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Dorothy Shelton Jones

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A HISTORY OF GUIDANCE IN
VIRGINIA PUBLIC HIGH SCHOOLS

A Thesis

Presented to
the Graduate Faculty of the
University of Richmond

Approved by the Graduate Faculty of the
University of Richmond
Date: _____

In Partial Fulfillment
of the Requirements for the Degree
Master of Science in Education

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by

Dorothy Shelton Jones

August 1964

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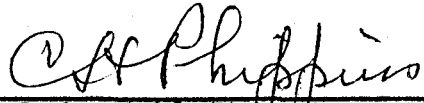
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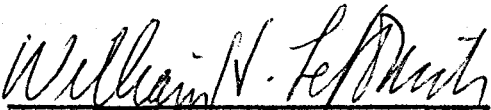
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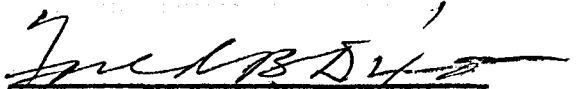
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CHAPTER I

INTRODUCTION

The primary purpose of the early high school in Virginia was to prepare students for college entrance. This aim contributed to the rise of many small high schools throughout the state.

At first only a small percentage of the total school population was enrolled in the high school; and since the pupils were attending for the specific purpose of preparing for college, they generally pursued the same subjects, were taught in the same way, and were expected to fit into the same pattern.

In 1910 only 15,334 pupils, or two and one-half per cent of the total school population, was enrolled in high schools. By 1939 the enrollment had increased to 118,526.¹ Some of the many factors contributing to this increase in enrollment were rapidly changing social and economic conditions, such as the demand of business and industry for better educated personnel; the gradual expansion of the high school offering in the direction of practical and

¹Virginia State Board of Education. Manual of Administration for the High Schools of Virginia. Richmond, 1942. p. 31.

vocational education; the improvement of instructional practices to meet the personal and social needs of youth; and improved facilities of transportation and communication.

Guidance services evolved as secondary school practices were modified to meet the needs of this larger and more diverse group of boys and girls.

I. THE PROBLEM

Statement of the problem. It was the purpose of this study to find facts relating to the history of guidance in Virginia public high schools and to organize the facts into a comprehensive history of guidance in Virginia public high schools. The intent of the writer was to trace developmental trends in the concepts and practices of guidance in the State of Virginia. Survey results were used only to indicate these trends, and no attempt was made to discuss or evaluate guidance services in individual schools.

Importance of the study. Guidance is an integral part of Virginia's high school program and guidance activities have greatly increased in Virginia's high schools during recent years. Training in techniques is important for all who are active in guidance work; but needed, too, is the knowledge of causes of earlier educational developments to furnish background for the broad view of guidance. Those who are working in guidance in Virginia can gain a

depth of understanding through knowledge of background developments in guidance within the state, and apply this deepened understanding to dealing with problems of today.

II. DEFINITION OF TERMS USED

Guidance. Throughout this paper the term "guidance" was interpreted as meaning "a form of systematic assistance (aside from regular instruction) to pupils, students, or others, to help them to assess their abilities and liabilities, and to use that information effectively in daily living."²

Vocational Guidance. The term "vocational guidance" was interpreted as indicating "that phase of guidance, both group and individual, which provides information about and experiences in occupations, job selection, placement and follow-up."³

Guidance program. This term was used to indicate a planned program for carrying out guidance activities in a more extended way than through incidental interviews and general classroom guidance.

²Carter V. Good, Dictionary of Education, (Second edition; McGraw-Hill Book Co., Inc., New York, 1959), p. 258.

³Ibid., p. 259.

Counselor. In this investigation the term "counselor" was used to indicate a person assigned three or more periods per school day, in one or more schools, for counseling and related guidance services.

Guidance services. The term "guidance services" was used throughout the study to indicate "a system of services designed to assist the individual in developing understanding of himself and his environment, and in realizing more satisfactorily his potentialities; these functions are understood to include generally (a) individual inventory, (b) educational occupational, and social information, (c) counseling, (d) placement, and (e) follow-up,"⁴

III. PREVIOUS RESEARCH IN THE FIELD

The topic, "A History of Guidance in Virginia Public High Schools," was suggested to the writer by James Duff, Assistant Supervisor of Guidance, State Department of Education, because no history on guidance in Virginia public high schools had been written. This was confirmed by Clarence L. Kent, Supervisor of Guidance and Testing, State Department of Education.

The writer sent letters requesting information about master's theses and doctor's dissertations dealing with

⁴Ibid., p. 497.

this subject to the University of Virginia and the College of William & Mary. Librarians at these colleges replied that they did not have a thesis or dissertation on the subject of "The History of Guidance in Virginia Public High Schools."

Many students engaged in research have evaluated the guidance program within their own school, and several have made surveys and evaluations of guidance practices in the high schools of Virginia. The writer examined all research works in the field in the libraries of the University of Richmond, the College of William & Mary, and the University of Virginia. Those which were of use to the writer appear in the Bibliography.

CHAPTER II

THE BEGINNING EMPHASIS - VOCATIONAL GUIDANCE

One of the most significant developments in education during this century is the guidance movement.¹ Guidance in this country began as vocational guidance. It is not possible to identify the beginning of the guidance movement with a single time and place, because the earliest efforts were being made in the schools and in privately supported agencies, such as the Vocation Bureau of Boston, at about the same time.²

In the early days the leaders were typically social workers interested in child labor and in the problems of transition from school to work. Among the early leaders were Frank Parsons in Boston, Anna Reed in Seattle, Ann Davis in Chicago, Emma Pritchard Colley in New Orleans, and Edith Campbell in Cincinnati.³

It is believed that the term "vocational guidance" was first used by Frank Parsons. Parsons, then employed at the Breadwinner's Institute, a night school in Boston, was

¹ Arthur J. Jones, Principles of Guidance (New York and London: McGraw Book Co., Inc., 1934), p. 10.

² Carroll G. Miller, Foundations of Guidance, (New York: Harper & Brothers, 1961), pp. 149-151.

³ R. Hoppock, Presidential address to NVGA, 1950, published in "Occupations", 1950, pp. 28, 479-499.

greatly concerned with the unemployed young men who had no occupational goals, and who merely drifted into jobs by chance. It was his concern that the strengths and weaknesses of individuals be understood and brought into harmony with vocational opportunities. He organized the Boston Vocation Bureau in 1908 at the Civic Service House. His classical "bible" for guidance, Choosing A Vocation, was published in 1909.⁴

On May 3, 1909, Stratton D. Brooks, Supervisor of Boston Schools, initiated a request to the Boston Vocation Bureau which resulted in a proposal by the Bureau of a plan for working with school children in the choice of school and curriculum. The Bureau proposed the appointment of a committee of masters and submasters as a "vocational direction committee" as well as the appointment and training of a number of counselors in the schools. The Bureau offered to appoint a full-time director to assist with the work. The School Committee accepted the plan, and the Bureau appointed a director.⁵

In addition to the early activities in the Boston schools, a number of efforts were being made in widely scattered schools. In New York City activities originated

⁴Frances C. Rosecrance and Velma D. Hayden, School Guidance & Personnel Services, (Boston: Allyn & Bacon, Inc., 1960), p. 11.

⁵Miller, op. cit., p. 149.

under the leadership of Eli W. Weaver, and by 1909 teachers were reported to be serving in a number of high schools as counselors; bulletins of vocational opportunities were available; studies of career plans were included as part of an English course; and various other activities were undertaken. Beginnings were also being made in a number of other cities such as Westport, Connecticut; Detroit; Cincinnati; Philadelphia; Chicago; Providence; Rhode Island; Los Angeles; and others. The earliest vocational guidance efforts were characteristically undertaken by individuals, and were not particularly related to total school programs. After about a decade of such efforts, a new pattern began to emerge. City-wide organizations of guidance services made their appearance. Brewer gives the following summary of the beginnings of city-wide organizations: In 1914, Cincinnati, Lincoln, Minneapolis, and Oakland; in 1915, Boston and Philadelphia; in 1917, Pittsburgh and Atlanta; and in 1918, Seattle and Providence.⁶

In 1910, the first national conference on vocational guidance was held in Boston, and in 1913, the National Vocational Guidance Association held its organizational meeting at Grand Rapids, Michigan. Publications sponsored by the Boston Vocational Bureau were instrumental in spreading the concept and procedures of vocational guidance all over the nation.

⁶J. M. Brewer, History of Vocational Guidance (New York, Harper Bros., 1942), p. 140.

No complex movement such as that of vocational guidance can be traced to any single set of circumstances. Brewer points out four conditions which, taken together, led to the rise of the movement: (1) the fact of the division of labor; (2) the growth of technology; (3) the extension of vocational education; and (4) the spread of modern forms of democracy.⁷

Traxler surveys the guidance movement in a much broader sense, and finds that it stems mainly from five divergent and highly dissimilar sources. One of the oldest of these is humanitarianism, which stresses benevolent regard for the welfare of mankind. Another is religion, which stresses character building in youth. A third guidance source is mental hygiene with its present-day counterpart in clinical psychology and psychiatry. A fourth source of interest in guidance stems from social change.

