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UNITED STATES DEPARTMENT OF THE INTERIOR

RAY LYMAN WILBUR, Secretary

OFFICE OF EDUCATION
WILLIAM JOHN COOPER, Commissioner

EDUCATING ALL THE CHILDREN OF ALL THE PEOPLE

By

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LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
OFFICE OF EDUCATION,
Washington, D. C., September 10, 1931.

Sir: Historically the secondary school is an institution preparatory to specific education for leadership. In old-established societies admission has been conditioned chiefly by the social rank of the pupil. In America its chief function has been to serve as a sieve through which applicants for training in divinity, law, medicine, engineering, and the other learned professions need pass.

Under both conditions the secondary school was selective in character. Until very recently the administrators of American high schools with few exceptions did not hesitate to exclude those who would not or could not meet standards of selection set up chiefly by universities or standardizing agencies. The principal of the school concurred in these standards so enthusiastically that on commencement day when he presented to the board of education the small remnant of the class which entered his institution four years earlier, he took occasion to remind candidates and the interested audience that these were a chosen few who had been able to stand the trials and tribulations. Perhaps he commented briefly upon those who had fallen by the wayside and concluded by congratulating the survivors. At that time the teachers, the principal, the school board, and the audience took it for granted that the full duty of the school had been discharged when these few pupils received their diplomas of graduation. In this way a democratic society was selecting what some chose to call its "aristocracy of brains."

Within one generation, however, mighty changes have come to pass. In the first decade of the present century the percentage of those of eligible age actually enrolled in high school began to mount, and since the close of the Great War this percentage has gone upward so rapidly that many communities have found it impossible to house adequately all who clamored for entrance. In 1930 over 50 per cent of the boys and girls of high-school age in the United States were actually enrolled in high school and in the more densely populated areas and areas of high per capita wealth this percentage was very much higher. It appears that American public opinion now desires the secondary school to minister to all the children of all the people.

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When the Seventh Yearbook of the Department of Superintendence was being prepared for the 1929 meeting, Professor Briggs, chairman of one of the committees, asked 39 college professors of secondary education and 115 high-school administrators this question: "Shall secondary education primarily have in mind preparation for advanced studies or be primarily concerned with the value of its own courses regardless of the student's future career?" We note with interest that 96 per cent of the supervisors and 82 per cent of the high-school administrators replied that the school should be "primarily concerned with the value of its own courses regardless of the student's future academic career."

At the time that these men were expressing their opinion the superintendent of a county high school in Utah was actually going a step
farther. He was demonstrating the fact that a community's high school
could render a worthwhile service to the pupils of eligible age who were
not actually attending classes within the walls of the school building.
We have been fortunate in securing from this superintendent, Francis
W. Kirkham, some account of a part of this work. I transmit his manuscript here with and recommend its publication as a bulletin of this
office in the belief that it furnishes evidence of a social trend and that
it will serve as an inspiration to secondary school administrators who
are looking ahead.

Respectfully submitted.

Wм. John Cooper, Commissioner.

The Secretary of the Interior.



Acknowledgment

For Assistance in establishing the Granite school district program the author is deeply indebted to: Alma C. Swensen, president, and other members of the Granite District Board of Education; Sarah T. South and John B. Cahoon, presidents, Granite District Parent-Teacher Association; Libbie Edward, Spencer Cornwall, and Philo T. Farnsworth, district supervisors; N. A. Jensen, Louis F. Boyle, and C. A. Christiansen, school and work coordinators; Dr. Samuel S. Paul, school and county physician; Ruth Cronin, Jessie Billingsley, Ethel Peterson, school nurses; and principals, téachers, and school patrons of the district; also to Dr. Edwin A. Lee, chairman, Dr. F. W. Hart, and Dean W. W. Kemp, members of the department of education of the University of California, Berkeley, Calif., under whose direction the studies were made, and to Irvin S. Noall, State supervisor of trades and industrial education of the Utah State Department of Education.

This bulletin is a revision of a longer study submitted by the author in satisfaction of the thesis requirements for the doctor of philosophy degree at the University of California.

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IX



Educating All the Children of All the People

A YEAR-ROUND PREPARATION FOR LIFE PROGRAM
FOR YOUTH UP TO 18 YEARS OF AGE
IN GRANITE CONSOLIDATED SCHOOL
DISTRICT OF UTAH

CHAPTER I

The Problem and the Achievement

The education of all the children of all the people is an ideal that has received nation-wide acceptance in the United States.

Utah has attempted to translate that ideal into practice. It is quite true that nearly all States have compulsory education laws requiring boys and girls to go to school up to certain ages. But education is more than school attendance. Education is the work of adapting a child to his environment. Education, in the large sense, includes the duty of following up every child to the age of 18 for 365 days of the year, in and out of the classroom, with the aim of helping him develop his capacities to their greatest usefulness.

The child can not fail, according to the Utah interpretation of a public-school's responsibility. The school may fail, but not the child.

The program for the education of all the children of all the people as worked out in Granite district, Utah, is reported in detail in this bulletin. The fundamental educational problems that this district attacked are problems that confront practically every school district, every educator, and every parent:

- 1. Are laws requiring children up to the age of 18 to be at work or at school practicable?
- 2. Can the schools help boys and girls find jobs adapted to their capacities and help them keep the jobs and progress in them?
 - 3. Can the schools help to reduce juvenile delinquency?
- 4. Can the schools coordinate the work of out-of-school agencies; the Boy Scouts, the Girl Scouts, the Red Cross, the 4-H clubs, and others, each of which asks its quota of a child's time, into one organized force for the intelligent development of each child?



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5. Can the school make itself responsible for knowing, for the purpose of guidance, what every single child in the community between 6 and 18 is doing with his life in school, before school, and after school, and even during summer vacation?

6. Can the State and the district do all this without material increase in expenditures and personnel?

To these six vital questions Granite district answers, "Yes." Granite district school census for 1928 registered 8,050 children between the ages of 6 and 18. Of these, 7,678 were in classrooms, 178 were employed either full time or part time, and 194 were legally excused from attendance at school for health or mental disabilities or other acceptable reasons.

Granite district uses every effort to keep all the children within the legal attendance limits in school during school time. In addition it finds jobs for those who are not getting on in school, helps them on the job, and gives them part-time education.

During the summer the schools of the district cooperate with industries and with agencies like the Boy Scouts, the 4H clubs, and the Girl Scouts, guiding activities of the children at this period as well as during the regular school term.

It is believed that the district's program was an influence in changing juvenile delinquency conditions during the time covered in this study. Cases reaching the juvenile court from the West side district were reduced from 60 in 1925-26 to 12 in 1927-28; cases reaching the juvenile court from the East side district were reduced from 67 in 1926-27 to 19 in 1928-29. During these years the school provided sympathetic help to all youth to 18 years throughout the year with special attention to those who seemed most in need of help.

The program described in this bulletin was carried on in Granite district without material increase in cost because of the simplicity of the plan and the ability of the staff to organize to meet certain phases of the new set-up for the program without overloading. Teaching under the new plan was an added pleasure, for the program brings joy and success into the lives of children.

THE BACKGROUND

What is the background?

How did the Utah plan get started?

The Smith-Hughes Act providing for Federal cooperation with the States in promoting education in agriculture, trades, and industries offered an opportunity to school officials to increase the school offerings



in these subjects. Proposed legislation providing for an enlarged school program was formulated by the State superintendent's office. Citizens were acquainted with the proposed new laws through state-wide conferences of social, religious, and educational groups, labor unions, and other organizations. The laws as suggested were passed in 1919 by the State senate unanimously and with only four opposing votes in the lower house. Utah was emphatically behind the new education plan.

WHAT THE LAWS DID 1

1. Extended compulsory attendance at school for all youth 6 to 18 years of age to 30 weeks each year, except that those over 16 years of age and those under 16 years who had completed the eighth grade might be excused to enter employment, provided they still attended school at least 144 hours of the year. However, all youth of the designated ages were required to be in school full time when they were not employed.

