enough in this fluid, fast-moving subject, which depends for its appeal on its reality today.
5. *Use realia freely.* Talking about consumer goods in the abstract is ineffective. Generally it is possible to work from the thing itself. Let the students locate and gather these materials and carry on the demonstrations.
6. *Use community resources.*—There is more to be learned by young consumers at the bank, from the insurance agent, in a store, etc., than can possibly be crammed within a school. Above all, tap the assorted expertnesses of people in the community.
7. *Blend the specific and the abstract constantly.*—Consumer education which did not actively deal with the specific problems of every day life would be meaninglessly vague; but consumer education that was all earthy detail with no overarching philosophy or social awareness would be equally bad. Each can be used to enrich the other.
8. *Build sound public relations.*—Necessary in every field, this is especially necessary in a new, unfamiliar field, dealing to some extent with controversial matter. A wealth of experience is proving that enthusiastic public support is not hard to get.

ADMINISTRATIVE ORGANIZATION OF THE CURRICULUM

There are three ways, not mutually exclusive, of placing consumer-educating materials in the curriculum:

1. Through a core curriculum.
2. Through a special course.
3. Through "infiltration" into many existing courses.

In a genuine core program, cutting across traditional subject-matter lines and based squarely upon the real problems of the students in their community, consumer problems will naturally come front and center, for they are precisely the kind of persisting human problems to which the core program is attuned. However, the school which uses a core course will still need to use suitable opportunities for consumer education in its more specialized courses.

As to the addition of a special course in consumer education, the Consumer Education Study has never found sufficient grounds either for complete endorsement or complete condemnation. There is a wholesome tendency among schoolmen to decry the meeting of each new need by adding one more course. Yet they continue to cling to traditional, narrowly specialized subject-matter divisions. And as long as basic school organization is by special courses, there is ample ground for claiming that a consumer education course is more valuable than some now taught. Certainly this is true in the cases of the types of youth of chief concern in the Prosser Resolution. They would likely find a course in consumer education more meaningful and purposive than most "academic" courses.

The Consumer Education Study is positive that *some* provision must be made for specialized instruction. If no special course is added, then it proposes a few major "blocks" of materials in existing courses. These would include, for instance:

1. A study of effective shopping in general, the discriminating use of advertising, the skillful use of labels or goods.
2. A study of financial management—budgeting, saving, personal accounting, credit, insurance, and the rudiments of investment.
3. A study of law as it affects the consumer.
4. A study of the economic side of health care.
5. A study of recreation.

However, in any school, the opportunities for planned "infiltration" of existing courses are so numerous that the amount of specialized instruction can be held quite low. There is hardly a course in school which does not have implications for good consumer living. But experience and observation prove that the utilization of the opportunities must be *planned* on a school-wide basis. Then, and only then, can each department make its best, distinctive contribution without undue overlapping.

In such a school-wide program each teacher or department should be held rigidly to those consumer teachings which add strength not only to consumer education, but also to the basic subject. Thus music teachers should concern themselves with the consumer aspect of music, but only as that makes for better musical instruction. Vocational courses have much to add to consumer skill and knowledge, but their basic objective should remain vocational. Science courses should teach practical applications, but not at the expense of the best possible science instruction. Such delimitation will secure sufficient and valid consumer education, while actually improving instruction in mathematics, social science, or other subjects to which it may be joined.

TOOLS OF LEARNING

Of all the educational opportunities which are considered the natural right of every youth in this country, none is more vital to each individual than the opportunity to become proficient in whatever tools of learning he will need in his particular life activities. Boys and girls who do not know which vocations they are likely to enter have an especially great need for such tools. Flexibility and resourcefulness depend in some degree upon the ability to use skills and principles which are fundamental to activities in many vocations. If there is to be an open road for every youth, each must have an appreciation of deferred as well as immediate values and a disposition to lay the foundation for any future studies he may need to undertake.

Five of the objectives of self-realization as set forth by the Educational Policies Commission² concern the fundamental processes or tools of learning. To the three R's are added "speaking" and "skill in listening and observing." It is stated that most of our knowledge is gained and most of our thinking engendered by speaking and other means of self-expression, by listening, by observing, and, finally, by reflecting on what we have read, written, counted, calculated, said and done, heard and seen.

There are, in short, more than three "tool subjects," and schools should be concerned with securing the greatest possible proficiency in the use of all of them. If the rudiments of some skills are acquired outside of the school, the school's task remains, nevertheless, that of perfecting the effective use of these more common tools and of promoting safeguards against their exploitation to the disadvantage of the individual.

Through remedial courses and specialized facilities, the high schools must see to it:

1. That every child has an opportunity, a second chance as it were, to become sufficiently skilled in the tool-subjects to secure essential benefits from life which are dependent upon those skills.
2. That teachers in these skills cease to deal with this problem by condemning the elementary school or by classifying as "dumb" youth who do not have the required learning skills.
3. That plans, teaching methods, and facilities be worked out to determine for each child:
 - a. Levels and types of skills needed.
 - b. How and when best to teach them.
 - c. How to marshal interest and cooperation of youth concerning these skills.
 - d. What materials, equipment, workroom facilities, etc., are needed.
4. That in mathematics, language, and writing, there is an emphasis upon aspects of the tool subjects which are useful in everyday life, rather than upon the standards of achievement demanded by the colleges.

These tools, of course, are those which everyone needs to have, but the degree of mastery needed will vary with the individual. For the educationally neglected, more stress perhaps will need to be laid upon the practical applications of mathematics and language than upon their abstractions.

NUMBER ARTS

Studies by interested national educational organizations recognize, through definite statement or by implication (1) that ninth- and tenth-grade courses in algebra and geometry are stumbling blocks for many pupils, discouraging them from continuing school; (2) that the ability to achieve any real understanding of abstract mathematics

² The Purposes of Education in American Democracy. Op. cit., p. 53-61.

is a gift accorded to the few rather than to a large proportion of the high-school population, although through perseverance many students achieve some facility in the rote processes of mathematics, but with so little understanding of them that effort expended by the student is scarcely worth while; and (3) that while mastering specialized mathematical knowledge is necessary for those whose educational plans require it and who are gifted with specialized ability, the average adult citizen needs a different kind of mathematical knowledge, based upon practical and concrete situations of everyday life.⁴³

Ability to deal with number and form is a basic human need.⁴⁴ Every American citizen has occasion to make certain kinds of arithmetical calculations and to solve problems in which certain number skills are necessary. The high school which until recently has assumed that these fundamental skills are adequately provided for in the elementary school, has concerned itself only with the more specialized type of mathematics, usually those demanded for college entrance. In Farmville,⁴⁵ instruction in quantitative operations for which all have a need is continued through the ninth grade. For those pupils who have not mastered them by the end of the ninth grade, remedial instruction is provided in the tenth grade. In fact, such remedial instruction may be had at any time in the school's "mathematical workshop" which has a teacher in charge at all times and where any student may go at any time for help with the mathematical operations which he needs to use. Beginning with the tenth grade, except for this remedial instruction, the average student receives advanced mathematics as he needs it in connection with specialized courses along the line of his vocational interest.