During the period between the world wars, technological; unemployment; a world-wide depression; rising ethical standards with respect to child labor; compulsory attendance laws; and similar forces drove into the secondary schools thousands of young people who had no clear picture of their aims and purpose. The pressure of numbers and the essentially non-academic character of these pupils created a whole set of new problems for school administrators. As a natural first step, they widened the curriculum, but found that this was

⁷Ibid.

not enough. They found that the outstanding need was individual attention and counseling to help each student marshal his way through the complex school environment, and the still more complex environment outside the school to a kind of personal and economic self-dependence and security.

The fifth of the major sources of the guidance movement has usually been identified with the measurement movement in education. It is the hypothesis that the first duty of the school is to know the pupils as individuals. It involves, first, a recognition of the essential dignity and worth of the individual, and, second, a willingness to study him by every means which the resources of the school can command.⁸

When the guidance movement spread to Virginia, there was the same emphasis on vocational guidance. Joyner reported on the guidance movement in Virginia in his thesis in 1931.

No conscious attempt was made in guidance until 1929-30. In 1929 the state recognized that vocational guidance was an important function of education and added to the Department of Trade and Industrial Education an assistant supervisor to devote his time to vocational guidance in the schools of the state. Since that time the vocational guidance movement has had a phenomenal growth.⁹

⁸ Arthur Traxler, Techniques of Guidance (New York, Harper, 1947), p. 3.

⁹ Floyd Talmage Joyner, "Vocational Choices and Guidance of High School Pupils of Southampton County." (Unpublished Master's thesis, the College of William & Mary, Williamsburg, 1931), p. 8.

The appointment of C. J. Hyslup as Assistant State Supervisor of Trade and Industrial Education was the first step made by the State Department of Education toward developing a systematic program of vocational and educational guidance in the high schools of Virginia. The following statement appeared in the Annual Report of the Superintendent of Public Instruction 1929 - 30:

During the year attention has been given to developing a program of vocational and educational guidance in the high schools of Virginia. The need for a systematic program has been apparent for some time.

Especially is this need apparent upon realizing that too many of our boys and girls are leaving the high schools with little idea of the field of work they are entering. Other reasons which have been advanced for the need of guidance are the large number of pupils which drop out of our schools for no evident good reason and become drifters in the field of occupations, the shifting of many of our college students from one course to another, the inability of the majority of our high school pupils to make a wise selection of a vocation and the fact that many of our high school principals and teachers are not able to give satisfactory advice and information concerning occupations in which the children are interested. These reasons along with others were enough to convince the State Department of Education of the necessity of starting a systematic program in the high schools of the state.

Briefly stated, the objectives of the program, from the standpoint of educational guidance, as outlined by the Department have been:

1. To direct pupils in the selection of school subjects and in working out an educational plan.
2. To help the pupils to see how their school life is part of their preparation for later life.

The objectives of the program from the standpoint of vocational guidance have been:

1. To give pupils a broad view of the occupational field in order that they may choose their life's work, more wisely and more intelligently.
2. To help pupils to analyze themselves to find their own abilities, aptitudes, and interests.
3. To secure better cooperation between the school and the various commercial,¹⁰ industrial, and professional pursuits.

During his first year in office, the Assistant State Supervisor devoted his time to conducting teacher-training classes, giving lectures, making surveys, formulating courses of study, and assembling material to aid teachers and principals in conducting a program of vocational guidance in their respective schools.

During the last term of the 1929-1930 school session, twenty high schools had separate classes in occupational information meeting from one to five times per week. Forty-three high schools correlated occupational information with other subjects.¹¹

In November 1930, the Virginia Vocational Guidance Association was organized as a section of the Virginia Education Association with twelve charter members. C. J. Hyslup, Assistant Supervisor of Trade and Industrial

¹⁰Virginia State Board of Education, Annual Report of the Superintendent of Public Instruction 1929-30, Sept. 1930, vol. XIII, No. 2, pp.67-68.

¹¹Ibid.

Education, State Department of Education, was elected the first president of the association. At the first meeting he appointed a committee to cooperate in the preparation of a State Course of Study for Vocational Civics, naming: Bessie M. Mottley, Highland Springs High School, Highland Springs, Virginia; Alice Crawley, George Washington High School, Danville, Virginia; H. I. Willett, Principal, Churchland High School, Churchland, Virginia; and R. Claude Graham, Principal, Greenwood High School, Greenwood, Virginia.¹²

As a result of their work, the State Course of Study in Vocational Civics was published by the State Board of Education in 1931. At this stage, the terms "guidance" and "vocational guidance" were still, in general, synonymous as evidenced in the foreword to this publication written by Sidney B. Hall, State Superintendent of Public Instruction:

Guidance as a means of assisting boys and girls to discover general and detailed information concerning the occupations of the world has for a number of years been taking its place as an integral part of the secondary school program. Only recently has Virginia attempted in its program of secondary education to carry out the objectives of Guidance. In order that the children of the state may secure the greatest benefit from a Guidance program it is necessary for the sponsors of such a program to establish certain definite objectives toward which to work. Accordingly, a committee has been working for a number of months setting up the following objectives:

¹²Minutes of Virginia Vocational and Educational Association, Nov. 28, 1930," History of V. P. G. A., 1930 to 1947," by Bessie M. Mottley.

1. To give a background of occupational information and a method of thinking about occupations that will assist pupils in their educational and vocational planning.
2. To direct pupils in the selection of school subjects and in working out an educational plan.
3. To secure better cooperation between the schools and various commercial, industrial and professional pursuits.
4. To teach pupils to understand and appreciate the necessity and dignity of work.
5. To enable pupils to see in what definite way school work is a part of preparation for life.
6. To face pupils with the necessity of thinking seriously about life careers.¹³

During the second year in which the program of educational and vocational guidance was in operation, twenty-four counties made plans for county-wide programs for 1931-32. In developing these programs, committees were appointed by the county supervisors, and worked out their plans under the general direction of the Assistant State Supervisor of Trade & Industrial Education.

Classes without credit in occupational information were introduced in sixty-seven high schools. Plans were made to use the State Course of Study in Vocational Civics and offer a course in vocational civics carrying full credit as a required subject in the social science curriculum. This course was introduced into the high schools of the state during the session of 1931-32.

¹³Sidney B. Hall, "Foreword," State Course of Vocational Civics, State Board of Education, Richmond, Virginia, 1931.

By this time, five Virginia colleges were offering summer courses in guidance.¹⁴

¹⁴Virginia State Board of Education, Annual Report of the Superintendent of Public Instruction, 1930-31, p. 66.

CHAPTER III

THE CHANGING CONCEPT OF GUIDANCE

Like many other educational concepts, guidance has undergone an expansive evolutionary change. Even while vocational guidance was gaining a foothold in American secondary education, many who were responsible for the work of the school began to see the broader implications of guidance. In fact, in the thinking of many educators, the concept became as much too broad as vocational guidance is too narrow, and the term "guidance" became a beneficent synonym for education.¹

Arthur J. Jones felt that this kind of thinking presented a real crisis for the guidance movement, and wrote, "There is real danger that the movement will become so broad as to be practically meaningless and dissipate itself into the thin air of general education or of general instruction."²

The writer had an interesting interview with Dr. William R. Smithey, a retired professor at the University of Virginia, who taught the first course in guidance in Virginia at the University of Virginia in 1920. Dr. Smithey,

¹Luther Foster Addington, "Guidance in the Southern Association Virginia Secondary Schools," (unpublished Master's thesis, University of Virginia, 1939), p. 18.

²Arthur J. Jones, Principles of Guidance (New York and London: McGraw-Hill Book Company, Inc., 1934), p. 358.

who was a real pioneer in guidance in Virginia, said that when he introduced the course, many of his colleagues "arched their eyebrows," because to them all education was guidance.³

The chief difficulty with the concept that all education is guidance was that it provided little room for the organization of guidance as a special department of the school with resultant lack of organized guidance services. It is fundamental for all teachers to have the guidance point-of-view, but the prevalence of such an educational philosophy does not necessarily guarantee that the school has an organized program of guidance.⁴

"It took almost twenty years for educators to get the concept of guidance clarified."⁵ However, the recognition came that guidance in relation to a vocation is only one portion of the whole program, and that guidance is not the whole of education. Instead, "guidance is a supplementary educational service designed to make more effective use of the school's educational program."⁶

³Statement by William R. Smithey, personal interview, March 14, 1964.

⁴Mitchell Dreese (address to the Virginia Personnel and Guidance Association, March, 1942), mimeographed.