2. Provided for compulsory school attendance of aliens.

- 3. Permitted boards of education to use public-school funds for training in health, gainful work, and moral character for 12 months each year.
- 4. Appropriated \$100,000 special aid to school districts for the administration of the year-round and part-time attendance features of the law.

5. Nearly doubled State support for schools.

6. Created a division of health education in the State department of education.

THE STATE PLAN

The State department of education's plan of action, as published in 1919, provided:

First. For the yearly registration of all boys and girls to 18 years of age. They must be at work or at school and the school must know where they are all of the time.

Second. That all pupils between 12 and 18 be enrolled in project work in health, vocations, citizenship, arts, and recreation; this project work to become, as nearly as possible, a logical outgrowth of classroom instruction.

Third. For advisory and regular teachers to be responsible for the progress made by their pupils in this achievement work during the winter.



¹ From a pamphlet entitled "Utah's Educational Program," published in 1920 by authority of the Utah State Department of Education.

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Fourth. For a select group of principals and teachers to be employed during the summer to visit pupils at their homes, meet them in groups, direct and help provide for their work and leisure-time activities, and in other ways continue to train them over 12 months.

Fifth. For direct contact by the school with the home and community. Pupils were urged as a part of their citizenship training to participate in the community organizations such as Boy Scouts, Camp Fire Girls, Sunday schools, bands, choirs, orchestras, glee clubs, baseball teams, dramatic associations, etc. The parents' assistance and judgment were to be sought in all matters affecting the training of their children.

Sixth. For the 12-month worker, as far as time will permit, to do the following work during the summer: Care for school property, take the school census, provide recreational leadership for the community, help retarded students, consult with parents concerning the school work of their children and otherwise help solve the problems of vocational guidance of pupils, aid in finding employment for pupils, and see that they get fair treatment and a chance for advancement in employment. (From a plan published in 1920 by the State department of education.)

A STATE WIDE CAMPAIGN

The enactment of the laws and the drafting of the program were followed by a state-wide campaign fostered by the citizens to acquaint the people of Utah with the program which the laws made possible. Twelve hundred meetings were held in churches, schoolhouses, and public buildings; every city and hamlet heard the message. Three hundred thousand pieces of literature were distributed to homes by children in the public schools.

The following resolutions were presented and passed by all groups of citizens of the State in public meetings of the campaign: 2

Inasmuch as the legislature of the State of Utah at a recent session enacted certain laws which provide a more advanced system of education and better schools (see chs. 85, 86, 92, and 93, Laws of 1919) and—

Whereas it is the purpose and intent of these laws to eliminate idleness in the boys and girls between the ages of 12 and 18:

- 1. To bring about the universal education of the youth of the State;
- 2. To do away effectively with the use of tobacco by minors;
- 3. To promote and preserve the health of all children;
- 4. To have every boy and girl obtain a high-school education, and as much more as he or she may desire;



Written by Hon. Nephi L. Morrie, State chairman of the campaign.

- 5. To train the youth through the 12 months of the year for the discharge of those industrial, civil, social, and moral duties that make a people happy and a State prosperous and secure;
- 6. To Americanize thoroughly and systematically the foreign born who have come here to live with us;
 - 7. To teach the benefits and wisdom of thrift;
- 8. To teach in the public schools the nobility of efficient and skillful work and to offer opportunity to learn a business or trade;
- 9. To increase the productiveness and earning power of men and women by a system of part-time and evening schools in cooperation with the Federal Government, through which they may acquire a knowledge of trades, home making, and all useful things, including business pursuits;
- 10. To get the greatest possible returns from our ever-increasing investment in education in the form of a constantly improving type of manhood and womanhood;
- 11. To meet satisfactorily the crisis that confronts us with respect to the need of well-trained teachers by securing the proper kind in the shortest time and also to provide adequate compensation for them;
 - 12. To bring the school and the home into a reciprocal and cooperative relationship;
- 13. To interest the men and women of affairs, both public and private, in the educational problems of the State;
- 14. To provide more adequate revenues for educational purposes and to see that they are equitably distributed among the counties and districts so that every child of the State may be given the best possible facilities for acquiring the best kind of an education;
- 15. To turn our public-school system as it never was turned before into a great and effective instrument for making secure, to society and the State, those principles and institutions that are to survive these trying times and triumph over the forces that are to-day making for destruction and dissolution in the world.

This we conceive to be Utah's program of education. It has the approval of the State board of education, the leading educators of the State, the public schools, the teachers, the higher institutions of learning within the State, and the people as a whole as far as they have become informed upon the matter.

To this program we pledge our enthusiastic and loyal support and our financial resources: Therefore be it

Resolved, That we, the citizens, parents, and taxpayers of this school district, in meet ing assembled, respectfully request our school board to take steps at once (if such steps have not already been taken) to set in operation the laws above referred to; and be it further

Resolved, That we hereby pledge to said board of education our whole-hearted and unanimous support in carrying out the program above reviewed. We believe it to be the best-known means for building a State that will be a credit to its builders and a blessing to its inheritors.

The various school districts of the State of Utah administered the enlarged program embraced by the laws of 1919 in various ways and with varying degrees of success. The depression of 1921-22 brought additional complications which led the school districts to lop off many of the improvements and extensions legally authorized. But the laws were not repealed.



Dr. Leroy C. Cowles in 1926 made an exhaustive study of the operation of Utah's 1919 educational program. His conclusions show how far the State fell short of attaining the ideal accepted seven years earlier. They also show from a State point of view the foundation circumstances upon which the Granite district program, to be reported in this bulletin, was built:

The compulsory attendance and part-time phase of the program has been put into operation with increasing success since 1919, as measured by the sudden increase in attendance in 1919–20, the increased ratio between enrollment and school census, and the decrease in the number of potential part-time pupils not accounted for. Supervision of the entire 12 months was undertaken in 27 of the 40 districts in 1920. It was continued in 5 districts in 1921, but was entirely abandoned in 1922 except for a small amount of Smith-Hughes work. Thirty-two of the 40 districts attempted to put the health program into execution in 1919–20, and 35 attempted it in 1920–21. Since 1921 there has been a decline every year in the number of districts attempting the program, in the percentage of children enrolled that received examinations, and in the amount expended per pupil for salaries and expenses of health officers.

The conditions which the program was designed to meet are fairly constant, Any degree of failure of the program should not be attributed to the disappearance of the needs for the undertaking. The program was in general new and untried in State experience, without precedent, and without trained and experienced workers. The unusual nature of the program, as well as the magnitude of the undertaking, involved serious administrative difficulties. The program was initiated and promoted by a few people under the leadership of the State director of vocational education and State superintendent of public instruction. The leaders chose the sweeping plan of putting the whole program into law and attempting its execution all at once, instead of the slower method of gradual development.

The fundamental legislation establishing the program in 1919 was accepted in principle by succeeding legislatures as is indicated by the fact that no material changes were made in the basic provisions. The editorials of five newspapers reveal a friendly attitude toward the program on the part of the editorial writers. Every phase of the program met the approval of selected groups of citizens as expressed in questionnaires. Superintendents of school concur with the lay groups in approving in principle, every feature of the program. The decline in the activities of the program must be assigned to causes other than the attitude of the selected groups studied.

The program was accepted in general by the public as is indicated by the extent to which it was put into operation in 1919-20 and 1920-21. The cost of the program was a very small part of the total cost of education. Districts chose to pay much more for transportation and for salaries and expenses of board members, than for the program. Compulsory and part-time education made greater progress from 1920-1925 than did any other phase of the program. This feature was encouraged more by the State department than was any other feature after 1921. There seems to be a direct relationship between the relative success of this phase of the program and the encouragement given by the State department. The financial depression of 1920 and 1921 was probably a reason for the curtailment of the program at that time.