Studies and reports of a number of national educational agencies point to various fundamental mathematical skills which every citizen should possess and basic knowledge which every citizen is likely to need. These include skill in the fundamental operations of addition, subtraction, multiplication, and division; ability to read numerical data in graphic form with an understanding of the features of graphic presentation which make a chart reliable; an understanding of the truth that an equation is of such a nature that whatever is done with one side of the equation must be done with the other side if the equation is to remain valid; ability to use scale drawings in making maps and plans of houses; ability to handle personal finances and money wisely; and proficiency in the solving of problems which are concrete and come within the experience of daily living.

⁴³ American Council on Education, The American Youth Commission. What the High Schools Ought to Teach. Washington, D. C., The Council, 1940. p. 28-29.

⁴⁴ The Purposes of Education in American Democracy. Op. cit., p. 53-61.

⁴⁵ Education for All American Youth. Op. cit., p. 140.

LANGUAGE ARTS

Reading, writing, speaking, as well as listening and observing, which contribute to the use of language, are tools needed by everyone. Since many studies in recent years have revealed that a great many pupils in high school have no more than fourth- or fifth-grade reading ability, the high schools are increasingly giving attention to the improvement of reading skills. The report prepared for the American Youth Commission⁴⁶ takes the view that the schools with their tendency to foster minute dissection of every passage read are largely responsible for the inability of pupils to read rapidly. Too much emphasis is given to unnecessary analysis of passages which are obscure but which may be readily understood from further reading of the context. The report states further that pupils need years of practice to cultivate methods that will make them fluent, independent readers. For the educationally neglected student, who in later life is not likely to read the classics, "securing sufficient competence in reading to comprehend newspapers and magazines reasonably well may be a major accomplishment for him without attempting the conventional classics."⁴⁷

It is the function of the school to give each student instruction sufficient for him to realize the maximum of his potential capacity as a reader. It is also the function of the school to provide certain concomitant learnings in connection with reading, which every individual will need in his adult life. The selection of reading materials is also important. "The schools must, as part of the program in reading, show the child how to select his reading, to read some things carefully, to skim other books hastily, to reject still others entirely."⁴⁸ Through much practice in the reading of the prose of current popular literature, one school⁴⁹ is endeavoring to promote growth in both reading power and taste. The effective use of books of reference is important and can be taught in connection with reading. The ability to understand the continuity of daily events as they are recorded in the newspapers and magazines can be fostered by the school through the relation of contemporary events to those which have preceded them.

In the fields of written and oral expression, a few students will have the ability and the need to write the language with technical accuracy; a few will need the art of public speaking. But for most students instruction in the ability to state what one knows or believes in a

⁴⁶ What the High Schools Ought to Teach. Op. cit., p. 12-18.

⁴⁷ Dodds. Op. cit., p. 125-26.

⁴⁸ The Purposes of Education in American Democracy. Op. cit., p. 55-57.

⁴⁹ That All May Learn. Op. cit., p. 179.

simple, brief, and direct fashion, and to write it legibly, is all that will be required.

The demands for technical knowledge of the language which life will make on the educationally neglected student will be practically nonexistent. These students will never to any great extent transfer the rules of grammar to the small amount of writing they will have to do. It seems far more likely that improvement in their written expression will result from practice in functional situations than from drill on technical rules of grammar. With oral expression, the same is true. It will be desirable to attempt to develop correct and concise usage, but the method will have to be chiefly practice in real situations.⁵⁰

In Farmville⁵¹ "the staff undertakes to develop reasonable mastery of reading and listening, and of written and spoken expression by the end of the ninth grade." After the ninth grade, three ways are provided for further growth in language ability:

1. Those who still have language deficiencies receive remedial instruction.
2. Throughout the school, everyone has frequent experiences in the use of language, through oral and written reports, class discussions, reading, and dramatics; and every teacher has agreed that growth in the skills of language shall be one of the aims of his teaching, whatever his field may be. There is also an "English workshop," where students may go to have their reports read and criticized and to get assistance whenever they encounter language difficulties.
3. Those with special interest in the English language may elect advanced instruction in this field.

All of this points toward the desirability of developing tools of learning (1) on the basis of individual need, and (2) in connection with practical situations involving their use in solving realistic problems confronting the individual. This means that the high school which would serve the youth under discussion here could not expect that every youth has mastered the tools he needs before reaching high school; nor could it expect that these youth will acquire functional mastery of the tools they need unless teachers of *all subjects* accept responsibility for assisting each pupil in this endeavor.

WORK EXPERIENCE, OCCUPATIONAL ADJUSTMENT, AND COMPETENCIES

The Prosser Resolution is concerned with life adjustment training by the high schools for those American youth not served in the vocational or college-preparatory programs. The topic, "work experience, occupational adjustment, and competencies," is a vital aspect of the entire problem involved in the resolution. Life adjustment is impossible unless occupational adjustment occurs.

⁵⁰ *Ibid.*, p. 125-26.

⁵¹ *Education for All American Youth*. Op. cit., p. 140-41.

Since they may change jobs many times during their lives, the boys and girls with whom the resolution is concerned are likely to need resourcefulness and flexibility in order to achieve occupational adjustment. They will hold jobs for which they can make little specific preparation while they are still in school. If by actual work experience a boy can learn the types of jobs he dislikes, he will have made some progress. If, in addition, he can learn to work 8 hours a day and can attain competence in some one job which he does like, he is well on his way toward occupational adjustment.

The place of work experience in the "life adjustment" of youth is shown in the following statement made by the National Association of Secondary School Principals: "Work experience under actual productive conditions is necessary if youth are to learn to work effectively."²²

Doubtless, this statement involves adjustment to many phases of life activity. It certainly has great significance insofar as occupational adjustment is concerned as any type of occupation requires work that meets "productive standards." Work experience, however, does more than prepare one to meet "standards" of efficiency. The youth can learn and the high school must provide more than in the past about safety practices, labor problems, relations with employers, working under directions, holding a job, getting promotions, working with others, a new sense of money values, and the like.

REASONS FOR WORK EXPERIENCE

1. To learn to work through getting a job, holding a job, working, earning, learning, and growing on the job.
2. To learn to get along with people through taking direction, meeting responsibilities, developing work habits.
3. To gain knowledge of problems of labor and management, problems of business safety, and problems relating to industry, business, and agriculture.

All are desirable experiences for every youth and have educational value as they relate to the total program of education and training, and the growth and development of youth.

CHANNELS THROUGH WHICH WORK EXPERIENCE MAY BE PROVIDED

Work experience may be secured through the following channels:

- (1) The home;
- (2) individual youth initiative or inventiveness;
- (3) schools—in laboratory and shops;
- (4) private employment;
- (5) service opportunities to community, State, or Federal Governments.