⁵Statement by C. H. Phippkins, personal interview, June 23, 1964.

⁶A. M. Turrell, "Guidance in Secondary Schools," Phi Delta Kappan Magazine, October 1938.

The minutes of the Virginia Vocational Guidance Association clearly reflect this changing concept of guidance. This organization was closely related to the guidance movement in Virginia during its early history, and the membership, though small, was a core of staunch workers who made their influence felt. In 1931, a motion was carried that since guidance was in such great measure educational, the name should be "Virginia Vocational and Educational Guidance Association." At the 1932 meeting with H. I. Willett, President, presiding, the following program was presented:

1. "Guidance as a Function of Teaching" -
Dr. W. R. Smithey, University of Virginia,
Charlottesville, Virginia.
2. "Integrating Guidance into All Educational
Activities" -
Bessie M. Mottley, Director of Guidance
for Henrico County.
3. "Can Every Teacher Be A Counselor?" -
C. J. Hyslup, State Department of Education

The program the year before had been devoted to the importance of and the methods of teaching Vocational Civics.

At the 1931 meeting, requests for help in organizing and administering a program of guidance were made and discussed. C. J. Hyslup promised that the State Department of Education would cooperate in meeting this need.⁷

⁷Bessie M. Mottley, "History of V. P. G. A., 1930 to 1947," p. 5.

During the late twenties a new trend in education developed--emphasis on the development of the whole child. The problem was not to adjust the child to the curriculum, but to adjust the curriculum to the child.⁸ The State Department of Education began a revision of its program with the view of offering more assistance to pupils in preparing for life. A committee was appointed to study the function of guidance in the school systems, to help teachers, principals, and supervisors obtain an understanding of guidance, and to provide suggestions for performing this educational service. As a result of the study, A Tentative Manual for Guidance in Virginia Schools was published in 1934. It included sections on the Need for Guidance, Guidance as a Function of Secondary Education, the Concept of Guidance, the Scope of Guidance, Responsibility for Guidance, Aims of Guidance, the Need for Organization, and Agencies Through Which Guidance Might Function. Miss Bessie Mottley was chairman of the committee, which included Mr. W. C. Ikenberry, Mr. W. T. Woodson, Miss Martha Reely, Dr. H. I. Willett, Mr. W. L. Allen, Mr. R. Bruin, and Dr. Edward Alvey, Jr. The consultants for the committee were Dr. W. R. Smithey of the University of

⁸ Rebekah Roberta Sharp, "A History of the Richmond Public School System, 1869-1958," (unpublished Master's thesis, University of Richmond, 1958), p. 145.

Virginia, and Mr. C. J. Hyslup of the State Department of Education.⁹

The manual gave Virginia Schools an enlightened purpose, a new emphasis on the individual student, and suggestions for programs to implement the function of guidance. It recognized the fact that each student needs help, and that the school is the agency to furnish the aid. It declared that guidance is an integral function of the educational system and a responsibility of the entire school; that an organization for the service is required, and that the school principal should act as organizer, coordinator and leader of the program.¹⁰

However, there was considerable lag between the recognition of the need for organized guidance services in Virginia high schools and the provision of these services. By act of the General Assembly in 1927, a commission was appointed "to survey the educational system of Virginia." A commission of eleven members was established, including two state senators, three members of the house, and six other distinguished citizens not directly connected with the state system of education, but including two presidents of

⁹Tentative Manual for Guidance in the Virginia Secondary Schools, Virginia State Department of Education (1934), p. 6.

¹⁰Roderick Jenkins Britton, "A Survey and Evaluation of Guidance Practices in the High Schools of Virginia." (Unpublished Master's thesis, The College of William and Mary, 1947), p. 18.

private colleges. The Commission, through funds provided by the Legislature, secured the services of a survey staff directed by Dr. M. V. O'Shea of the University of Wisconsin. One of their findings was: "Virginia high schools are given too largely to discharging the function of preparing for college and they lack adequate guidance programs." They recommended that the school authorities take such steps as may be necessary to hasten adequate pupil guidance.¹¹

And yet a survey of guidance in Virginia conducted by Nannie Mae Williams, Registrar of Mary Washington College, in 1939 revealed some astonishing facts. The Williams report was the result of a questionnaire sent to 302 schools in 1939. Some facts revealed were: There was some type of guidance program in only 186 schools; there were only 24 schools who had directors of guidance or counselors directing guidance; there were only 100 schools with part-time counselors; and there were only three full-time counselors in Virginia high schools.¹²

¹¹ J. L. Blair Buck, The Development of Public Schools in Virginia, 1605-1952, Va. State Board of Education, Richmond, July, 1952, p. 275.

¹² Nannie M. Williams, "A Survey of Guidance in Virginia." Unpublished report read to Virginia Guidance Association on November 23, 1939.

CHAPTER IV

ORGANIZATION FOR GUIDANCE

The beginning of guidance in Virginia in 1929-30 was followed by the period known as "the depression," which began in 1930-31. As a result, there were varied strands of development and retrenchment in the guidance program of Virginia.

The Annual Report 1931-1932 states:

The economic depression which the State has experienced during the past two years has given an impetus to educational and vocational guidance activities in the high schools of Virginia. Twenty-one counties included county-wide programs in the high schools during the year.¹

The depression years contributed more evidence that guidance was an important area of investigation.²

So far as the schools of Virginia were concerned, the depression was most severe in 1933-34. Sidney B. Hall, State Superintendent of Public Instruction, wrote:

No school year in the past two decades has been fraught with such serious difficulties as were experienced in the schools of Virginia during 1933-34. The effects of the depression and the general financial crisis seemed to come to full fruition so far as public education was concerned during the school year just closed.³

¹Virginia State Department of Education, Annual Report 1931-1932, State Superintendent of Public Instruction, p. 66.

²Gail F. Farwell and Herman J. Peters, Guidance Headings for Counselors (Chicago: Rand McNally & Co., 1961), p. 3.

³Annual Report 1933-34, State Superintendent of Public Instruction, p. 82.

There was a severe budget cut, and when C. J. Hyslup, Assistant Supervisor of Trade and Industrial Education, who was in charge of guidance in the high schools of Virginia, left to take a position at Virginia Polytechnic Institute, no replacement was made. No further mention of the guidance program appears in the annual reports of the State Superintendent of Instruction until 1938-39.

Some gains in guidance continued despite the financial crisis. The Virginia Vocational and Educational Guidance Association reported a "specially active year" in 1934. The organization decided not to affiliate with the Virginia Vocational Association, and the program of their meeting on November 29, 1934, at John Marshall High School in Richmond was primarily concerned with the relationship of guidance to the Virginia Revised Curriculum.⁴

As the depression deepened, numbers of young people became unemployed. In an attempt to deal with this problem, the Federal Government established the Civilian Conservation Corps in 1933 and the National Youth Administration in 1936. The original purpose of both was to provide employment for needy youth, but both agencies came to assume educational functions, particularly vocational training of an on-the-job type. Especially during the period of the end of 1935 through part of 1943, some organized efforts at guidance were made. Five steps in guidance were set up: (1) to help the youth

⁴Bessie M. Mottley, "History of V.P.G.A., 1930 to 1947" (Unpublished), pp. 8-9.

evaluate himself, (2) to help the youth make a vocational choice, (3) to help the youth plan his training program to achieve the vocational choice he made, (4) to place the youth in the work he could best do, and (5) to follow up on the work assignment to insure results for the youth. Since the National Youth Administration was not prepared to take care of all these steps within the framework of its own organization, an attempt was made to utilize the community resources and cooperate with other government agencies.⁵

In Virginia the National Youth Administration, in cooperation with the State Department of Education and the Employment Service, organized the Richmond Consultation Service. This Service, which later became the Virginia Consultation Service, played a significant role in the development of guidance in Virginia public high schools, and is discussed in the next chapter.

In 1936, the Virginia Guidance Association (1935 revision of the Constitution changed name from Virginia Vocational and Educational Guidance Association to Virginia Guidance Association), which was now a Virginia Branch of the National Vocational Guidance Association, held a joint meeting with the Department of Secondary Principals. The purpose of

⁵Carroll H. Miller, Foundations of Guidance, (New York; Harper & Brothers, 1961), p. 161.

this joint meeting was for guidance personnel to become acquainted with certain high school functions and problems and for the principals to learn more about guidance activities.⁶ The following program was presented:

Theme: The High School Functioning as an Agency
of Guidance

1. The Role of the Principal--Dr. C. H. Phippings, Blacksburg High School, Blacksburg, Virginia.
2. The Role of the Teacher--Cordelia Cox, Richmond, Virginia.
3. The Role of Special Workers--Maude Motley, Varina, Virginia.
4. The Function of the College in Training Teachers for Guidance--Dr. Raymond B. Pinchbeck, Richmond College, Virginia.
5. General Discussion led by Dr. Edward Alvey, Jr., Dean, Mary Washington College, Fredericksburg, Virginia.⁷

The program of this joint meeting has been singled out because guidance surveys made in Virginia in the years to follow clearly show the important role of the principal in organizing and developing systematic guidance programs.