^{*}See The Utah Educational Program of 1919 and Factors Conditioning its Operations by Leroy C. Cowles, an unpublished thesis on fale in the University of California.

Granite district's attempt to measure up to the high standard of educational achievement made possible by the 1919 laws has been paralleled in other school districts of Utah. Each district is still working out its own educational salvation in its own way under the generous franchise of Utah's educational legislation.

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CHAPTER II

Granite District and Its Plan

Granite school district is one of the 40 consolidated school districts in the State of Utah.

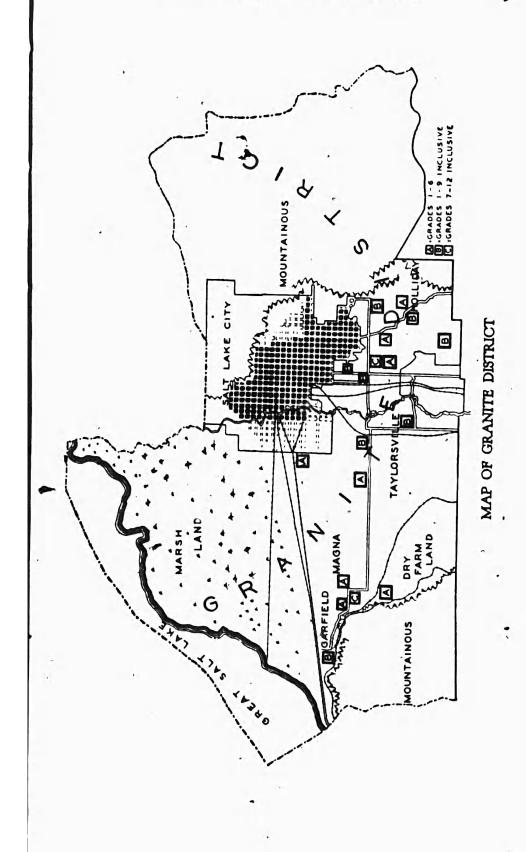
Granite is the largest consolidated school district in the State and is exceeded in number of children only by Salt Lake City and Ogden. The extreme eastern and the central parts are extensions of Salt Lake City. In one are the homes of well-to-do people, in the other low-wage earners live because rents and taxes are lower than in the city proper. The census of 1928 gives 8,050 boys and girls between the ages of 6 and 18. These children are cared for in 2 senior high schools, 8 schools containing grades 1 to 9, and 8 additional schools limited to grades 1 to 6, inclusive. Among these schools are a 1-teacher school, a 3-teacher school, and a 4-teacher school. The largest school containing grades from 1 to 9, inclusive, cares for 700 pupils. There are employed 270 teachers and principals, a supervisor of primary grades, a music supervisor, and a supervisor of elementary and junior high school grades.

The total budget for the district, exclusive of buildings, is approximately \$510,000. The assessed valuation of the district is \$39,000,000, which is about 50 per cent of the true value. The largest single tax-payer is the Utah Copper Co., which pays about one-fourth of all the taxes. Twelve corporations pay 60 per cent of the taxes, and 60 per cent of the taxpayers pay less than \$50 each in taxes each year.

Approximately 75 per cent of the residents of the district claim membership in the Church of Jesus Christ of Latter-day Saints. They are closely organized in their various church activities. The only church buildings other than those provided by this church are a Community church and a Catholic church at Garfield and Magna, respectively. Protestant, Catholic, and Jewish churches, located in Salt Lake City, are easily accessible to their respective members who live in the eastern half of the district.

The Boy Scout organization of America functions through local church organizations. Other juvenile organizations connected with the dominant church are the primary association for children under 12 years of age, the young men's and young women's mutual improve-

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ment associations for members over 12 years of age, and religion classes for pupils of grades 1 to 8. All these organizations meet weekly.

The Lions International has a club at Magna; the Holladay Improvement League and the South State Street Commercial Club, respectively, are civic organizations in the eastern and central part of the district. The farming community is well organized into farm bureau units.

All the district is under the civil jurisdiction of Salt Lake County, which provides fire protection, health, and hospital service. The residents are principally American born or foreign born citizens except in Magna and Garfield, where quite a number of southern European aliens seek work in the mills and smelter. The district presents social and economic conditions pertaining to urban, rural, and industrial life.

EDUCATIONAL STATUS OF GRANITE DISTRICT DURING 1924-25

During the year 1924-25 a building program established a senior high school at Magna and junior high-school facilities in a number of the larger schools of the district which heretofore had been limited to grades 1 to 8, inclusive.

Three supervisors were employed—for primary grades, music and manual training, and penmanship. Excellent work had been accomplished in the district under these supervisors. The Granite High School, which then served the entire district except the extreme western portion, offered instruction in grades 9 to 12, inclusive, in five departments—namely, commercial, agricultural, home economics, industrial, and college preparatory. This senior high school was comparable in the organization of its various departments with the best high schools in the State. The Cyprus High School, at Magna, added the twelfth grade in 1924–25 for the first time. This school was in process of development and lacked materially in equipment and teaching facilities.

A few principals in the district had used standard accomplishment tests in some classes for special purposes. There was no classification of pupils in any schools, however, except by grades and teachers, judgments.

Assisted by local physicians, the school nurses, employed jointly by Salt Lake County and Granite district, gave physical examinations to pupils and otherwise promoted their health. Individual health cards,



furnished by the State department of education, were used for pupils. These indicated the result of the physical examinations given to pupils and pointed out physical defects. Children were inspected daily for communicable diseases and personal appearance by the teachers, who were also held responsible for the sanitary conditions of their rooms.

The vocational work of the district was limited to the teaching of woodwork and auto mechanics in the Granite High School shops and manual training to boys in grades 7 to 9 for 90 to 180 minutes per week. Courses in domestic science were taught in the high schools and in two schools containing the ninth grade. Agriculture was taught in the Granite High School, but not on a vocational basis.

An attendance officer was employed on half-time for the entire district. He issued working permits to employed minors and assisted the principals in their acute attendance problems. He had access to the annual census cards of all pupils and the enrollment figures in the various schools. There were no special classes or services in the district for employed minors, but pupils were allowed to enter school at such times as they were not employed during the winter season. Pupils residing in Granite district who were employed in Salt Lake City were permitted to attend the Salt Lake City part-time school. Such were the foundations on which the new plan was built.

ESTABLISHING THE PROBLEM

How was the Granite district program for the educational accounting of all children to the age of 18 started? What was the school board's attitude? What did the principals think about the plan? Did the community enter into the work? Obviously a plan to translate democratic ideals into educational practice requires the active cooperation of all community agencies.

At the first meeting of the school board it was pointed out that Granite district was receiving from the State \$25 per capita for all children up to 18 recorded in the school census. The schools were open to all children but many dropped out. Therefore, the district was still receiving State funds for boys and girls to whom it had ceased to give educational services.

Two questions were put to the board: First, Shall we spend all money from the State for the children who stay in school? Second, Shall we spend some money on this other group who do not succeed in school as it is now organized? The board decided it had responsibilities to those who left school and that expenditures to serve all the children up to 18



years of age in or out of school were warranted. The board furthermore accepted as a practical educational guide the familiar seven cardinal principles of education.

Recognition of financial responsibility to all children and acceptance of the cardinal principles led to the submission to the board of the following practical plans of operation: 1. Accounting for, guiding, placing, and training of youth to 18 years of age for 12 months each year in a program of health, citizenship, work, ethical character, worthy use of leisure, and worthy home membership; 2, cooperation by the school with all agencies with similar aims touching lives of the community's children; 3, credit for accomplishment in these extra-academic objectives as well as academic subjects.