An examination of the above list shows that four of the five channels may directly involve occupational adjustment—the home, private employment, school shop, and public service. It is also easy to imagine

²² Planning for American Youth. Op. cit., p. 27.

that individual initiative and the school laboratory may make a very positive contribution to occupational adjustment.

SIGNIFICANCE OF WORK EXPERIENCE

The language used in the Prosser Resolution provides a setting that leads the reader to the conclusion that one of the basic factors in education for "life adjustment" is "occupational adjustment." In view of that impression a search was made to discover what educators regarded as an important outcome of "work experience." The following quotations⁵³ are therefore submitted:

Young people need to learn to work. Labor is the lot of man, and it has not been recognized as it should have been in arranging institutional education. The ability to work steadily for 8 hours is not a natural possession; it has to be acquired.

By the time a young person reaches adolescence he needs to have opportunities for work if he is to make the transition into adulthood rapidly and efficiently.

The payment of wages to young people for the labor which they perform contributes to economic adjustment.

Wages are a means additional to schooling of inducting young people into adulthood.

With proper social motives a vocation may be made the most compelling purpose of education which we can set before a pupil.

A democracy will not separate its work and culture.

All children should be given several types of work experience for its exploratory value so that all may have some understanding of the work of the world.

COMMENTS BY PRINCIPALS HAVING WORK EXPERIENCE PROGRAMS

The material presented in *What the High Schools Ought to Teach* and *The Purposes of Education in American Democracy* represent statements of philosophy. It is therefore interesting to note agreement in the comments of educators who have conducted work experience programs with respect to the contribution this made to life adjustment as used in the Prosser Resolution.⁵⁴

I am enthusiastic about the program. Many of our students who were not adjusted to our regular curriculum and who were failing consistently have shown remarkable improvement.

My teachers report an improvement in attendance and scholarship. Many of these youth were behavior problems. All that has disappeared now.

If it is to be a real educational experience, we ought to discuss more of the work problems in class.

Every student should get a taste of the real meaning of work.

⁵³ *What the High Schools Ought to Teach*. Op. cit., p. 15, 16, 17.

The Purposes of Education in American Democracy. Op. cit., p. 100.

Jacobson, Paul B. *Adolescents Need Experience in the Work of Their World*. In *General Education in the American High School*, Ch. 11, p. 283.

⁵⁴ National Child Labor Committee. *Work Experience in Secondary Education*, by Harold G. Dillon. New York, The Committee, 419 Fourth Avenue, 1946. p. 77-78. (Publication No. 394.)

ADVANTAGES OF WORK EXPERIENCE

Eighteen items are listed as "advantages" of school supervised work experience. Eight of these have a direct bearing on "occupational adjustment." The list follows: (1) Improves the type of job youth finds; (2) provides a counseling service under a life situation; (3) encourages youth to remain in school; (4) tends to improved school attendance; (5) aids in school adjustment; (6) improves morale; (7) tends to develop an improved relationship between employer, employee, labor, and the school; (8) improves wages and working conditions; (9) reveals the necessity for qualifying for life's work; (10) gives an opportunity for outlet of physical energy; (11) contributes to economic adjustment; (12) affords an opportunity through school instruction to make meaningful such items as: (a) Factors leading to success on the job; (b) significance of social security, taxes, labor organizations, child labor laws, health, blind alley jobs; (13) develops a more wholesome attitude toward work; (14) improves general scholarship; (15) enables youth to contribute to family budget; (16) reveals need for further education; (17) puts students on their own; (18) provides a sense of security and independence.

SOME BARRIERS CONFRONTING THE SCHOOL IN PROVIDING WORK EXPERIENCE

Some of the barriers that must be considered in formulating and inaugurating a school supervised work program are: (1) An unwillingness on the part of some school officials to admit educational values exist outside the schoolroom; (2) lack of facilities and knowledge on the part of school representatives required to organize that type of program; (3) opposition of labor in certain cases; (4) unwillingness of some schools to give school credit for outside school activities; (5) failure of many parents to understand the value of out-of-school work; (6) entrance requirements of colleges; (7) lack of community consciousness regarding the importance of out-of-school work for youth; (8) teacher-training institutions not prepared to equip teachers to handle this type of program; (9) feeling on part of many youth that real education is found in schoolrooms only; (10) difficulty of providing supervision on the job; (11) the reluctance to interrupt a well-organized and smooth running school program.

NUMBER OF YOUTH EMPLOYED

The objective underlying the Prosser Resolution is to encourage the schools to inaugurate a more effective educational service for a majority of American youth. This group will comprise youth in and out of school. The following figures relating to the number of youth 14 through 17 years of age who are working, highlight the importance.

of the objective sought in the resolution. Certainly these 14- to 17-year-old youth working full time or part time present a challenge to public education which is not now being adequately met.

It was estimated in 1944 that nearly 3,000,000 boys and girls, 14 through 17, were employed full or part time. Available data indicate that this group was divided approximately as follows: (a) In the 14- and 15-year-old group 600,000 were employed and attending school and 250,000 were not attending school; (b) in the 16- and 17-year-old group 800,000 were employed and attending school and 1.1 millions were not attending school.⁵⁵

In each high school careful consideration should be given to the possibility of allowing credit toward graduation requirements for work experience supervised by the school.

The purposes of school supervision of work experience are:

1. To make sure that youth are in situations where they can learn and where they will not be exploited.
2. To direct the learning experiences of youth at work.
3. To relate experiences in school to the out-of-school work experiences.
4. To gain first-hand knowledge of working situations in order to direct learning more effectively.

Much can be learned from the experience of the Vocational Division of the U. S. Office of Education which has for many years successfully arranged for the local supervision of high-school students who work part time. In a description of Cooperative Part-Time Retail Training Programs the following statement is made concerning the basis of credit for store work:⁵⁶

In some schools students are given credit for store work in addition to that given for class work because of the belief on the part of school executives that store experience provides more of the stimuli for quickening the student's personal, social, and economic growth than does class work. In these schools the same amount of credit is given for daily part-time store work that is given for every five-period classroom subject. No student can receive credit on this basis, however, unless (1) he is enrolled in a retail-selling class at the same time he is employed as a cooperative worker; (2) the cooperative work in which he engages is regular and permanent throughout the school term; and (3) the quality of his store work and his personal growth is satisfactory to the store and to the school.

A great deal of attention has been given in recent years to the educational values of work experiences. Many problems of administration, other than evaluating such experiences for credit, are involved. Reliable information concerning many of these has now been compiled.⁵⁷

⁵⁵ Vocational Education in the Years Ahead. Op. cit., p. 53-54.

⁵⁶ U. S. Office of Education. Cooperative Part-time Retail Training Programs. Washington, U. S. Government Printing Office, 1939. p. 69. (Vocational Division Bulletin No. 205.)

⁵⁷ School and Work Programs. Washington, U. S. Government Printing Office, 1947. (Bulletin 1947, No. 9.)