Members of the Virginia Guidance Association were concerned over the fact that since Mr. Hyslup, the Assistant Supervisor of Trade and Industrial Education, had left the State Department of Education, there was no central clearing

⁶ Minutes of Virginia Guidance Association Meeting, Thursday, November 26, 1936, p. 11.

⁷ Ibid.

house for the important function of selecting and distributing guidance information. A committee was appointed to wait upon Dr. Sidney B. Hall, requesting that this important function be again provided by the State Department of Education.⁸

Up to this time, attention had been focused on what should be done in guidance in Virginia. At this stage, some surveys were made which show what types of guidance programs were actually operating in Virginia. A report on the survey made by Nannie Mae Williams in 1939 has already been given. Luther Foster Addington wrote a master's thesis on "Guidance in the Southern Association Virginia Secondary Schools," in 1939.

Addington emphasized that guidance in Virginia secondary schools "is a comparatively new movement." The state-wide survey which he conducted during the winter of 1938-39 showed that Virginia had but twenty-two counselors. Of these twenty-two, only two devoted full time to the work. Four devoted half time, and the rest had one or two periods assigned to them for guidance. In reporting the results of his survey, he divided the schools into small (below 250 enrollment) and larger (above 250 enrollment). Twenty-six small schools reported and thirty-three large schools. Of the small schools, 38.6 per cent had guidance committees,

⁸ Ibid., p. 12.

and of the larger schools, 39.3 per cent had guidance committees. The following results were shown in regard to the administration of the guidance program. In the small schools, the work was directed by the principal in 61 per cent of the schools, by the classroom teachers in 7 per cent of the schools, and by a counselor in 7 per cent of the schools. The larger schools had the principal direct the work in 63 per cent of the schools, the chairman of the guidance committee in 9 per cent of the schools, the classroom teacher in 6 per cent of the schools, the advisor in 3 per cent of the schools, the counselor in 6 per cent of the schools, and the homeroom teacher in 9 per cent of the schools.

There were three counselors in the twenty-six small schools reporting and eleven counselors in the thirty-three larger schools reporting. Of these counselors, three in both size schools spent 25 per cent of their time counseling and one reported spending 100 per cent of the time counseling.

In the area of vocational guidance, the schools made a better showing. Sixty-one per cent of the small schools and 95 per cent of the larger schools reported that they provided occupational guidance.

Addington concluded that the larger schools were providing more guidance services than smaller schools, and attributed this to the complacency of many of the principals of the smaller schools. He felt that the main weakness was lack of organization, and stated that the ideal situation would be for every school, no matter how small, to have one or more trained counselors. "However, in the case of having no hired counselor to take charge, it becomes someone's duty to start it and that duty then seems to be the principal's."⁹

The Tentative Manual for Guidance in the Virginia Secondary Schools, which was published in 1934, had presented the need for organization in guidance programs and had given practical advice:

Programs of guidance like all other programs, entail the centralization of final responsibility in some individual or small group of individuals. It is essentially necessary that this guidance service be organized to the end that an individual or a committee of individuals may assume responsibility for the inauguration, for the administration, for the improvement, and for the evaluation of the program. None of these aspects may be left to chance. Only a well defined organization can guarantee effectively administration of this desirable and important educational function.

Organization for guidance does not, however, demand new equipment, new machinery and new additions to the faculty. The school that waits

⁹ Luther Foster Addington, "Guidance in the Southern Association Virginia Secondary Schools," (unpublished Master's thesis, the University of Virginia, Charlottesville, 1939), pp. 1-135.

for more money, larger facilities, and a trained staff of counselors before attempting to organize and inaugurate a program of guidance is suffering from a delusion and permitting to pass unnoticed valuable opportunities to aid youth in the building of their lives.

In order to avoid disappointment growing out of the mistake of trying to take over bodily some standard plan of guidance, local needs and possibilities should be studied. Then with a small beginning a program subject to ready adaptations should be formulated."¹⁰

The larger high schools in Virginia were usually the first to recognize a need for a more organized method of providing guidance to all pupils.¹¹ Miss Bessie Mottley says she has been told that she was the first full-time guidance counselor in Virginia.¹² In 1934, she was assigned full-time counseling duties at Thomas Jefferson High School in Richmond. Before coming to Thomas Jefferson, she taught vocational civics, and was a part-time counselor at Highland Springs High School.

Green traced the development of guidance services of Jefferson High School in Roanoke, and found that in 1923-24 the school secretary was assigned the title of "supervisor of guidance activities." Interviews with persons connected with the school at that time revealed

¹⁰ Tentative Manual for Guidance in the Virginia Secondary Schools, State Department of Education, 1934, p. 6.

¹¹ Guidance--A Vital Part of Virginia's Public School Program, Virginia State Department of Education Bulletin, May, 1961, p. 1.

¹² Conversation with Bessie M. Mottley, February 5, 1964.

that the school secretary assisted the teachers in helping set up programs of classes for the students, and was concerned with attendance problems. This system continued in operation until about 1933, when a director of guidance was appointed, marking the formal beginning of the guidance program of Jefferson High School. Green reports this step was taken because "a definite need had been demonstrated for a more highly developed method of guiding and advising the students in their academic and student life."¹³

Others who were among the first to assume duties as counselors include Alice Crawley, George Washington High School, Danville; Martha Reely, Lee Jackson High School, Alexandria; Virginia Leggatt, Maury High School, Norfolk; and Lelia Turpin, Bainbridge Junior High School, Richmond.¹⁴

Addington's study revealed that in the majority of schools in Virginia, the principal was directing the work of the guidance program.¹⁵ Principals who made valuable contributions to the development of guidance in Virginia during the thirties include H. I. Willett, Principal of

¹³ William Lorenzo Green, "A Follow-Up Study of the 1942 Graduates and the 1947 Graduates in Jefferson High School." (Unpublished Master's thesis, University of Richmond), 1947, p. 12.

¹⁴ Mottley, op. cit., pp. 1-18.

¹⁵ Addington, op. cit., p. 22.

Churchland High School, Churchland, Virginia; W. C. Ikenberry, Principal of Junior High School, Roanoke, Virginia; C. H. Phippkins, Principal of Blacksburg High School, Blacksburg, Virginia; and R. Claude Graham, Principal of Greenwood High School, Greenwood, Virginia.¹⁶

Britton¹⁷ made a survey of guidance practices in the high schools of Virginia in 1947, and Pulley¹⁸ did a follow-up survey in 1949. Some important influences interceded the surveys by Addington and Williams and these later surveys.

The contribution of the Federal Government to guidance in Virginia should be noted. Two outstanding guidance specialists were guests of the Vocational Guidance Association in 1940. Members were interested in hearing these men discuss what aid Virginia could receive from the George-Deen Fund. The George-Deen Act was a Federal Act providing funds for vocational education.¹⁹

¹⁶ Mottley, op. cit., p. 8.

¹⁷ Roderick Jenkins Britton, "A Survey and Evaluation of Guidance Practices in the High Schools of Virginia" (unpublished Master's thesis, the College of William & Mary, Williamsburg, 1947), 87 pp.

¹⁸ David Clarence Pulley, "A Survey and Appraisal of Guidance Services in the High Schools of Virginia" (unpublished Master's thesis, the College of William & Mary, Williamsburg, 1949), 104 pp.

¹⁹ Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Administration (New Jersey: Prentice Hall, Inc., 1959), p. 176.

Prior to 1938, there was no special unit in the United States Office of Education for guidance. In 1938, the Occupational Information and Guidance Service was established in the Division of Vocational Education operating under funds made possible by the George-Deen Act. Vocational education in Virginia was aided by subsidies from this fund. Federal assistance to vocational education was further extended to the guidance services of Virginia because funds appropriated under this Act could be used to provide any or all of three kinds of services: (1) the maintenance of a state program of supervision in vocational guidance, (2) the maintenance of a state program of training vocational counselors, and (3) the salaries and necessary travel of vocational counselors and the purchase of instructional equipment and supplies for use in counseling.²⁰

Under the provisions of the George-Barden and the George-Deen Acts, the focus of efforts was necessarily on vocational guidance, and this constricted view was not in harmony with the broader concept of guidance which had developed in the schools. Virginia showed recognition of this when the State Department of Education was reorganized in 1947, and the supervisor in charge of guidance was given the title, Coordinator of Guidance and Consultation Service,

and placed in the Division of Secondary Education. This supervisor had formerly been under the Division of Trade and Industrial Education.²¹

At the national level the Guidance and Personnel Branch of the United States Office of Education was discontinued as it had existed under the Division of Vocational Education, and was replaced in 1955 by a Guidance and Pupil Personnel Services Section in the Division of State and Local Schools.²²

Local school divisions were encouraged to develop adequate guidance services for pupils in the Manual of Administration for the High Schools in Virginia, issued by the State Board of Education in 1942.²³ This manual stressed the importance of guidance, emphasized that through guidance, pupils should be encouraged to make intelligent choices rather than to have decisions made for them, and looked toward the principal for leadership in promoting organized guidance services. The manual was prepared by a large group of school administrators and teachers. The section on guidance states:

21

Annual Report 1946-47, Virginia State Superintendent of Public Instruction, p. 67.