Following the agreement between the school board and the superintendent on basic aims and policies, the superintendent met with the pkincipals of Granite district schools. Together they reexamined the seven cardinal principles of education and agreed that the school had no moral right to eliminate from its program any child under 18 years of age. Out of this agreement grew whole hearted cooperation between the superintendent and professional staff. Together they created a vitalized educational program which endeavored to meet the needs of youth in and out of school throughout the year.

Then the superintendent presented the plan authorized by the board of education to the Parent-Teacher Association for its consideration. The desirability of obtaining information concerning home and social conditions and information on children's use of leisure time was approved by the association. Furthermore it was agreed that the aspects of the school program which dealt with character education would be presented at all meetings of the association for its information and advice. A special advisory committee consisting of a member from each large subdivision of Granite district took great interest in promoting the new school program.

So before the new program for Granite district was launched the authority, approval, and promise of active cooperation was obtained from the school board, the professional staff of the schools, and the Parent-Teacher Association.

Three major steps in working out the program, once it had been agreed upon, were:

First. Child accounting, since the plan obviously called for a complete and constant check up. (For detailed description see p. 14.)

Second. Collection of data which would enable school authorities to guide each child to healthy living, to the full development of his a bilities; and to the best use of leisure time. (See p. 18.)

Third. Placement of each child in school, work, and leisure all year around. (See p. 25.)

FINANCIAL ASPECTS OF GRANITE DISTRICT SCHOOL PROGRAM

The program was developed with a view to strictest economy. The per capita cost of Granite school district for 1926-27, based on school population, was \$72.85, of which \$46.88 were instruction costs. The average for the State was \$77.43 for total costs. Thus the Granite program was administered for less than the average per capita cost for the State.

The superintencient, district supervisors, principals, advisory teachers, and classroom teachers administered all special features of the program except for the following, who were provided to assist them:

- 1. One-half time of an assistant secretary to the superintendent for the child accounting system.
- 2. A workand-school coordinator employed on full time for 12 months each year in place of an attendance officer for one half time for 9 months. His salary during the summer vacation period was paid from Smith-Hughes State and Federal funds.
- 3. A special teacher at the high school for the following pupils: (a) Those who attended school part time while at work and full time when out of work; (b) those who needed special help in a few regular high-school subjects; and (c) those who could only succeed in school with an individual program fitted to their special needs.
- 4. Two teachers of vocational agriculture employed for summer months. Salary paid by Smith-Hughes State and Federal funds.
- Two teachers of group music instruction for summer months. Salary paid by special fees received from pupils.
- 6. One teacher to assist in the supervision of 4H clubs during summer. Salary paid by Granite school district.
- 7. A school dentist. One-half salary and expenses paid by Granite school district; one-half by Salt Lake County.
- 8. Three home-economics teachers for summer months for vocational project work in home economics, recreation, health, and citizenship. Salary paid by Granite school district.
- 9. Teachers for special-opportunity summer school. Salary paid from fees by pupils.
- 10. Three school nurses employed for two months during the summer. One-half salary paid by Salt Like County.

The total additional cost of personnel for the all-year program and accounting did not exceed the cost of four full-time teachers.

Afficional material used.—Child accounting cabinet; individual child accounting pupil cards; individual paper folder for guidance material; special mimeographed and printed forms for child accounting, guiding, and placing children; Terman group intelligence tets; a number of achievement tests.

The total cost of the above material was about \$700 per unnum.



CHAPTER III

Child Accounting System

METHODS USED

In July, 1925, the Board of Education of Granite district authorized a child-accounting system to account for all youth up to 18 years of age. In this first important undertaking for the proposed plan, the experience of Salt Lake City was available, where, at considerable expense and after careful investigation, a child-accounting system had been installed to obtain the accurate and complete enumeration of all children residing in the city and to provide for their regular or part-time school instruction. By mandate of law in Utah, we every house shall be visited by school census enumerators between the 15th and the 31st of October of each year to ascertain and to enter upon lists the names of every person who shall have reached the age of 6 and shall not have reached the age of 18 on October 31 of each year." (See Appendix B for Annual Census Card used.)

In keeping with this law the names of children are listed by families on separate census cards, together with their sex, date of birth, grade in school, school in which they are enrolled, or if not attending school, whether legally excused or not. The names, addresses, and other personal information regarding the parents or guardians are also given on the cards.

With the annual school-census card as a beginning, the Granite school district developed the following additional methods to account for all its children of school age:

YEARLY ACCOUNTING OF CHILDREN

The assistant secretary to the superintendent copies the name of each pupil from the annual census card on an individual card furnished by the State department of education. This card provides for all the information given on the annual census card, and in addition has spaces for the child's address, the school he attends, and other details for eight consecutive years. These cards are kept in the superintendent's office and filed according to schools. (See Appendix B for Pupil's Indi-

¹ Compiled Laws of Utah, 1919, sec. 4610, amended Session Laws, 1921, ch. 103.

vidual Card.) When a child enters a school, moves to another school, or leaves the district, the principal of each school which the child leaves or enters reports to the superintendent's office on a special form. Each child who moves within the district is thus reported twice, a practice which provides a check for accuracy. Cards of such children are then changed in the file so as to place them under the school which they are then attending.

Just before the school census is taken, lists of all pupils who are enrolled in the various schools are furnished the superintendent's office. These lists are then compared and checked with the names in the child-accounting files. After this checking the lists of pupils thus obtained are given to the census enumerators. In addition they are given a list of all boys and girls excused for work and a list of the children who have moved into the district who are not in school. This latter list is furnished by principals who obtain the information by inquiry from children at school.

The census enumerators take the census by digricts. They are required to visit each house in the district. They take with them, in addition to the lists, the buff colored cards, furnished by the State department, of the previous census which gives the address of each family having children of school age. These cards have been corrected from information by school principals during the year.

Census enumerators also have with them a blue card furnished by the Granite district. This has on it the addresses of homes which during the previous year contained no children of school age. The cards, however, give the names of children under school age. Each year, enumerators fill in such a card for each new house built in the district.

The census enumerators must visit every house and account for every child on the lists furnished them. The clerk and the superintendent check their work for accuracy and completeness. Often it becomes necessary for the enumerators to return to a number of homes to obtain the names of children whom they have missed. The enumerators must personally know that each pupil listed by them is an actual resident in the district, for the clerk is required by law to certify under oath the number of children entitled to State aid. With good supervision and administration these methods will secure the name of every child of school age in a district.

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DAILY ACCOUNTING OF CHILDREN

Each teacher keeps in the class record book her daily record of the attendance of pupils by classes, and uses a letter as an abbreviation to indicate each of the following reasons for absence: (1) Retained by parents; (2) at work; (3) illness; and (4) truancy. The names of absent pupils, together with the number of days absent and reasons for absence, are furnished to the school nurse each day on a slip. She visits the homes of children who are ill.

Each principal has a loose-leaf folder which contains lists of pupils by classes in elementary schools and a list alphabetically arranged for the entire enrollment in the junior and senior high schools. In the elementary schools the book is sent to the various rooms each morning, and the teacher indicates by a check the absence of a pupil and by a letter the cause of absence if known. In the junior and senior high schools absence from classes is reported on a special sheet by each teacher at noon and at the close of the day. The clerk in the principal's office transfers the report to the principal's loose-leaf folder. The double lines and spaced columns of the loose leaves of this book give the daily record of absence of each pupil, with the causes for the entire year on the same sheet. By this simple device, the principal is able to present to pupils their attendance records for the entire year when they ask that their home excuses be accepted. It serves also as a constant reminder to the principal of the attendance of pupils and enables him to make the necessary adjustments. Homes of absent pupils are reached by telephone, if the homes have telephone service, on the day of their absence. After three days' absence without excuse the attendance officer, who is also the school and work coordinator, receives instructions to visit the home.