CONCLUSION

It seems fair to assume, then, that the Prosser Resolution calls for the school to provide many occupational adjustment services for every youth. In spite of the fact that the youth with whom the resolution is concerned do not require specialized vocational training in school, the school should proceed with the provision of the other needed occupational adjustment services some of which have been suggested here. Other aspects of the school which may contribute to occupational adjustment are broad programs in the fine and practical arts, school activities, and integrating the school with community life.

ADMINISTRATIVE, FINANCIAL, AND ORGANIZATIONAL ARRANGEMENTS

To achieve the objectives of life adjustment education visualized in the preceding pages, some far-reaching changes, improvements, and extensions will have to be made in the administration, organization, and financing of secondary education. Each State school system, and every local district in it, will need to ask itself this question: "What administrative and financial provisions must be made if the schools are to be in a position to render the services demanded by the Prosser Resolution?"

ADEQUATE FINANCIAL SUPPORT FOR EDUCATION

If we are to educate our youth properly, so that they in turn can improve the quality of democratic living and increase our national wealth, we must be willing to spend on education more money than we have ever spent before. A cheap school is in the end an expensive school.²²

Those who participated in the regional and national conferences on life adjustment education were aware of this problem, and their reports point directly to a number of significant changes which need to be made. The several pronouncements made in recent years by the national organizations, and receiving wide audience, were used extensively by the committee in preparing this part of the report. The conferees generally agreed that to whatever degree the objectives of the Prosser Resolution are achieved, to that degree—omitting other needs for increased school costs—will there need to be increased expenditures for education. There are several cogent reasons why this should be true.

In the first place, costs of providing high-school education are certain to increase if the number being served is increased. One inescapable conclusion of the Prosser Resolution is that large numbers of youth of high-school age fail to attend secondary schools simply because they do not find offerings which meet their needs there.

The great number of boys and girls who never enter the high school

²² Planning for American Youth. Op. cit., p. 68.

and those eliminated early were the object of much discussion in the regional conferences at Cheyenne, Sacramento, and Birmingham. At all three conferences "national figures were cited showing the high percentage of youth leaving school. Based upon a unit of 1,000 pupils enrolled in the fifth grade in 1936-37, only 849 remained during the school year preceding the last 4 years of public education; 839 entered the first year of the high school; and the survivors on graduation day numbered only 393."²⁰ Even in 1940-41, the banner year for high-school enrollment, there was 27 percent of the age group 14 through 17 years not in school.

As the school services are changed and improved so that these youth will find offerings which challenge and interest them, the number to be served will increase markedly; and, as a result, costs of education must necessarily show a somewhat corresponding increase.

In the second place, the extent, diversity, and quality of educational experiences implicitly called for by a program of life adjustment education—concerning which the foregoing pages of this statement contain a number of hints—are such that they inevitably represent increased school costs. For example, the services outlined under Guidance and Pupil Personnel Services cannot be provided under present budget allotments for such services. The same can be said of the services and school offerings discussed under any other section of this document.

In addition to the cost increases involved (1) in providing new types of education to meet the needs of youth not now well served by the high schools and (2) in keeping more of these youth longer in school, the improvement of instruction with a view to meeting better the needs of all types of persons whom the high schools must serve will call for better, more intelligent, and more realistic instruction. The teachers needed to provide such improved instruction must be more carefully selected; they must undergo a longer and more specialized period of preservice preparation; they must be kept up to date on social and economic conditions and changes through effective inservice education programs; and they must make teaching their career for life rather than a stepping stone to some other life work. These improvements cannot be achieved unless the salaries offered compare favorably with those in other professions. The recent exodus from teaching to the industries, to the armed forces, and to the other professions has demonstrated clearly the transient nature of the school personnel. To keep in the schools teachers who are qualified to work effectively with the neglected types of youth described near the beginning of Part III of this publication and who will remain enthusiastic and alert to the opportunities concerning these youth

²⁰ U. S. Office of Education. *Biennial Survey of Education, 1942-44. Ch. I, Statistical Summary of Education.* Washington: U. S. Government Printing Office, 1947. p. 81.

will call for very substantial increases in the funds devoted to public education.

There is another important implication regarding finance; it has to do with the methods used in supporting public education. In many local school districts and in many States the limitations of wealth are such that attempting to provide funds for these increased services and increased numbers of students would be a difficult, if not impossible, undertaking.

For one thing, the conferees attending the regional and national meetings expressed the view that Federal support for education would be a necessity.

Some school districts have taxable values a hundred times as great for each child as those of other districts even within the same State. States as a whole differ widely in their financial ability; the wealthier States are 8 or 10 times as able to raise school funds for each child as the least able. In proportion to their means, the poorest States make the greatest effort to support schools. Despite great sacrifice they are unable to provide good schools for all the children.⁶⁰

The principle of securing the money where the wealth is and providing education where the children are will doubtless need to find much greater expression in practice if solutions to the problem referred to in the resolution are to be found.

USE OF COMMUNITY RESOURCES

To make secondary education more meaningful, especially to the youth now commonly neglected by the schools, will require closer interrelationships between the school and the life and the social problems of the community. This means that the school must not only go out of its way to serve as a center for more of the community's cultural and recreational activities, but must plan to help study and solve its social and economic problems, cooperate with its institutions and utilize its physical and human resources in the educational program.

Pursuant to this point of view, the Committee on Southern Regional Studies and Education of the American Council on Education has stimulated intensive study of resource-use problems. Such study has resulted in the production of a wide variety of related teaching aids. A recent conference called by this Committee produced the following pronouncement:

If we are to improve the quality of living in southern communities, schools must become agencies of social action interested in economic and social improvement. Schools have ignored life within the immediate environment of the learner too long. They must become concerned about all the people in the community—their health, nutrition, clothing, housing, and their use of resources—natural, human, and social.⁶¹

⁶⁰ Youth and the Future. Op. cit., p. 129.

⁶¹ Unpublished statement, Gatlinburg Conference III, September 8-12, 1947.

Resources available within the community represent a highly useful laboratory for education experiences. In fact, the community laboratory facilities often are such that it would be difficult, if not impossible, to duplicate them within the school. It is this type of laboratory that will prove particularly useful in meeting the needs of the youth with whom we are here concerned. The Chicago conference pointed to the reluctance and inability of the schools to make use of community resources as one of the obstacles in the way of providing life adjustment training.