22

Miller, op. cit., p. 161.

23

Manual of Administration for the High Schools of Virginia, State Board of Education, 1942, pp. 85-99.

Guidance is inseparable from the total instructional program. It is concerned with the individual and seeks to assist him in discovering himself and in making adjustments to and improving his environment. The emphasis in guidance is upon stimulating the individual to make intelligent choices rather than making decisions for him. There is a definite need for this service in the school today because of the changes in the mode of family life, the advances of science and industry accompanied by a high degree of specialization, and the increasing complexities of modern society. The school, if it faces realistically these conditions, cannot escape the responsibility of providing an adequate program of guidance.

Guidance, or personnel work, is usually thought of as being either educational or vocational or personal in nature. However, in its broadest sense, guidance is concerned with the development and adjustment of the individual as a whole and is a continuous process throughout life. Guidance involves, therefore, a study of the child, his interests, needs, ambitions, abilities, and background. A successful guidance program requires that the principal and his staff possess a rich background of general information and that they study the possibilities within the community for meeting the discovered needs of individuals. It means that some member of the school staff shall have some training in the area of guidance and that the entire personnel shall be guidance-minded and shall assume responsibility for guiding pupils.

It is impossible to set forth here a pattern for guidance organization that can be adopted by every school. However, an individual or committee should be responsible for the program. The principal or some other individual, or a committee appointed by the principal, should serve as coordinator or adviser of the program. This person or persons should have training in such fields as sociology, economics, biology, and psychology and should have a background of successful teaching experience. Cooperative planning should underlie the successful introduction and development of the program. This cooperative planning involves pupils, parents, teachers, guidance coordinator, supervisors, principals, and superintendents.²⁴

By the time this manual was ready to be published, the United States was in World War II, and a foreword was included stating:

"The procedures and principles presented in this Manual of Administration are designed for use under any conditions that may prevail in a democracy and the Manual, therefore, is just as applicable and usable under war conditions as in other situations."²⁵

Although the principles and procedures were applicable, the progress of education was, of course, affected. Governor Darden's major purpose was "to have Virginia make its utmost contribution in every possible way to the winning of the great war."²⁶ During the war years in Virginia and over the entire country, there was a kind of moratorium upon educational progress except for those aspects related to the science and technology of war. In educational guidance, nearly all programs were frozen at their pre-war level, or retrogressed.²⁷ The activities of the Virginia Guidance Association were greatly curtailed due to travel difficulties and other war-time conditions.²⁸

²⁵ Ibid., foreword.

²⁶ Buck, op. cit., p. 386.

²⁷ Arthur Traxler, Techniques of Guidance (New York, Harper Bros., 1947), p. 11.

²⁸ Clarence L. Kent, "Guidance-Past, Present and Future" (address given at the V.E.A. Guidance Section Meeting, November 1, 1963), p. 1. (Mimeographed.)

Britton's study was made in 1945-46. He surveyed guidance practices in the 392 high schools accredited by the Virginia State Board of Education for that school year. He obtained his data from administrators of the individual schools because "the school administrator is best qualified to state the condition of the guidance program he directs."²⁹ He classified schools with enrollments of 68-149 as small schools, those with enrollments of 150-349 as medium, and those with enrollments of over 350 as large.

He found that the attitude toward organized guidance became more favorable as the school enrollments increased. This was indicated by the greater percentage of large schools with organized guidance programs and by the greater percentage of large schools providing time for guidance activities in the daily schedule. Twenty-nine per cent of the 108 small schools reporting had organized programs for guidance; fifty per cent of the 139 medium schools reporting and sixty-eight per cent of the sixty-two large schools reporting had organized programs of guidance. Fifty-two per cent of the small schools reported that they had incidental programs of guidance, while thirty-six per cent of the medium schools and twenty-nine per cent of the large schools reported incidental programs. Sixty-four per cent of the large schools and sixty per cent of the medium

²⁹Britton, op. cit. , p. 5.

schools provided time in the daily schedule for guidance activities, but only thirty-nine percent of the small schools provided them.

Britton's survey showed that the majority of schools of all sizes had at least one teacher who had had a basic course in guidance. Thirty-three per cent of the large schools had teachers who had taken more than three guidance-related courses while only one per cent of the small schools and seven per cent of the medium schools had teachers with this much preparation.

The percentage of schools with teachers who had had a basic course in counseling was thirty-two per cent for the small schools, thirty-five per cent for the medium, and forty-two per cent for the large schools.

Practically all the schools reported that their pupils received individual guidance, but in the small schools, the counseling service was frequently carried on without reduction of the normal teaching load, while most of the large schools reduced the normal teaching load to permit counseling service.

The percentage of high school administrators who recognized satisfactory outcomes from the guidance programs increased with the school enrollment. Since the large schools were more active in guidance, it is understandable that the results were more apparent. Britton found that

there was a predominant interest on the part of the schools as a whole in college entrants rather than in the general group of students.

The majority of school administrators appeared to believe that their guidance program resulted in improved understanding of pupil problems by teachers and in the students being better informed on problems of living.

Britton concluded:

The present rather inadequate programs are bearing some fruit and the administrators are favorably inclined toward guidance. Guidance has definitely taken its place in the educational philosophy of our high schools. It is neither exceptional nor poor. It does, however, have a good foundation and the high school administrators should build upon this basis through re-dissection or improvement of the present facilities.

The results of "The Cooperative Study of Secondary School Standards" became available in 1936-37. "This study ushered in a new day in accrediting, and it may be considered one of the truly notable achievements in the history of secondary education in the United States."³¹

The results of the committee's work were offered to secondary schools in the 1940 edition of Evaluative Criteria.³²

³⁰ Ibid.

³¹ Buck, op. cit., p. 365.

³² Evaluative Criteria, 1940 edition, Cooperative Study of Secondary School Standards, Washington, D. C.

This set up standards for secondary schools and recommended that the best procedure for evaluating a secondary school is to carry out a self-evaluation using the Evaluative Criteria, and to have this self-evaluation checked by a visiting committee of qualified teachers, administrators, and specialists. The criteria were set up in eleven pamphlets--one is for Guidance Service.

An extensive and sincere effort was made by Virginia to make a self-appraisal of its progress in public education in 1944. Under the leadership of Governor Colgate W. Darden, Jr., the Virginia General Assembly established a nine-member Commission to make an extensive study of public education in Virginia to guide them in making the improvements in public education for which an aroused public was calling.³³ This Commission recommended that increased emphasis be placed on guidance in the public schools and that each high school in the state should have a satisfactory program of guidance. In April, 1947, the high schools in the state received a superintendent's memorandum which advised the high schools that the State Board of Education Regulation requiring all accredited high schools to have a satisfactory program of guidance would become effective with the beginning of the 1949-50 term.³⁴ Prior to this

³³Buck, op. cit., p. 470.

³⁴Virginia State Board of Education, Richmond, Virginia, Superintendent's Memorandum No. 1648, 1947.

time in the spring of 1947, an advisory committee of principals, supervisors, and representatives from the State Department of Education discussed what was meant by a satisfactory program of guidance, and also what instruments and procedures would be needed in order to determine what constituted a satisfactory program of guidance. As result of this meeting, a bulletin, "The Guidance Services in the High School Program," was prepared and sent to the high schools. It stated the meaning and purpose of guidance, its operation in schools, and the outcomes that should be expected. At the State Principals' Conference held at the University of Virginia in June 1947, the subject, "Guidance in the High School," was discussed. During the 1947-48 school term, principals devoted time in their local and district meetings to the study of guidance programs and procedures for their evaluation. Each district association submitted recommendations on guidance programs to a production committee, which drew up a set of tentative accrediting standards.³⁵

During the 1948-49 school term, the high schools studied their own guidance programs in relation to the proposed standards. An inquiry was sent out by the State Department of Education to find to what extent schools were meeting the proposed standards, and whether the school

³⁵Annual Report of the Superintendent of Public Instruction, 1947-48, Virginia State Board of Education, pp. 35-39.

could meet the requirements by the opening of the 1949-50 school term. The production committee studied the results and made recommendations to the General Accreditation Committee. In a Superintendent's Memorandum of June 21, 1949, the high schools were notified that the accreditation standards in guidance had been postponed, and that the whole problem of accreditation would be studied during the school year 1949-50.³⁶

It was during the year 1949-50 that Pulley conducted his survey of the guidance services in Virginia high schools.³⁷ He used the same groups of small, medium, and large that had been used by Britton. He requested information from the 412 accredited public high schools, and 27 small, 149 medium, and 74 large schools reported.