ACCOUNTING FOR CHILDREN'S PROGRESS EACH SIX WEEKS

The advisory teachers in junior and senior high schools are requested to report to the principal each six weeks on a special form the names of pupils who have failed in any subject, their records in other subjects, and the effort teachers have made to prevent such failures. Principals, or assistants selected by them from the regular school faculty, have personal conferences with these pupils. By this constant six weeks' follow-up report, pupils who are not succeeding are accounted for and placed where they will succeed.



In addition, the principal of each school furnishes to the superintendent's office on a special 6-week report form, the number of pupils belonging to each class at the close of each six weeks, the average number belonging during the six weeks, the total enrollment to date, the average daily attendance, the number of days pupils are absent together with the causes, and the number of pupils tardy. This report also accounts for the number who originally entered school, those who have entered school from other schools, and those who have withdrawn from school, and gives reasons for withdrawals. It is made up from a duplicate record kept daily by the teachers and only a minimum of the teacher's time is required, as she uses only figures and check marks.

This practice prevents the padding of attendance records. Thus the superintendent knows each six weeks the actual teaching load of each teacher and all the essential facts regarding enrollment and attendance in each school. The yearly report required by the State department of education is made up from these reports.



CHAPTER IV

Child-Guidance Program

METHODS USED

Specialized procedures conducted by visiting teachers or by experts in guidance clinics were not available for guidance purposes in the Granite district because of the expense involved. For these and other reasons, the responsibility of the guidance program was necessarily placed upon the classroom and advisory teacher for pupils of the regular school, and upon the part-time instructors for young people excused to work. These teachers were assisted by the principal, other teachers, school nurses and physicians, attendance officers, and the work and school coordinators.

The guidance program began with the use of the yearly health examination of pupils, standard achievement tests, and intelligence tests.

GUIDANCE THROUGH PUPIL PHYSICAL EXAMINATION AND HEALTH ACTIVITIES

For a number of years prior to 1925 school nurses had been employed, and health as an objective in education had been recognized and emphasized in all schools. During this year a new individual health-record card was provided for each pupil. This card, in addition to the necessary personal information regarding age, grade, residence, sex, and the like, contains six columns for the record of six consecutive yearly health examinations. The reverse side of the card was designed to be checked three times a year by the teacher for an estimate of the child's health habits. The examining nurse or physician was required to give specific information regarding important organ functions, a record of which was placed on the card. For example, the condition of the tonsils was marked—either enlarged, inflamed, or out. The Snellen test for the eyes was giver. All remedial defects were carefully noted. In 1928 this health card, in slightly modified form, was made a part of a cumulative record card so that the yearly physical examination of the child for a series of years was made available. (See Appendix B for Cumulative Health, Standard Tests, and School Subjects Card.) Remedial defects not cated for during the year appear for special attention the following year.



By the close of the school year in 1929 practically every child in the district from the first to the twelfth grade, inclusive, had been given a physical examination by a physician who had volunteered his services.

Individual daily-record cards of health habits, furnished by the National Tuberculosis Association, were introduced in 1925–26 for grades 3 to 6, inclusive. Teachers were asked to obtain Dansdills' book, Methods in Training in Health Habits, to assist them in their work. Children learned health songs, poems, and dramas. They made posters. Teachers inspected pupils daily for personal appearance and communicable diseases. The principal held each teacher responsible for the sanitary condition of her room, for its cleanliness, temperature, ventilation, and for the condition of books and supplies.

In 1927-28 the Decathalon system of physical education as used in the California schools was introduced into the Granite district for grades 5 to 9, inclusive. This program, based in part upon the work of the National Playground and Recreation Association, is designed to train in muscular strength and vigor through feats and playground activities. The eight rules of the health game formulated by the National Playground and Recreation Association for junior high school pupils were made a part of the health program in these grades in connection with other health work, leisure-time and extracurricular activities.

The school nurses, employed during the summer months, gave special attention during vacation time to children needing their services for the removal of remedial defects, and examined children who would enter school for the first time in the fall.

A home-economics teacher employed during the summer supervised the girls enrolled in the 4H clubs. These clubs have a definite health program.

The parent-teacher organizations of the 19 schools in the district cooperated to provide a dental clinic which was conducted between November and June, 1928. All schools were visited for dental examinations once and some were visited twice.

The following gives a summary of the work accomplished by the dental clinic for pupils 6 to 12 years of age:

	Number
Pupils examined	. 5,402
Pupils with defects	. 4,153
Extractions needed	. 2,321
Extractions made	. 942
Cavities found	. 4,583
Cavities filled	. 773
Treatments given	. 212
Teeth cleaned	. 511
Pupils' work completed	. 587



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The health program, by imparting knowledge, by training in health habits, and by the physical development and examination of the child, assisted the teacher in guiding and placing the child, in those studies and activities which his physical condition permitted.

GUIDANCE THROUGH ACHIEVEMENT AND INTELLIGENCE TESTS

The guidance program was further extended by the use of achievement and intelligence tests. Prior to 1925–26 only a few principals in the district had used these tests, and then for special purposes only. Realizing that all freshmen are placed in classes with no knowledge of pupil ability, except certification of the completion of the eighth grade, standard tests in arithmetic, silent reading, and spelling, and the Terman group intelligence test were given to these pupils. The results showed a range of eighth grade to eleventh grade reading ability and of 70 to 130 intelligence quotients.

The superintendent presented the results of the study to supervisors and principals at a special meeting. This resulted in a request by supervisors and principals for the use of standard and intelligence tests in the district in order to give them an opportunity to guide and place children.

Following this, standard tests in arithmetic, silent reading, and spelling came into use throughout the district, especially in grades 3 to 6, inclusive. With the information thus obtained and otherwise available to the teacher, teachers and principals grouped their children according to ability and accomplishment. Standard tests were again given at midyear and at the close of school and the reports showing progress were made available to the several schools again to serve the purposes of guidance and placement.

The use of standard achievement tests and intelligence tests grew from year to year. In 1929 the Detroit beginner's test was given to all pupils who entered school for the first time. The Woody-McCall test in arithmetic, the Thorndike-McCall silent reading test, and other standard tests were used in the district. The Stanford achievement test was given twice a year to all pupils in grades 5 to 9, inclusive. The Terman group intelligence test was given to all pupils in these grades. These tests, together with the yearly physical examination, the attendance record, and the term and yearly marks of the regular school subjects, were kept on a cumulative record card which followed the child from grade to grade. (See Appendix B for Cumulative Health, Standard



Tests, and School Subjects Card.) This card was brought to the central office at the close of the school year. It was available at all times to teachers and principals for guidance purposes.

GUIDANCE THROUGH A KNOWLEDGE OF HOME CONDITIONS

It is generally conceded that the home is an important factor affecting school success or failure. The visiting teacher, the school nurse, and the attendance officer are able to obtain information regarding home conditions of delinquent and maladjusted pupils and those who are ill. It is important that information concerning homes of all pupils be available for their guidance and placement.

The Granite school district in 1925 undertook to obtain such information through the use of a questionnaire answered by the pupil under the supervision of the advisory teacher. The form of this questionnaire was based upon the experience of a study by the department of education of the Latter-day Saints Church which made a state-wide survey of home and leisure time conditions of pupils enrolled in church seminaries during the summer of 1925–26. From year to year the form has been improved, questions have been made more objective, and some questions have been eliminated. During 1928–29 all advisory teachers of junior high school grades were required, with the help of the attendance officer, the work and school coordinator, and the school nurse, to obtain at least the minimum home information of pupils indicated on the printed form submitted to them.

This called for the number of brothers and sisters; the number living at home; the nationality and occupation of parents; inquired if father or mother was deceased; if parents were divorced; if parents were living together; and if there was a stepfather or a stepmother. The income of the family in round numbers of thousands of dollars or less than \$1,000 was asked for; also the number in the family contributing to the income, and the number depending upon the income. The number of rooms and the modern conveniences of the home and the newspapers and magazines coming into the home were asked for, likewise the community organizations to which the pupil belonged and the make, type, and year of the automobile, if any. (See Appendix B for Home Conditions Card.)