Several examples of the use of community resources in connection with the school program are given by the Educational Policies Commission in its account of the program at Farmville.⁶² In this idealized school, excursions to industries, commercial and professional establishments, followed by class study and discussion, and supervised work experience, are perhaps the two most often used methods. Businessmen provide opportunities for pupils to have paid work experience. But in addition to employment for wages, pupils are given the opportunity to do much of the work in cooperative enterprises—a cannery, a poultry hatchery, a feed-grinding mill, and a refrigeration plant—operated by the people of the community and located near the school. Under supervision of the teachers, students gain experience in accounting and management as well as in plant operation. Occupational surveys by the pupils of their own community are a part of the program of the tenth grade. Each year classes bring up to date the previous year's survey. Students examine the occupations represented in their district, the types of jobs available, requirements in the way of ability and training, the number of openings each year, and the possibilities for advancement. Students have both time and opportunity to observe practice in occupations with which they are not already familiar. The occupational survey is later expanded to include health, recreation, government, natural resources, education, and cultural opportunities.⁶³

At the Cheyenne Regional Conference it was suggested that schools in cooperation with other agencies, could provide opportunities for students to assist in traffic safety surveys and in aiding public health agencies in time of various crises. It was also suggested that practical science instruction in rural schools be provided through the use of the facilities of the local cream station and other such community laboratory resources.

⁶² *Education for All American Youth*. Op. cit., p. 44, 61-63, 82.

⁶³ Some other references to helpful material on the use of community resources are: Michigan. State Board of Education. *Seeking Better Ways*. Lansing, The Board, 1941. 98 p. The All-Youth Program at Taft. *Journal of the National Education Association*, 34: 153-54, November 1945.

Schools That Serve the Community. *Journal of Educational Sociology*, 9: 221-24, February 1936.

The Story of Holtville. Nashville, Tenn., Vanderbilt University, 1944. 191 p.

General Education in the American High School. Op. cit., p. 220-29, 235-37.

The effective utilization of community resources as an educational laboratory will depend upon deliberate planning for such use by the school administrator. This planning will involve efforts to secure the help and cooperation of those persons in the community who have charge of the facilities and resources which by their nature have potential value as learning laboratories. This planning also involves the enlistment of these same persons in instructional phases of the entire program. It further involves the planning of teacher schedules which permits and encourages teachers to devise ways and means of contacting and using such community resources for the benefit of the learners.

GRADUATION FROM HIGH SCHOOL AND COLLEGE— ENTRANCE REQUIREMENTS

The retention of the college-dominated curriculum is often responsible for the high-school's failure to serve adequately a large proportion of its population. Especially is this true in the small high school where the necessity of meeting accreditation standards and the pressure from the patrons of the high school who demand the offering of certain subjects, conspire to maintain the dominance of the college-preparatory curriculum at the expense of the great percentage of the pupils who will not go to college.

Although specific unit requirements of colleges are fewer than they were some years ago, most colleges do still stipulate a number of units in traditional subjects as required with electives confined to a restricted list. Some colleges have abrogated specific subject requirements for students of exceptional scholastic ability but still insist upon them for those of lesser ability who, by successfully completing the more difficult traditional subjects, are believed to demonstrate that they are capable of doing college work.

Recent years have seen many significant attacks on the administrative and organizational problems involved in meeting college-entrance requirements, on the one hand, and in overcoming the domination of the colleges on the other.⁴⁴ The solution proposed in 1936⁴⁵ by the Committee on the Orientation of Secondary Education of the National Association of Secondary-School Principals⁴⁶ is as sound today as it was then. The committee answered the question, "Shall secondary education be primarily directed toward preparation for advanced studies or shall it be primarily concerned with the value of its own courses, regardless of a student's future academic career?" by deciding

⁴⁴ Cooperative Study of Secondary School Standards. Bases for a New Method of Accrediting Secondary Schools. Washington, D. C., American Council on Education, 1938.

⁴⁵ Commission on Relation of School and College. The Eight-Year Study. New York, 289 Fourth Avenue, Progressive Education Association.

⁴⁶ Issues of Secondary Education. Bulletin of the Department of Secondary-School Principals, 20: 198, January 1936.

in favor of the latter course. Its specific suggestions for the implementation of its viewpoint are summarized in the following paragraphs:

In order that college-imposed subjects be not substituted for material which is generally considered more suitable for adolescents, the college-preparatory requirement might be made additional to the normal secondary school work, permissive only to those who wished and were able to meet such additional requirements. Segregation of college-bound pupils need not take place until the twelfth grade when "essential fundamental values have been largely established" and in this way save "much educational waste incident to the present plan of the continuance of the college objective over a long preparatory period."

There should be a definite attempt made to apply a new scheme of measuring pupil ability for college entrance without emphasis upon prescribed units and especially designed, if that be necessary, to free small schools so that attention could be adequately given to the immediate needs of the pupils concerned.

Certain developments in the diagnosis of pupil abilities make it today more nearly possible to reach the objective stated in the second paragraph above. Greater accuracy in predictive value of achievement and aptitude measures of youth is resulting in their increased use by high schools. Such measures aid materially in the placement of pupils in subject areas in which they can do their best work. College-bound pupils may be discovered early, and special provisions made for them without interfering with the more fundamental aspects of the secondary-school curriculum. Thus the total curriculum of the high school need not remain under the domination of the colleges and universities.

This does not mean that there should be a severance of relationships with institutions of higher education. On the contrary, whatever prerequisites are actually needed in the high-school curriculum should be furnished. High school for some pupils should be a preparation for college as well as a means of receiving fundamental education at the secondary level. Insofar as these two objectives are different, provision should be made for both.

However, research to date would seem to indicate that the various types of curriculums offered by the high schools differ little in their value as preparation for college. Once colleges are convinced of this, and once they are convinced of the fact that high schools are using good guidance techniques in steering individuals toward college, it is very likely that they will demand little in the way of exact prerequisites. In fact, it would seem to follow logically that the only specific course stipulations would be with regard to the proposed field of specialization. For example, engineering colleges can appropriately ask high schools to teach their prospective candidates considerable mathematics and science.

The high school should more and more become the sole arbiter of the ways of granting high-school credit. The desirability of extending credit for cooperative school-work programs, for studying and solving social and economic problems of the community, for helping to run school lunch and school garden programs, and for a variety of activities known as extracurricular should be a matter for the high schools to determine. Again it may be stated that with good guidance procedures in high school and with an understanding by colleges and universities of the values of various types of high-school education, the problem of articulation of high school and college will diminish.

The matter of issuing high-school diplomas or equivalency certificates to persons who have not finished the prescribed courses in any particular high school is related to more general problems of high-school credit. During the war, or soon thereafter, all States with one exception made it possible for veterans to receive a high-school equivalency certificate without the formality of attending high-school classes.⁶⁶ The particular reasons for this action are fairly obvious: Many soldiers were deprived of attending high school; they acquired maturity in the armed services; and many of them took courses which to some extent gave them the training they would have acquired in high school.

Because of this experience with veterans, many more States have established equivalency examinations for adults in general than had previously had them. A study of the situation by the Office of Education reveals that 20 States now issue such equivalency certificates. These become legal evidence of high-school graduation for entrance into occupational training licensed by these States. Universities and colleges, however, are sometimes reluctant to accept such certificates as equivalent to the high-school diploma issued on the basis of formal residence work. This reluctance hinges upon the fact that colleges and universities still desire evidence of specific training in traditional subject areas. It seems clear that a system of examinations acceptable to both the State departments and the colleges will no doubt be the answer.