He found that 72 per cent of the large schools provided a separate room for interviewing and counseling. A counseling room was provided by 61.6 per cent of the medium and 58.3 per cent of the small schools. The time provided for interviewing and counseling was broken down as follows:

³⁶

Virginia State Board of Education, Superintendent's Memorandum, No. 2344, 1949.

³⁷Pulley, op. cit. p. 45.

Percentage of Schools Setting Aside One Class Period Daily for Interviewing and Counseling

<u>Size of Unit</u>	<u>Small</u>	<u>Medium</u>	<u>Large</u>
50 pupils	17.3	20.1	17.6
75 pupils	22.1	23.5	31.0
80 pupils	3.9	6.7	2.7
90 pupils	14.2	14.8	1.4
100 pupils	9.4	10.9	16.2
No time set aside	33.1	224.0	31.1

He found that 78.4 per cent of the large schools, 61.7 per cent of the medium schools, and 43.3 per cent of the small schools had guidance committees.

Pulley's survey showed that approximately one-third of the teachers in the typical school for each size group had had a basic course in guidance. In the small schools 57.6 per cent of the counselors had had training in guidance, while 58 per cent of the counselors in medium schools, and 78.3 per cent in the large schools had had training in guidance.

Pulley designated teachers who had time in their daily schedule assigned for guidance activities as counselors and reported the following breakdown regarding schools with counseling service:

Percentage of Schools with Counseling Service

<u>Number of counselors</u>	<u>Small</u>	<u>Medium</u>	<u>Large</u>
1-3 counselors	37.8	58.4	60.6
4-6 counselors	28.4	15.4	15.0
7-10 counselors	9.5	4.0	.8
11-15 counselors	24.1	22.0	11.6
No counselors	20.2	20.2	22.0

Since two-thirds of the schools in each of the groups had at least one counselor, Pulley concluded that the schools were realizing the need for a specialist to devote time to guidance activities. The fact that one-third of these counselors had not had specialized training in counseling techniques indicated the need for specialized training for the guidance counselor.

Pulley, along with Britton, reported the disturbing factor that the schools as a whole were paying too much attention to prospective college students than to the non-college-bound student.

He concluded that "Guidance services have definitely achieved a place of importance in the high schools of the state."³⁸

The revised standards for accreditation were published by the State Board of Education in 1950 in the Standards for the Accrediting of Secondary Schools.³⁹ This bulletin stated:

38

Ibid., p. 70.

39

Standards for Accrediting Secondary Schools, State Board of Education Bulletin, No. 6, vol. XXXIII, October, 1950.

Guidance services shall be provided to aid pupils in making proper adjustments to the various types of problems which they must need. . . .

The guidance program recognizes the worth of the individual and seeks to adjust the program of the school to meet his needs and to help him achieve attainable goals in his educational, vocational, social and personal life. . . .

One class period per day shall be provided for each unit of one-hundred pupils or major fraction thereof. This time is to be used only for counseling and related guidance activities.⁴⁰

These standards became effective with the school session 1953-54.

In 1951, the Guidance Handbook was published by the State Board of Education. Suggestions for improving guidance practices were presented in the Handbook which represented "the thinking of many school administrators and counselors as to what the Virginia High School should offer for its pupils."⁴¹

The need for organization in providing guidance services had been recognized, and steps had been taken to meet this need.

⁴⁰ Ibid.

⁴¹ Virginia State Board of Education, Guidance Handbook, 1951, foreword.

The consultation services cooperated closely and effectively in the development of guidance programs in the public schools, and in this connection, began in 1942 the publication of a monthly guidance bulletin called Work and Training. This bulletin was sent to school counselors and homeroom teachers who were devoting part of their time to counseling. It included reviews of professional publications, and information concerning methods and techniques in the guidance field.⁴

In 1945-46, branches were opened in Norfolk and Danville, and were called the Norfolk Regional Consultation Service and the Danville Regional Consultation Service, respectively. Later a branch was opened at the Woodrow Wilson Educational Center at Fishersville. The name of the parent unit in Richmond was changed to the State Consultation Service. By this time the National Youth Administration had long been abolished, the Virginia Employment Service had become disassociated from the enterprise, and the services in Richmond, Norfolk, and Danville were supported entirely by state appropriations.⁵

⁴Annual Report of the Superintendent of Public Instruction 1946-47, Virginia State Board of Education, p. 23.

⁵Buck, op. cit., p. 470.

As the consultation service increased its work with the public schools, it undertook to provide professional training for teachers in charge of the guidance programs in their schools. In March, 1943, an experimental guidance clinic was held in the office of the State Consultation Service. This was the forerunner of larger clinics, two weeks in length, conducted during the summer of 1943 and 1944 sponsored by the State Department of Education and held at Richmond Professional Institute, Virginia Union University, and Radford College. Five clinics were held for the purpose of demonstrating guidance techniques used in the consultation service and helping the school representatives make plans for guidance programs in their respective schools. Ninety-two White and twenty-nine Negro representatives from eighty-six White and twenty-nine Negro schools attended.

The State Consultation Service directed a survey to determine the number of people assigned guidance duties after having had training in one of the guidance clinics mentioned above. Letters were sent to principals of all junior and senior high schools and to 121 individuals who attended the guidance clinics during the summers of 1943 and 1944. The survey showed that fifty-three persons were assigned to guidance duties after having attended a clinic. ⁶

⁶ Stutzman op. cit., p. 5.

The number of colleges in Virginia offering training opportunities in guidance was increasing. By the summer of 1942, the following colleges and universities were offering summer courses in guidance: University of Richmond, William and Mary, Hampton Institute, Mary Washington, Farmville State Teachers College, University of Virginia, and Virginia State College for Negroes.⁷

In 1946, the Consultation Service secured a test scoring machine, which made it possible to offer at cost to schools and colleges a test scoring service which was very extensively used throughout the state.

Virginia was a pioneer state in the use of standardized tests. A survey of the public schools in Virginia in 1918-19 made use of such tests, and various testing programs had been carried on from time to time.⁸ However, early state-wide testing was primarily for the purpose of group survey, while in the testing service developed by the Consultation Service, emphasis was placed on the study of the individual.

During the year 1948-49, the American Council of Education Psychological Examination was distributed to all high schools of the state for administration to all seniors. These tests were scored by the State Consultation Service, and the scores were returned to the individual schools for their records.

⁷Work and Training, Virginia State Board of Education, May 1942, p. 9.

⁸Bulletin, Virginia State Dept. of Education, loc. cit.

Counselors were encouraged to acquire training to administer and interpret standardized tests.⁹

By 1950-51, the various consultation services had re-directed their work so that most of it was concerned with conference and consultation work with school personnel, in a plan to improve the guidance program in the public schools throughout the state. "Unfortunately, budgetary difficulties necessitated the abolishment of the State Consultation Service on June 30, 1952."¹⁰

On July 1, 1952, the guidance functions of the Service were assumed by a State Guidance Staff consisting of a supervisor and an assistant supervisor. Thus, the functions of the State Consultation Service were reexamined and were incorporated into the newer program of the State Board of Education.

⁹ Annual Report of the Superintendent of Public Instruction 1948-49, Virginia State Board of Education, p. 33

¹⁰ Buck, loc. cit.

CHAPTER VI

A DECADE OF PROGRESS

1953-1963

Guidance activities increased in scope and depth in Virginia high schools during the years between 1953 and 1963.

At the Virginia Association of Guidance and Personnel Workers annual meeting in Williamsburg, Virginia, in the spring of 1954, it was voted that the two organizations, Virginia Association of Guidance and Personnel Workers, and Guidance Section--Virginia Education Association, should function as two separate organizations.¹

After World War II, there was a concerted effort in Virginia to include not only school, but personnel people, into a guidance organization, and the Virginia Guidance and Personnel Workers Association became an active organization in Virginia,² The name was later changed to the Virginia Personnel and Guidance Association to conform to the name of the parent organization--the American Personnel and Guidance Association.

¹"Guidance Section," Virginia Journal of Education, January, 1955, p. 45.

²Clarence L. Kent, "Guidance--Past, Present and Future," address to V.E.A. Guidance Section, November 1, 1963.

"After several years, it was recognized that the Virginia Personnel and Guidance Association was serving a very useful purpose in bringing guidance people and personnel people into closer contact with each other, but that there was still a void in not having an organization in the Virginia Education Association to create closer contact with the guidance people and other teachers in the educational field; so the VEA Guidance Section was reinstated."³

The organizational meeting of the Guidance Section of the Virginia Education Association was held on October 29, 1954, with Mrs. Rebie Lassiter, president, presiding. The "team approach" in guidance, which was beginning to receive considerable attention in the schools,⁴ was the program topic at this meeting. A panel and group discussion with the theme "Working Together To Improve Guidance" centered around the role of the guidance counselor in working with teachers and parents, and emphasized the necessity of close coordination between the classroom teacher and guidance specialist.⁵

For the session 1952-53 guidance, which had been a part of the Division of Secondary Education, became a service of the newly constituted Division of Instruction in the State Department of Education "with increased opportunities for working with other services in the Division."⁶

³Ibid.