The school nurse proved the best source of this information regarding the home conditions of pupils.



GUIDANCE THROUGH THE KNOWLEDGE OF CHILDREN'S USE
OF OUT OF SCHOOL TIME

In 1925–26 a sheet on which pupils were asked to report their use of leisure time to their advisory teachers was introduced into a few schools. It showed the number of minutes spent for one week by the boy or girl in work, leisure time, extracurricular activities, and community organizations. It was designed to give to the pupil a method of accounting to himself for his use of out-of-school time and to provide for the advisory teacher important information for purposes of guidance and placement.

The form evolved from year to year and a sheet called "Report of Pupil for Educational and Vocational Guidance and for Character Participating Opportunities and for Recommendations for Employment," was provided each pupil of the junior high school grades. This was designed for six consecutive weeks. Methods of its use varied. Some teachers used it for alternating 6-week periods; others for the entire year.

The report is arranged to permit each pupil to check himself daily as follows:

1. Whether he has kept the rules of the health game.

2. Minutes spent per day in recreational activities, movies, dances, theaters, concerts, indoor games, riding for pleasure, and loafing.

3. Minutes spent per day in vocational activities, such as farm work, household work, clerical work, shop or factory work, and other work activities.

4. Minutes spent per day in extracurricular activities, such as music lessons or practice, dancing lessons or practice, outside reading not required for school work, school service, and other activities.

5. Minutes spent per day in community activities, such as Sunday school, Boy Scouts, Girl Scouts, athletic clubs, glee clubs, bands, choirs, orchestras, etc.

The report asks for the signature of the advisory teacher, the parent, and the community activity leader, who, however, state only that they have read the report. (See Appendix B for Leisure Activities Card.)

The administration of this part of the guidance program is difficult and varies with the attitude and enthusiasm of the teacher. It was found that those who had a personal interest in their pupils were able to use this confidential information for the purposes for which it was designed and it helped them assist their pupils in building ideals and attitudes and in forming good habits.



GUIDANCE THROUGH MUSIC TESTS

Too often, pupils are urged into the study of music without regard for their abilities or inclinations. Through a series of music aptitude tests, beginning in the first grade, teachers under the direction of the music supervisor were able to determine the children with special musical ability.

These children were then encouraged to enroll in the special music program of the district. This consisted of group instruction on piano and wind and string instruments. Pupils from fourth to ninth grades, inclusive, were permitted to enroll in piano classes, and those from fifth to ninth grade, inclusive, in orchestra instrument classes. These classes met once a week and pupils enrolled were excused from regular school to attend.

Each school had its own orchestra conducted by the music teacher of that school. At intervals all school orchestras met and once a year a 500-piece children's orchestra presented a concert.

Group instruction on the piano and wind and string instruments continued through the summer months. For this work each pupil enrolled paid a small fee to help cover the cost of instruction. These classes met in the various school buildings once each week.

Each junior high school had its glee clubs, quartettes, and other musical activities. The pupils with special musical ability who had intensive training in the grades and junior high schools were ready to enter advanced orchestra work and glee clubs in high school.

All pupils took music appreciation courses. Those of little ability were taught to sing and play for personal enjoyment. They were not asked to spend more time in music than their ability warranted nor to study music when it proved irksome and distasteful to them.

THE COMPLETE PICTURE OF EACH CHILD

Guidance in grades 1 to 6 consisted in the personal attention given to pupils by classroom teachers, based upon their intimate knowledge of the pupil through daily personal contact in the classroom, consultation with the parents or guardians, the information of the annual physical examination by the daily health inspection, including health habits, etc., and the information obtained from standard tests, intelligence tests, and classroom examinations, including special aptitude tests in music.

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The advisory teachers were responsible for the guidance of all pupils of the seventh to twelfth grades, inclusive. A paper folder for recording special information was furnished each teacher for each pupil beginning with the fifth grade. These individual folders were placed in the office of the superintendent at the close of the year and followed the pupil from school to school. They contained the pupil's health card, his records in class work, in standard tests, special aptitude tests. and intelligence tests; the reports of special interviews with teachers and with parents; a statement by the advisory teacher at the close of the school year to help this teacher for the coming year (see Appendix B for Advisory Teacher's Report Card); and a special form which gave the social and economic conditions of the home and family, together with a summary of the pupil's school record for three years, including the number of grades completed, skipped, and repeated, and the number of days attended. The folder also contained the report of the pupil's use of out-of-school time and the confidential report of conditions in the pupil's home.

CHAPTER V

Methods Used in Child Placement

INTRODUCTORY STATEMENT

Pupils in the public schools are usually placed in classes and grades according to the results of examinations in regular school subjects without reference to other important influences. Those who do not pass these examinations often become misfits and seek the earliest opportunity to leave school—an evidence of the need of a placement program based on systematic guidance. Studies in school elimination indicate that of boys and girls 15 to 17 years of age, one-fourth to three-fourths discontinue attendance in the regular schools. The school seldom pays any attention to their training after they leave its halls. Thus we have the paradox: We care for all the children until they reach these critical ages and then center our attention upon the few who remain in school.

The State, through the school, can be responsible for the training of all boys and girls until they reach the age of 18. Each youth, on the other hand, owes to the State the obligation of preparation for citizenship.

The Granite school district attempts to account for every child from 6 to 18 years of age and to hold some one responsible for his guidance and placement in activities that make for a good life and for good citizenship—someone who knows where he is, who understands his home conditions, his work, and his leisure-time activities, and is concerned with his moral conduct. If the child does not fit into the regular school program he is directed from one work-school-leisure time situation to another in an endeavor to give him a proper start in life.

Placement in the district program has been emphasized in the junior and senior high schools where the principal is held responsible for its success. He may consult with the advisory teacher, the school nurse, the attendance officer, and the work and school coordinator. The program provides that the pupils may be transferred from one class to another, excused from some classes to enter others, removed from the regular school and placed in special school and work situations, or taken from work and returned to school. It includes either part-time

instruction with supplementary daily employment, or apprenticeship training on the job with supplementary home study when such programs are deemed best for the boy or girl and are consistent with home conditions. It provides for close cooperation with industry in order to prevent desultory employment, to provide educational training during the work experience and to insure a return to full-time school training immediately when work is discontinued.

Supervision and follow-up both at school and in work and leisuretime activities for all pupils not succeeding in the regular school are important parts of the plan, especially for maladjusted and employed pupils. This involves conferences with employers, part-time instructors, parents, fellow workers and companions to provide for adjustments at school and on the job, and for replacements at work to prevent loitering or loafing. In cooperation with the juvenile court some boys and girls are placed in correctional institutions. All are accounted for.

PLACEMENT IN VOCATIONAL AGRICULTURE

The placement program of the Granite district began with the introduction of vocational agriculture. Federal and State aid for vocational agriculture became available in 1925–26 for one school in the Granite district, but the recommendation of the superintendent to accept this aid and employ a 12-month agricultural teacher was not pressed because of the attitude of the Granite High School. However, an agricultural teacher employed to teach biology in a small junior high school in a farming section of the district was given the privilege to emphasize farm crops and animals in his teaching instead of adhering strictly to the content of the biology text.

Within one month the boys had prepared a school display of farm crops and animals. Parents were delighted with the new interest at school, and delegations of citizens waited upon the board of education insisting that the boys be given agricultural training over 12 months. The plan was adopted, land was leased for boys whose parents owned no land; plowing was done by farm tractor salesmen for demonstration purposes; and boys who had little or no work the summer previous, raised crops and sold them.