The question of extending this general examination to pupils of high-school age in order to do away with specific course requirements for graduation has been raised. The regulations for adult equivalency certificates show that State departments of education are not ready to recommend such a procedure. It would seem that the question of high-school graduation for pupils of secondary-school age should be passed upon by specific local high schools. It is doubtful, indeed, that final examinations for graduation from high school is the general an-

⁶⁶ U. S. Office of Education. *High-School Credit and Diplomas Through Examinations and Out-of-School Experiences*, by David Segel. Washington, U. S. Government Printing Office, 1946. (Bulletin 1946, No. 7.)

swer to this particular problem. In specific cases, for certain types of school experiences, it may be the best solution. In general, the secondary school offers certain experiences to youth of secondary-school age and graduation should follow such experiences rather than be dependent upon an examination.

A 12-MONTH SCHOOL PROGRAM

Many of the services most needed by the youth referred to in the Prosser Resolution can, in many cases, be provided most realistically in the summer months. It would appear, then, that attempts to achieve the objectives of the Resolution should consider an acceleration of the existing movement in secondary education to accept responsibility for a continuing program of service to youth extending around the calendar. This is not intended to imply that there will necessarily be value in more of the same type of experience which can be provided during the regular school year; rather it places emphasis upon the desirability of increasing the diversity of educational experiences.

The 12-month school program visualizes a summer-school quarter to achieve one or more of the following objectives: (1) Provide school attendance opportunities to youth who may wish to progress more rapidly than normally or who, because of absences due to work loads on farms, illness, travel, or other reasons, cannot attend for one or more quarters of the regular school terms; (2) join groups of pupils and their instructor to work on various jobs in industries, on farms, and in State or national parks; (3) allow pupils to travel with some of their teachers on extended itineraries to study social institutions, industries, civic or scenic centers, and, perhaps, even foreign lands; or (4) provide opportunities for pupils to go to camps operated under jurisdiction both for educational purposes and for restoration to good health.⁶⁷

SCHOOL DISTRICT REORGANIZATION

There are thousands of extremely small school districts in this country, each served by a single small high school, which is often understaffed, inadequately financed, and possessed of little in the way of facilities and equipment. It is hardly to be expected that the needs of the youth with whom the resolution is concerned can be adequately met at the hands of such schools. A school needs facilities, staff, and financial backing if it is to undertake this task. This point of view was expressed repeatedly at each of the five regional conferences.

⁶⁷ Education for All American Youth. Op. cit., p. 329-30.

High School on Quarter Plan. Alabama School Journal, 63: 19-20, April 1946.

The All-Year School of Nashville, Tennessee. Nashville: George Peabody College for Teachers, 1931. 60 p. (Field Study No. 3.)

A Senior High School Extends Its Program. School Life, 29: 23-24, May 1947.

It is self-evident that larger administrative units do not in themselves assure a diversified program of education geared to the individual needs of every youth. It is just as self-evident, however, that such a program cannot be achieved in many sections where there now exists a multiplicity of exceedingly small and independently organized schools. Secondary education, to be effective and not too expensive, must be planned and organized to serve much larger units of school administration than is now commonly the case. Such planning can provide within a single administrative jurisdiction (1) for hierarchy of schools—elementary (six grades), junior high (three or four grades), and senior high (three or four grades)—located varying distances from the homes; (2) for specialization among two or more schools; and (3) for the employment and coordination of staff competent to provide such specialized and essential services as guidance, work experience, job placement, health programs, vocational education, etc.

The problem of reorganizing highly decentralized school districts both for the sake of economy in using educational funds and in providing better educational programs is almost as old as American public education. The demand for secondary education for all youth is both complicating this problem and making its solution more urgent.⁶⁸

SELECTION AND TRAINING OF TEACHERS AND ADMINISTRATORS

Basic to the implementation of the program of life adjustment education here envisaged, as well as to any school program, is the teacher. The lack of qualified teachers and administrators was recognized by the several regional conferences as a barrier to the development of a program of education for those not now adequately served. In the words of the report, agreed upon by the regional conference held at Sacramento, " * * * the Resolution cannot be made highly effective until teachers are prepared to carry on intelligently, wholeheartedly, and industriously for its realization * * * the new attack, implied by the resolution, upon secondary-school teaching will require a new vision, a new technique, and a new approach to pertinent subject matter on the part of the teachers."

Several important factors are involved in the matter of developing and retaining a staff well qualified to provide the essential educational

⁶⁸ American Association of School Administrators. *Schools in Small Communities*. Washington, D. C., National Education Association. p. 212-34. (Seventeenth Yearbook.)

U. S. Office of Education. *District Organization and Secondary Education*. Washington, U. S. Government Printing Office, 1933. (Bulletin 1932, No. 17, Monograph No. 8.)

— *Principles and Procedures in the Organization of School Units*. Washington, U. S. Government Printing Office, 1933. (Bulletin 1933, No. 11.)

services visualized by this report to *all* types of youth. First, there is the selection of candidates for teacher-training institutions. In order to be sure that training schools will have the type of students who may be trained to be competent and understanding instructors, the matter of personal qualities which are known attributes of the good teacher must be considered. Selection presupposes that there will be applicants in sufficient number to make feasible the use of a high standard of admission. This situation can be brought about only by improving the social and economic status of the teaching profession. "Better status and better qualifications for teachers must be brought about simultaneously."⁶⁶

Following the selection of teachers comes their preparation for teaching. Teacher-education institutions have the responsibility for offering a curriculum based upon the more realistic objectives to be attained and the additional services that secondary education must render. This can be accomplished only through the close cooperation of teacher-training institutions and the schools. Actual experience, similar to cadet teaching, will have to be developed both as part of the pre-service training programs and as part of the in-service activities of teacher improvement. The conferences were unanimous in recommending specific training for the new program. The Birmingham Conference, for example, recommended:

* * * that steps be taken in each State to review the content and method of teacher-training courses with the purpose of evaluating their ability to prepare teachers, supervisors, and administrators to understand, plan, and carry out education based on the conclusions of these conferences.

For those teachers already in service, understanding and improvement can be accomplished only through securing their interest in the new program. Interest follows naturally the opportunity to participate in something which to them seems worth while and to which they can make positive contributions. Curriculum revision committees, organized professional programs of reading, observation and discussion, participation in summer workshops on specific endeavors, and experimentation with new school programs and demonstrations thereof—these are suggestive of many ways of securing teacher cooperation and the improvement of teachers in service.⁷⁰

Surely it can be said with assurance that many teachers and administrators now manning our schools have received but little specific training for the tasks implied in the resolution.

⁶⁶ The Purposes of Education in American Democracy. Op. cit., p. 124.

⁷⁰ Education for All American Youth. Op. cit., p. 215, 403.