⁴Carrol H. Miller, Foundations of Guidance (New York: Harper & Brothers, 1961), p. 164.

⁵Minutes of the Guidance Section of the V.E.A., October 29, 1954, reported by George O. McClary.

⁶Virginia State Board of Education, Annual Report 1952-53, p. 73.

The Division of Instruction was created in 1951-52 by combining the former Divisions of Elementary Education, Secondary Education, and Related Instructional Services.⁷

There was constant growth in the number of high schools providing organized guidance services and in the kinds of services rendered. However, the number of secondary schools that did not provide adequate time, space, and personnel for guidance activities continued to be a major problem in the field of guidance.⁸

An analysis of the 1953-54 preliminary annual reports from 441 four-year, five-year, and senior high schools in Virginia revealed that the following guidance services were provided: 93.2 per cent had organized guidance services, 76.7 per cent provided time and personnel for individual counseling, 99.8 per cent kept a cumulative record for each pupil, 86.2 per cent provided space for individual interviews, and 95.9 per cent made vocational and educational information available.⁹ These figures indicate that the schools were making progress, but the establishment of certification requirements in guidance presented a problem.¹⁰

⁷Ibid.

⁸Virginia State Board of Education, Annual Report 1952-53, p. 77.

⁹Virginia State Board of Education, Annual Report 1953-54, p. 71.

¹⁰Virginia State Board of Education, Annual Report 1954-55, p. 72.

The number of counselors assigned two or more periods a day for counseling and related guidance services increased more than ~~ot~~twofold. Table I provides a statistical picture of the improvement in this phase of the program.

TABLE I

NUMBER OF COUNSELORS AND PERIODS PER DAY FOR COUNSELING

		Number of Counselors								
Periods Per Day	Year	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63
2		147	169	165	224	234	198	73	119	112
3		60	84	78	108	134	206	217	156	141
4		38	45	35	59	41	74	57	152	146
5		25	32	24	46	44	53	84	72	73
6		46	62	58	67	85	102	193	272	289
Total Counselors		316	392	360	504	538	633	624	771	761

(Figures based on data from Virginia State Department of Education Bulletins: Guidance--A Vital Part of Virginia's Public School Program, May 1961; and Guidance News and Views in Virginia, February, 1963.)

Increased financial assistance to aid in the improvement of guidance in the secondary schools of Virginia was provided by the Federal Government when the National Defense Education Act was passed in 1958. Title V of this Act included authorization of an appropriation for the improvement of guidance counseling and testing. Part A of Title V authorized annual appropriation of \$15,000,000 for each of four years beginning with the fiscal year 1959, to aid state guidance programs, and \$1,250,000 for each of the three years to establish training institutes through contracts with institutions of higher learning. This Act has been extended through June 30, 1965.

In order to participate in the program, a state was required to submit a plan for the testing of secondary school students to identify those with outstanding ability, and for a program of guidance and counseling of secondary school students.¹¹

The Virginia Plan for the improvement of guidance, counseling, and testing requires each school division to submit annually to the Virginia State Department of Education a plan for improvement in order to receive reimbursement. This plan must include provisions for progressing toward the following recommended standards:

¹¹Miller, op. cit., p. 164.

One counseling period per day shall be provided for each unit of fifty pupils or major fraction thereof. (Counselor-pupil ratio of one to 250).

All persons assigned time for guidance activities shall be provided space for work which is specifically designated as a counseling room.

All high schools shall maintain files of current occupational and educational information.

Those charged with the direction of the guidance services or assigned time for individual counseling shall meet the qualifications established by the State Board. ¹²

The Virginia Plan for the improvement of guidance, counseling, and testing was approved in March, 1959. ¹³

In 1959-60, which was the first year the plan was in operation, only seventy-five per cent of the school divisions in the state qualified. By 1960-61, ninety-one per cent of the divisions met the minimum requirements and participated in the Virginia Plan. By 1962-63, 97.7 per cent of the counties and cities had plans approved for the reimbursement program.

The publicity that attended the National Defense Education Act brought increased interest in guidance and testing. Due to this interest, and by means of the National Defense Education Act, appropriation, plus an appropriation

¹²State Department of Education Informational Service Bulletin, Guidance--A Vital Part of Virginia's Public School Program, Richmond, Virginia, May, 1961, p. 1.

¹³Virginia State Board of Education, Annual Report 1958-59, p. lll.

made by the Virginia General Assembly, which was called into special session in January, 1959, an expanded state-wide testing program was planned and became effective in 1959-60. The following tests were made mandatory in the secondary schools of the state: Grade 8--Differential Aptitude Tests Battery; Grade 9--School and College Ability Tests and Sequential Tests of Educational Progress, Form 3-A; and Grade 11--School and College Ability Tests, and Sequential Tests of Educational Progress, Form 2-A.¹⁴

In 1958, the state testing program became a responsibility of the Guidance Service, and the name of the Service was changed to the Guidance and Testing Service. The following year this Service was combined with Research in the Division of Research and Planning. The expansion of the State Testing Program and participation in the National Defense Education Act necessitated the enlargement of the Guidance Staff to include a Coordinator of Guidance, Testing, Research and Surveys; a Supervisor of Guidance, Testing, Research and Surveys; and six Assistant Supervisors. Alfred L. Wingo was named Coordinator and Clarence L. Kent, Supervisor of Guidance and Testing.¹⁵

¹⁴ Virginia State Board of Education, Annual Report 1961-62, p. 159.

¹⁵ Virginia State Board of Education, Annual Report 1958-59, p. 111.

When the organizational meeting of the Guidance Section of the Virginia Education Association was held in October, 1954, Mr. John Kolcum of Hermitage High School, read the following request:

The guidance personnel of the secondary schools of Henrico County have authorized me to suggest that this section of the VEA work toward proper certification of counselors and guidance people in the schools of the state. 16

In response to the request, a Committee on Counselor Certification was named. The State Department of Education worked with this committee in determining the desirable qualities and training for counselors, coordinators, and supervisors in the field of guidance. In March 1958, proposed qualifications for counselors were recommended to local school divisions, and on January 28, 1960, the State Board of Education made the requirements mandatory beginning in September, 1961. These requirements are:

GUIDANCE COUNSELOR

- I. Hold the Collegiate Professional Certificate.
- II. One or more years of successful teaching experience.
- III. A minimum of fifteen semester hours (preferably at the graduate level) is required in at least four of the following five areas, one of which must be in Counseling and one in Tests and Measurements:

Principles and Practices of Guidance
Counseling
Tests and Measurements
Occupational and Educational Information
(including Curricular Offering)
Understanding the Individual (in relation to
his educational needs)

¹⁶Minutes of the Guidance Section of the V.E.A., October 29, 1954, reported by George O. McClary.

IV. Personal qualities which merit the confidence and respect of pupils, parents, teachers, and school administrators.

A person having responsibility for coordination of guidance services within a school should have completed a graduate course in the Organization and Administration of a Guidance Program.

A person having responsibility for coordination of guidance services within a school division should have completed a graduate course in Methods of Educational Research.

A Guidance Counselor is a person assigned three or more periods per school day in one or more schools for Counseling and related guidance services.

These requirements became effective September, 1961.¹⁷

Counselors throughout the state made considerable effort to improve their effectiveness through further study. Guidance institutes were held to provide additional opportunities for counselors to improve their competencies.

In the summers of 1960 through 1963 sixteen guidance institutes were held. Ten of these were sponsored by the State Department of Education in cooperation with the College of William & Mary, Virginia State College, Radford College and the University of Virginia. These institutes were made possible by an appropriation of the General Assembly in 1960, which provided scholarships to counselors attending the

¹⁷ Virginia State Board of Education, Certification Regulations for Teachers and Qualifications for Administrative Supervisory, and Related Instructional Positions, July 1960, pp. 28-29.

institutes. Six institutes were sponsored by the National Defense Education Act, and held at the University of Virginia, the College of William & Mary, Hampton Institute, and Virginia State College. Four-hundred two counselors attended these sixteen institutes, which were in addition to the regular guidance courses offered in institutions of higher education during their regular sessions and summer sessions.¹⁸

As of May, 1962, approximately 338 of the 652 counselors who were employed three or more periods per day for counseling met or exceeded the minimum qualifications adopted by the State Board of Education for counselor education. By June 30, 1963, 445 of the 649 counselors who were employed for three or more periods per day for counseling met these requirements.