This was the beginning of a program by the board of education for the placement of youth in work and leisure time activities for 12 months of the year



PLACEMENT IN PART/TIME CLASSES AND WORK SITUATIONS

Employment of a special school officer, Louis G. Boyle, was another forward step. He was engaged to work on school attendance and school cooperation with home and employment. He was a truancy officer whose police duties had been changed to guidance and accounting duties. He began his work on August 1, 1925. From school records the names of the boys and girls in the district who fell in the following groups were obtained for him: Those who were reported not in school on October 31 by the census enumerators; those who had attended school less than 20 weeks during the preceding year; those who had failed in two or more subjects during the preceding year; those reported by the principals as special school problems.

He visited the homes of these young people to encourage them to enroll in school and to learn from pupils and parents the adjustment necessary for their successful continuation at school or placement in suitable positions. He helped to find work for and issued working permits to those young people who of necessity had to be employed. He arranged a program of individual instruction for employed boys and girls, encouraging them to enter school when possible and to undertake studies adapted to their employment conditions at school, home, and by correspondence. He visited and encouraged them at work and helped to provide for their training in health and leisure time activities.

For the first year his work was confined to the west side of the district. He helped to enroll, teach, and supervise pupils in the Cyprus High School who attended full time when not employed and part-time when employed. Many of these young people enrolled in the regular school in certain classes which were designed to give each pupil a chance to advance at his own rate, such as home economics, mechanic arts, commercial subjects, art, and music. All pupils were required to do some work in English and mathematics.

Another teacher, Mr. N. A. Jensen, was employed in 1926-27 to act as part-time instructor, attendance officer, and coordinator for the east side of the district. By use of the child-accounting system and by special reports from the principals, there was made available for these two special workers information similar to that obtained the previous year, and in addition the names of those who had been excused to enter employment the previous year and those who had for any reason failed to attend school. The district was now able to account for all pupils.



It did not seem advisable in 1926-27 to establish part-time instruction at the Granite High School which served the east side of the district, despite the success at the Cyprus High School, because the faculty still seemed to believe that the placing of pupils of less than ninth grade ability in the Granite High School would be detrimental to the "morale" of the school. Boys and girls of less than ninth grade standing were therefore cared for in the Madison Junior High School, together with other members of the school who needed individual help to assist them to succeed in the regular work of the school.

It was found at the Cyprus High School during the second year that the number of pupils needing special instruction and the number who did not willingly attend school full time were fewer than during the previous year. A considerable number of pupils who attended part-time instruction the year previous returned to the regular school. The teachers were more willing this year to take into their classes pupils who needed individual instruction, especially in such subjects as mechanic arts, agriculture, domestic science, and the commercial subjects.

In 1927–28 the Granite High School welcomed a special teacher, Mr. George Gardner, who was employed to assist the school and work coordinator. He cared for pupils who could not succeed in the regular subjects of the high school; those who were regularly employed but attended school part time; those who attended full time when not employed and for whom work was necessary; and when possible he gave special help to students temporarily failing in any regular school subject. He was a member of the high-school faculty and worked under the high-school principal responsible alike for full-time and part-time pupils. The school nurse and the school and-work coordinator aided him.

Two sets of records were kept for these pupils, one by the special teacher which consisted of work accomplished and days of attendance at school, and one by the school and work coordinator of accomplishments and time spent in work and leisure during the 12 months of the year. The report of the coordinator gives the number of home visits and personal contacts for guidance purposes with pupils and parents at his office. These records also include information concerning how and where pupils are placed in employment, the number of conferences of the coordinator with pupils while at work and the number with the employers on the job, and the number of home and office calls concerning employment. They also state whether or not progress in employment is satisfactory, and the number of adjustments, replacements, changes, and promotions made during employment. A card giving this information was kept for each pupil.

All employed minors receive a formal permit to enter employment, and all employers report at once when an employed minor discontinues work. If employed minors lose their jobs because of inefficiency, bad habits, temper, or other reasons, they return to school full time and are given special training to help them hold their jobs. The school is concerned later in helping to find work for them. Each employed pupil is responsible to the school and work coordinator for his leisure time and, when necessary, for his earnings.

The chief probation officer of the juvenile court living in the district consults with the school and work coordinator regarding all youth under 18 years who come under his care and, if necessary, may call parents and pupils into conference. In 1927–28 practically no school attendance problems reached the juvenile judge. That parents and pupils were convinced that the school was providing them educational opportunities in school and work according to their needs is believed to have influenced this situation.

Boys and girls placed in correctional institutions by the juvenile judge are usually young people who are well known to the school and work coordinator. They are the few who need this extreme method of control. As soon as they are paroled or released from these institutions they are reported at once to him, and he provides them with school and work opportunities. Ofttimes it is necessary in such cases to make adjustments in the home life of such boys and girls in order to obtain proper cooperation with parents or guardians.

All youth are thus accounted for and placed in educational work, either in the regular school full time, in the special school and regular school full time, in the special school full time, or in the special school part time, and in work. A few boys and girls are legally excused from all attendance because of illness and similar reasons. A few are excused from school where adequate educational opportunities are provided in employment, under the direction of the school and work coordinator.

No one may be idle. All are helped to find work where it is necessary, and all employment is supervised to see that an educational opportunity is afforded. Someone knows where each child is all of the time and is concerned with his intellectual, vocational, and moral welfare until he is 18 years of age. With such a program for the educational accounting and placing of all youth to 18 years, it is believed that juvenile crime and delinquency will decrease. Early acts of crime usually consist in petty thievery. Boys and girls want the things they see others possess, and, having no money to procure them, they begin to steal. The remedy lies in constant supervisory control, in creating ideals, and



especially in providing opportunities for all youth to obtain legitimately the things they have a right to want and the things they need. Ask the school, not the boy, why the boy leaves school.

PLACEMENT IN LEISURE TIME ACTIVITIES

(a) DURING THE REGULAR SCHOOL TIME

The worthy use of leisure time is easy to accept as an important school objective, but difficult to realize. It is a new and difficult task for the school to extend its control over out-of-school time. There are but few plans available and practically no experience reported.

In the Granite district, all pupils were encouraged to enroll in subjects such as music, art, reading, and civics, which help to provide them with interests and activities for leisure time. Vocational teachers and the school and work coordinators especially concerned themselves with the leisure time activities of their pupils. As shown under the program of guidance, all pupils in the junior high school grades were asked to account for their out of school time, reporting to their advisory teachers. This not only helped direct the child into proper leisure time activities, but gave teachers additional opportunity for guidance.

All pupils were required to take civics in the junior high schools. They were asked to complete, as part of this course, either a project in citizenship or to enroll and take part in some community organization such as Boy Scouts, Girl Scouts, bands, choirs, orchestras, and the like. This resulted in the development of plans for cooperation with four national youth movements—two for the grammar grade are Knighthood of Youth, and the Junior Red Cross; and two for the secondary grades—the Boy Scouts and 4-H clubs.

The plans for the Knighthood of Youth and the Junior Red Cross follow. Plans for the Boy Scouts and the 4-H clubs follow the account of placement in leisure-time activities during the summer action.

Plan of cooperation with the National Child Welfare Association (Inc.).—The Knighthood of Youth, sponsored by the National Child Welfare Association, was introduced into the district in 1927 and its use was extended in 1928. This is a national club for boys and girls of elementary school grades which emphasizes activities leading to character development.

In this organization the child invites his parents to assist him in overcoming bad habits by replacing them with good deeds. On a "castle of knighthood" are recorded his "adventures," which he accomplishes by



making and doing things, both at school and at home, that help form attitudes and habits affecting moral conduct. He studies the lives of great men and women. The classroom becomes a "club" with regular meetings. All "members" belong to various committees on health, safety, cleanliness, punctuality, entertainment, program, and so forth. They form their own unwritten code of morals, and make their own moral judgments. Out of his "adventures" at home and at school comes the thrill of personal achievement and the joy of contributing to the happiness of others.