FLEXIBLE TEACHING SCHEDULES

In the school which is attempting to meet the needs of the youth with whom we are here concerned, the administrator must be able to secure the cooperation of all staff members in joint planning of the educational offerings. He must be able and willing to make available the time which will be needed by these teachers to work together on the coordination of their various fields. He must be able and willing to provide the atmosphere and the supervision conducive to teacher experimentation with new services and methods; and he must be ready to provide the facilities and the time which will permit the recording of successful experimentation.⁷¹ Considerable flexibility will probably need to be introduced in teacher schedules if these conditions are to be realized.⁷²

A few of the more obvious implications of the resolution regarding administration and finance have been outlined here. In addition, many internal organizational arrangements will need to be made by individual schools. These will necessarily be different in each school. The purpose of this section has been to make clear that administrative, organizational, and financial arrangements and adjustments must accompany, and be a part of, any effort to provide the diversity of curricular offerings needed to achieve the idealism of the resolution.

CONCLUSION

From the reports of the five regional conferences and from statements appearing in well-known pronouncements dealing with secondary education and vocational education, the committee drew together some of the important implications of the Prosser Resolution. These implications have now been revised by the National Conference and by the committee in the light of recommendations made by the National Conference. It is hoped that they constitute a statement of common understandings which can serve as the basis for an action program in meeting the needs of youth ordinarily neglected educationally. Undoubtedly there is need for additional research. But the greatest need is for action on the research which has already been carried on. If the statements in the preceding pages really are common understandings, they can serve as a springboard for the building of an action program.

⁷¹ National Education Association. American Association of School Administrators. *Schools for a New World*. Washington, D. C., The Association, 1947. pp. 142-43. (Twenty-fifth Yearbook.)

⁷² Vocational Education in the Years Ahead. Op. cit., p. 243.

PART 4

Part IV. Appendixes

APPENDIX A. AN EMPHASIS UPON REALITY¹

It would seem that any thinking person would agree that education for life is best served by living, by doing under guidance those things which have to be done in any case. Pupil interest should be the first requisite of activities; not the only requisite, to be sure, but certainly the most essential one. Information should be taught, not as an unrelated assignment, but as a necessary part in the furtherance of some activity which had wakened the interest of the group. Certain subject-matter fields should take their natural place, not solely as subjects pursued for themselves, but as the servants of other activities.

In the activities of real life, language is the servant of human intercourse, the exchange of ideas. Mathematics is a means to an end. Students should learn to speak and to deal with numbers well, because they want to make their ideas felt. They should learn to write well, because they are writing to some purpose. We have seen students who, from being timid, afraid to stand and "recite," have developed into admirable public speakers, because the activities which developed them were real and this very reality took away the shyness born of the artificiality of the situation.

In every phase of the program students should participate, not as passive members of a teacher's class, but as individuals in a group bound together by common purposes. This participation would be evidenced in class procedures, in the planning and the functioning of the school, as well as in those activities now considered as "student activities."

In certain fields it would seem that in their endeavors to force logic and system into every phase of the program, teachers have gone to unnatural lengths. It takes real effort to take away from homemaking education, shop classes, art, and music, their reality and likeness to life; yet this has sometimes been done. Courses in clothing, for example, have been taught as rigidly and logically as has English grammar. In art courses, theory has been taught previous to its need and student interest has been sacrificed to a systematic "course of

¹ From unpublished statements by Georgia Howe, Board of Education, Portland, Oreg.

study." Could anything be more unrealistic? True, there is a place for theory in all courses, but that place is not before practice where we have too often placed it.

Especially in these fields, there are rich and rewarding opportunities for fusing life in school with the wider life of the home and the community. Homemaking is now increasingly taught in real homes, where actual experience may be gained in marketing, home management, entertaining, laundry, interior decoration, gardening, and child care. This latter phase is supplemented by play school groups or some sort of nursery school in connection with the school program. Home-centered projects in homemaking are fine examples of bridging the gap between school life and home life.

Shop experience, too, can be related to those things boys and girls want to do. It need not confine itself rigidly to one medium or to one type of experience. Some schools now include some woodworking, some craft work in a variety of mediums, and familiarity with electricity and plumbing—experiences which are real assets in any home!

If, as Dodds says, "school activities must more nearly resemble life activities for which the school proposes to prepare,"³ then the whole matter of artificial standards will have to come under our scrutiny. Is there anything less realistic than the inflexible standards set by schools? Yet, we hear these very standards upheld by school people on this very ground of likeness to life. We have all heard teachers say, "they must get used to meeting the standard, because they will have to when they meet the competition of the world." Life has a thousand levels of accomplishment that serve as pragmatic achievable standards. Yet the conventional school usually has but one, and that one too often is based upon outworn traditional values. In persisting in such inflexible standards, the school becomes completely unrealistic.

The total life of the student should be considered as the focus of attention; that part for which the school holds a special responsibility should touch and blend with his life outside of school. The school should be responsible for meeting many of the immediate social needs of students. Social interrelationships should be planned and help should be given in the pursuance of these interrelationships. Parties, dances, teas, luncheons, picnics, clubs, hobby groups are all desirables—part of the experience of adolescence. The school should take its share in assisting with this aspect of the development of young people. Some high schools, for example, have worked out plans for joint activities between the drama or music groups in the schools and the

³ Dodds, B. L. *That All May Learn*. Bulletin of the National Association of Secondary-School Principals, 23: 131-32, November 1939.

civic theater of the community. Field trips are another avenue toward realism, as also are visual and auditory aids. Social studies classes, which make community survey and service projects a part of the curriculum, are serving the same purpose.

Teachers are people and so are students. The relationship between them is often a most unrealistic and artificial one. Pupils need to know their teachers as personalities and teachers need to know what sort of young person a student is, his home life, his drives—in other words, “what makes him tick.” The autocratic atmosphere of many schoolrooms precludes this type of understanding. The very tone of voice of the teacher, the mode of approach on the part of students reflects this artificial atmosphere. Many teachers continue to hide themselves behind textbooks, assignments, and examinations, owing chiefly to feelings of fear and inadequacy. As a result, they tend to set unnatural tasks for pupils and to build up a protective shell. Such a teacher fails to achieve the most soul-satisfying aspect of teaching—the inward glow that comes when he knows that he understands and is understood by others, and that through this mutual understanding he is able to influence others.

The above suggest only a few of the ways in which the school program can become more realistic. All of them are dependent upon an attitude different from that which actuates many of those who now direct the activities and the life of the school. If the teachers, the board of education, the principal, the dean, the custodian, and all those responsible for the education of young people really sought opportunities in which to make school life a vital reality, they would find ever-increasing and ever more rewarding ways in which to accomplish this purpose. Such teaching could become an adventure which never palls and which gives a creative satisfaction that cannot be attained in the artificial atmosphere of the ordinary school.

APPENDIX B. THE ROLE OF PRACTICAL ARTS EDUCATION¹

WHAT IS PRACTICAL ARTS?