In the summer of 1960, the standards for accreditation of secondary schools were revised, and the pupil-counselor ratio was reduced. The requirement which became effective in September, 1961, states: "One class period per day shall be provided for counseling and related activities for each unit of 75 pupils or major fraction thereof."¹⁹ Through participation in the Virginia Plan of National Defense

¹⁸Virginia State Board of Education, Annual Report 1962-63, p. 159.

¹⁹State Department of Education Informational Service Bulletin, Guidance--A Vital Part of Virginia's Public School Program, May 1961, p. 1.

Education Act, the schools of the state are already required to progress toward providing one counseling period per day for each unit of fifty pupils or major fraction thereof.

Guidance and testing materials are distributed to all secondary schools in the state by the Guidance and Testing Service of the State Department of Education. At least two issues of Guidance News and Views, a news letter on guidance which is published by the State Guidance Staff, are sent to the high schools in the state each year. Other materials which have been distributed since 1960 includes: A bulletin, Financial Assistance to Attend Virginia Colleges and Universities; the Occupational Outlook Handbook; the College Blue Book; the Occupational Exploration Kit; and Worker Trait Requirements for 4,000 Jobs. A revised edition of the Guidance Handbook for Virginia published by the State Department of Education in 1951 was distributed in the fall of 1963. This book was brought up-to-date by including current desirable practices and materials, and was distributed in a tentative form to be used on trial basis for a year. This tentative handbook was designed to assist local school personnel in planning and conducting guidance services; in evaluating existing guidance facilities, materials, and practices; and in improving the organization for guidance services. This manual emphasizes the team

approach in guidance work, and is recommended to administrators, classroom teachers, and librarians, as well as guidance personnel, so that their role in the guidance program will be clarified.²⁰

During the decade of 1952-1963, the guidance movement has expanded and improved in many ways. The number of guidance counselors devoting three or more periods to guidance has risen from 148 to 649.²¹ "Virginia has the largest Statewide Testing Program in the nation."²² Adequate space for guidance is being provided in new schools. State and Federal aid to localities to employ guidance counselors and local appropriations for guidance counselors has increased greatly. The State Guidance Staff has seven persons to provide greater assistance from the state level. Qualifications for guidance counselors have become mandatory, and counselors in increased numbers have studied to improve their effectiveness and to meet minimum qualification requirements. The ratio of counselors to pupils has steadily increased.

²⁰Virginia Department of Education, Tentative Guidance Handbook for Virginia, Richmond, 1962, pp. 1-10.

²¹State Department of Education, pamphlet, A Decade of Progress in Public Education in Virginia, Richmond, November 1963.

²²Clarence L. Kent, loc. cit.

CHAPTER VII

SUMMARY

Guidance in Virginia began with emphasis on vocational guidance. The Virginia State Department of Education initiated efforts toward developing a systematic program of guidance in Virginia Secondary Schools in 1929, with the appointment of an Assistant Supervisor of Trade and Industrial Education. This supervisor gave assistance to teachers and principals in conducting programs of vocational guidance. In 1931, a State Course of Study in Vocational Civics was published, and the following year a course in vocational civics was introduced into the high schools of the state as a required course in the social science curriculum.

Educators soon saw the broader implications of guidance, and many began to think of all education as guidance. This concept offered little encouragement for the organization of guidance as a special department of the school. Dr. William R. Smithey, who taught the first course in guidance in Virginia in 1920 at the University of Virginia, and who was a pioneer in the guidance movement in Virginia, influenced educators in the recognition that guidance is not restricted to vocational guidance, nor does it encompass the whole of education, but is a supplementary educational service designed to make more

effective use of the school's educational program.

The Virginia Vocational Guidance Association was organized in November, 1930, as a section of the Virginia Education Association. This organization was closely related to the guidance movement in Virginia during its early history. Members worked closely with the State Department of Education. A committee of the Virginia Vocational Guidance Association, with Dr. William R. Smithey service as consultant, prepared A Tentative Manual for Guidance in Virginia, which was published by the State Department of Education in 1934. This manual placed a new emphasis on the individual student; declared that guidance is an integral function of the educational system and a responsibility of the entire school; that an organization for the service is required; and that the school principal should act as organizer, coordinator and leader of the program.

The depression years of 1930-38, which brought serious financial difficulties for public education in Virginia, placed in new perspective the need and importance of guidance.

The importance of the role of the principal in organizing and developing systematic guidance programs and in designating clear allocation of responsibility was emphasized by surveys of guidance practices in Virginia

high schools in 1939. These surveys revealed that the main weakness in the guidance program was lack of organization. The Manual for Administration for the High Schools in Virginia, issued by the State Department of Education in 1942, stressed the importance of guidance programs and looked to the principal for leadership in promoting organized guidance services. The Manual outlined the essential features of a guidance program and gave practical advice in providing organization for the program.

By the time the Manual for Administration for the High Schools in Virginia was published, the country was involved in World War II, and emphasis in education was on those aspects related to the science and technology of the war effort.

Attention was turned to the need for improved guidance services in the high schools of the state by a recommendation from the Denny Commission, which was established by the General Assembly under the leadership of Governor Colgate Darden, to make an extensive study of public education in Virginia for the purpose of improving the program. The Commission recommended that increased emphasis be placed on guidance, and that each public high school in the state should have a satisfactory program for guidance. Efforts by principals, supervisors, and representatives from the State Department of Education to define a "satisfactory program of guidance" and to determine the necessary

instruments and procedures for establishing such a program resulted in proposed standards for guidance which were published by the State Board of Education in 1950 in the Standards for the Accrediting of Secondary Schools and became mandatory with the school session 1953-54. These standards required a high school to provide guidance services and to allot one class period per day for each unit of one hundred pupils, or major fraction thereof, to be used for counseling and related guidance activities.

The Richmond Consultation Service, organized in 1939, and later named the State Consultation Service, cooperated closely in the development of guidance programs in the public high schools of Virginia. This Service published a monthly guidance bulletin, Work and Training, which was sent to all high schools; held five two-week guidance clinics in 1943 and 1944 for the purpose of demonstrating guidance techniques used in the consultation service and helping the school representatives make plans for guidance programs in their respective schools; and established a testing service which placed major emphasis on the study of the individual. Budgetary difficulties necessitated the abolishment of the State Consultation Service in 1952, and its guidance functions were assumed by a State Guidance Staff consisting of a supervisor and an assistant supervisor.

Guidance activities increased in depth and scope during the years between 1953 and 1963. The "team approach" in guidance began to receive considerable attention in the schools. There was constant growth in the number of high schools providing organized guidance services and the kinds of services rendered. There was a trend toward providing full-time counselors.

Impetus to the guidance movement in Virginia came with the passage of the National Defense Education Act in 1958. Title V of this Act included authorization for an appropriation for the improvement of guidance and testing. In order to participate in the program, a state was required to submit a plan for the testing and counseling of the secondary school student. The Virginia Plan requires each school division to show a plan for progressing toward: the counselor-pupil ratio of one to 250; a counseling room for each counselor; and guidance personnel who meet the qualifications established by the Virginia State Board of Education. By 1962-63, 97.7 per cent of the school divisions in Virginia had plans approved for the reimbursement program.

Public interest and appropriations by the National Defense Education Act and the General Assembly of Virginia resulted in the expansion of the state-wide testing program in 1959-60.

Efforts of the Counselor Certification Committee of the Guidance Section of the Virginia Education Association, which, from its inception in 1954, worked in cooperation with the State Department of Education, came to fruition with proposed qualifications for the guidance counselor which the State Board of Education made mandatory in September, 1961.

The counselor was required to hold the Collegiate Professional Certificate; have one or more years of successful teaching experience; personal qualities which merit the confidence and respect of pupils, parents, teachers, and school administrators; and have completed a minimum of fifteen semester hours in at least four of five specified areas.

Guidance institutes were held, in addition to the regular guidance courses offered in the institutions of higher learning during their regular sessions and summer sessions, to provide opportunities for counselors to improve their competencies. These institutes were sponsored by the State Department of Education and by the National Defense Education Act in cooperation with Virginia colleges. By June 30, 1963, 445 of the 649 counselors who were employed for three or more periods per day for counseling met the State Certification requirements.

The standards for accreditation of secondary schools were revised in 1960, and the pupil-counselor ratio was

reduced to require provision of one class period per day for counseling and related activities for each unit of seventy-five pupils or major fraction thereof. These requirements became effective in 1961.

The guidance movement in Virginia has evolved through adapting to the continuing and changing needs of boys and girls. There has been expansion and improvement, and guidance has taken its place as a vital part of the public high school program in Virginia.

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In February, 1944, she was married to J. Robley Jones, who is a claims supervisor for the Travelers Insurance Company. She has a daughter, Judith Ray Jones, a student at Longwood College, and a twelve-year-old son, Robley Shelton Jones.

In September, 1961, she began teaching at Midlothian High School, where she is now guidance coordinator.

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