Practical arts in the high-school curriculum is concerned with the physical work of the world which is performed to some extent by almost all persons. It deals with the work of the home, industry, agriculture, business, and arts. It is represented in the school by easels, workbenches, tools, typewriters, accounts, business correspondence, musical instruments, flowers, pets, furniture, automobiles, radio, books, dishes, clothing, the preparation and preservation of foods, and the work of the home. These types of school work are usually found in

¹ From unpublished statement by Roy G. Fales, Supervisor of Industrial Arts, State Education Department, Albany, N. Y.

shops, home economics rooms, fine arts rooms, studios, commercial rooms, and agriculture laboratories.

Boys and girls should be required to sample all types of practical-arts work. It is desirable for them to participate in the making, arranging, and using of the countless number of articles around them as a means of understanding and also for the satisfaction which arises from such activity. The types of creative experience which should be available for "try-out," discovery, and consumer education are as follows:

1. *Commercial arts*.—Young people need to learn speed writing in order that they may take telephone notes and other verbal messages quickly. They also need to be able to type letters. These, together with the simple business forms and procedures which most people encounter, should be a part of the required commercial arts offering.
2. *Esthetic work*.—Large numbers of young people enjoy reproducing music, drawing, painting, and otherwise copying or creating a sound, picture, or figure, or designing an article which is a product of their own imagination. Youth must find the joy and satisfaction in these types of work which result from achievement.
3. *Home and family living*.—The work of the home, including the interesting parts of cooking, meal preparation, sewing, home decoration, and some of the leisure-time domestic arts, together with the study and practice of group and family living, care of the sick and children, is essential. Experience in arranging, meal planning and preparation, needlework, interior decoration, and other similar arts might well be emphasized in the practical arts work, because the pupils concerned respond more quickly to activity than they do to book work.
4. *Industrial work*.—Industry and its products form the basis of our American economy. All of the major and distinctive industrial types of work which can be adapted to school usage are needed by youth.
5. *Nature work*.—Most pupils are interested in animal, plant, marine, and insect life. They should be provided with an opportunity to care for, breed, and raise pets. Elementary gardening with flowers, grass, vegetables, shrubs, and trees should be possible. Particular attention to the landscaping needs of the home owner and his children is desirable.

OBJECTIVES

The objectives of instruction in practical arts may be stated as follows: To offer all boys and girls an opportunity;

1. To consider through actual work and study the consumer values of products which the pupils purchase and those found in their home and community environment.
2. To learn the technic of planning a unit of work in the study of an occupation.
3. To experience self-expression in certain arts and crafts as leisure-time activities.
4. To perform as many different kinds of industrial, farm, commercial, home, and esthetic types of work as possible for exploratory values.

5. To construct, assemble, or grow as many different kinds of articles or products as time, ability, and interest will permit.
6. To study the problems, processes, procedures, jobs, working conditions and workers of the five different major types of occupational activity adaptable to school experience.
7. To locate permanent and abiding pupil interests in some specific occupational activity.

WHY PRACTICAL ARTS ARE NECESSARY

Today only a very small amount of the Nation's productive capacity is found in the home. The vast quantity of industrial and agricultural products which are available to the citizens of America has been made possible only through the development of factory mass production. This rapid change, within the last hundred years, from the time in which production was carried on in the home to the present day in which little production work is done in the home has left our children and youth without adequate constructive and purposeful activities.

The work of modern industry is largely hidden from the young people of our country; they are thus prevented from even observing how the simplest and most necessary things in our environment are constructed, grown, or how the business of distribution is conducted. To be sure, some factories open their doors to school pupils, but a larger number fail to offer the opportunity for young people to observe how the products of our modern world are produced. The city children seldom observe the work of the farm. The boy in the mathematics class knows little of modern accounting systems or business procedures. School pupils largely miss the stimulation and fascination of fine art and music except as it comes to them over the radio or in concert halls.

It is the nature of young people to crave and seek activity. Social-economic changes have removed productive activity from the lives of youth and the schools must replace it.

THE PUPIL ATTITUDE

Practical-arts work in the high school represents the type of work which young people dream about doing and actually do after they leave school. They drop out of school for lack of a challenge sufficiently strong to hold them. They go to the home, factory, store, office, farm, or other place of work. Natural desires cause a large percentage of them to crave gainful employment. When beginning work, they handle tools, wash dishes, carry papers from office to office, pull weeds, chop wood, feed a machine, or do other simple work.

These jobs interest them and ultimately open up avenues to increased earning power which justifies their prolonged attention and effort. This is life; this is the satisfaction which keeps a nation healthy and happy.

WHO NEEDS PRACTICAL ARTS MOST?

The Prosser Resolution points out that a large majority of secondary-school pupils drop out of school for types of work which are more interesting to them and which hold more attraction for them than do the subjects normally offered in our present high school. This is because the modern high school is largely geared to prepare young people for college. Inadequate time and insufficient facilities have been provided for the practical arts.

This large group of children, both boys and girls, leave school for economic reasons or for lack of interest in the college-preparatory curriculum. They leave school for the work of the world. It is evident, therefore, that school administrators who wish to meet the needs of modern youth who are not interested in college-preparatory work or the skilled occupations must increase the curriculum offerings in practical-arts areas.

RELATIONSHIP OF PRACTICAL ARTS TO OTHER SCHOOL SUBJECTS

Practical-arts work, representing as it does a large number of the gainful occupations in this country, draws heavily on many of the book-work subjects. A study of industry—together with shopwork, which is usually called industrial arts—is not complete without a knowledge of the fundamentals of mathematics, an understanding of the esthetic design of any job concerned, a knowledge of the basic science underlying the production or the materials and the operation of a finished article. These four types of work are so closely related that it becomes impossible to separate them either in the school shop or industry. Science, for example, is a "must" in horticulture, in care and breeding of pets, and in rotation of crops. The selection of furniture and mechanical devices for use in the home is dependent upon a knowledge of art, scientific usage, and the economics of purchasing. Business procedures are a part of industry, family budgeting, the financing of the farm and other types of work. The esthetic subjects are essential in all types of practical work. The practical arts overlap the work of the other school subjects so largely that they often vitalize them and lend meaning and reality which are essential to successful study for many pupils.

PRACTICAL ARTS AND VOCATIONAL EDUCATION

Both practical arts and vocational education are concerned with the same kind of work. In both types of work pupils may use the same products, materials, and tools. They may do exactly the same thing. Yet there is a difference just as there is a difference between arithmetic and banking. The one is concerned with elementary materials and procedures and the other involves the same, plus a more or less complex situation. The former is the beginner or learner stage, and the latter is the occupational procedure.

APPENDIX C. EDUCATIONAL LEADERS ATTENDING THE NATIONAL CONFERENCE

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- ALEXANDER, FRED. Director of Secondary Education, State Department of Education, Richmond, Va.
- ARMSTRONG, WATSON. Director of Vocational Education, State Department of Education, Frankfort, Ky.
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