If an entire school uses the plan, a knighthood council is formed by selecting representatives from each club or each committee. They meet occasionally to discuss school problems and find ways of helping the entire school. The decisions of the council are reported by the representatives to their own clubs, or in some cases an assembly of all clubs is held and the findings are presented there.

The principal of the Magna elementary school grades 1 to 6 reported the following experience of a knighthood class: Due to a sudden death in the family the teacher of a sixth grade was not at school one day. The principal informed the class and said he would send a substitute teacher. The class, acting as a knighthood club, asked permission to conduct the work of the class until the teacher returned. "But are you able to teach the regular school subjects as well as maintain order?" the principal asked. "Please give us the chance to show you," was the reply. The various committees assumed separate teaching responsibilities and classroom duties. The principal said he looked in the room or visited it 11 times the first day and 6 times the second day. Both the teaching and the conduct of the class were entirely satisfactory.

Cooperation with the National Junior Red Cross.—Cooperation with the National Junior Red Cross was recommended to all teachers. Membership in this national organization promotes attitudes and ideals of helpfulness, tolerance, and international good will by providing interesting activities for the child both during the regular school time and during out of school time. The national headquarters at Washington furnished much helpful material and supervision.

(b) DURING SUMMER VACATION

The extension of the school program.—In 1927, the board of education authorized the employment of a number of teachers, including the two high-school principals, to outline, supervise, and direct the summer program for pupil of the seventh, eighth, ninth, and tenth grades.



The work consisted of health, citizenship, project work, or regular employment for boys; and health, citizenship, and home-making projects and employment for girls.

In the promotion of health each pupil was expected to observe the eight rules of the health game and pupils having remedial defects were helped to have them corrected. Each pupil was asked to participate either as a member or officer in at least one community activity that makes for the development of character such as Boy Scouts, Beehive Girls, Sunday schools, 4-H clubs, orchestras, supervised free library service, etc. Reasonable progress was expected of pupils in each organization in which they were officers or members. Many pupils were enrolled in a vocational project, had work at home, or were in regular employment. Those employed made written reports of educational accomplishments during employment. They also reported money earned and expended.

Some enrolled for the summer in the district-wide music program which provides group instruction in band and string instruments and group piano instruction for children above the fifth grade; some in the special opportunity classes for pupils of the fourth to ninth grades, inclusive, which were organized at the Madison school. Together these activities enrolled a large number of children during the vacation period.

Two hundred and sixty-two girls enrolled in sewing and cooking classes. Each teacher organized her group into clubs of from 10 to 20 members and met each club once a week for supervised work and to give assignments for home work. The forenoon was spent in a regular meeting during which time the girls reported on their health work, citizenship activities, and work projects. Some afternoons were spent in such activities as swimming, hiking, and "socials." At the close of the 10 weeks an exhibit was held at which each girl displayed the work she had completed. The girls registered in domestic art completed five articles each; those registered in domestic science learned to prepare seven different kinds of food. They exhibited canned fruit and vegetables, cookies, bread, salads, etc. Prizes were awarded and the best articles were exhibited at the State fair.

Plan of cooperation with Boy Scouts of America.—During the year 1926-27 a plan of cooperation between the Granite school district and the Salt Lake council of the Boy Scouts of America was recommended to the board of education and was presented to the Salt Lake council. The plan as adopted follows:



Major features of the plan:

1. Surveying the district to find (a) names of boys in scouting with troop, rank, and length of service; (b) names of boys not in scouting and if they desire to join; (c) names of boys once in scouting with rank, when they joined; when discontinued and reason for discontinuing. (See Appendix A.)

2. Making available without cost rooms and equipment of schools for scout work under regulations to be approved by the board of

education.

3. Asking teachers of sciences, civics, and other subjects to help boys prepare for merit badge examinations.

4. Providing opportunities for scouts' "daily good turns" in school activities.

5. Encouraging teachers to volunteer service as scoutmasters and local merit badge examiners and to assist scouts in various ways.

6. Permitting enrollment and consistent advancement in scouting to meet the requirements of the out-of-school activities required in character education programs of the district for which the advisory teachers are held responsible.

Objections overcome: Certain objections were raised by the board of education concerning the plan at the time of its presentation. Fears were entertained that such a cooperative plan would open the way for requests from other similar organizations which the school would not be able to graft.

There seemed to be some misgivings on the part of the Salt Lake council lest the plan interfere with the fundamental principles of scouting, namely, that the boy should volunteer his membership and that the leader should volunteer his services, for the plan seemed to place pressure upon the boys to become a scout and upon the teacher to become a scout worker. The plan, however, was adopted and officially approved by the Granite school district and the Salt Lake council of the Boy Scouts of America and was placed in operation during the school year 1927–28.

After a year's trial such fears as had appeared in the minds of the board members, patrons, and members of the Salt Lake council were dispelled, and it was generally conceded that membership in scouting should be stimulated and encouraged by the school in keeping with the plan.

The plan as extended in 1928-29 is as follows:

The importance of the enrollment of boys in scouting was emphasized to principals and teachers by the superintendent and supervisors at the



beginning of the school year. Representatives of the Salt Lake council were invited to explain the plan at meetings of principals, teachers, and patrons. Opportunities were extended to scout troops for the free use of school buildings and equipment.

The responsibility for the administration of the program was given to Mr. Clinton Larson, physical education director of the Madison Junior High School, who volunteered his service for this purpose. By training and experience Mr. Larson was especially qualified for the work. Without being released from any of his regular work, he has supervised the scout program in the Granite district under the direction of the superintendent.

The only cost to the school district of the plan of cooperation with the Boy Scouts is for light, heat, and janitor service of the school gymnasium and a small cost of supervision. The successful administration of the plan depends upon the enthusiasm of the superintendent, the person to whom he gives the responsibility for its administration, and the supervisor, principals, and teachers of junior high school grades. It assists in finding for young boys leadership of trained men interested in their welfare.

Plan of cooperation with 4-H clubs.—The national 4-H clubs promoted by the Federal Department of Agriculture, provide excellent leisure time activities for boys and girls of junior and senior high school grades. The name signifies training for the head, heart, hand, and health. In 1927 three home-economics teachers employed by the district enrolled 262 girls in the 4-H clubs, used the 4-H club outlines and material and personally directed their activities. The plan was changed the next year by the district employing a teacher of home economics to supervise clubs consisting of 8 to 10 girls, directed by volunteer leaders. Both these plans were approved by the representative of the 4-H clubs who supervised the work of the district.

There is no conflict between the work of the school and the 4-H club work for girls. A duplication of effort, however, appears in the promotion of vocational agriculture in the high school and the 4-H club work for boys. This condition has attracted the attention of educators throughout the United States.

The following plan was adopted by the Granite school district to meet these conditions: Representatives of the Utah Agricultural College, including the county farm agent and county home demonstrator, were invited to appear before the boys and girls in the various schools to enroll them as 4H club members. All girls were invited to enroll, but on the recommendation of the State superintendent of public instruc-



tion, boys already enrolled in a vocational agricultural project were not permitted to enroll in 4H clubs. The district took the responsibility of making the following exceptions, however, for the reason that it was directly responsible for the education of the children in the district, and further because it did not consider the recommendations of the superintendent as being mandatory.

Boys who were members of the 4H club prior to entering high school and who desired to continue membership in the 4-H club work were permitted to enroll in both the vocational agriculture project of the high school and the 4-H club, providing the parents made the request and a proper adjustment was made by the high-school principal of the pupils' school program. A boy was not permitted to enroll for the first time in 4-H club work if he elected to enroll in vocational agriculture. The district requested the teachers of agriculture to assist the county agent as far as possible in his work in supervising the 4H club work, and the technical advice and published material of the agricultural college were used for the benefit of vocational agriculture. Vocational agriculture was considered as offering the larger opportunity of the two plans and was recommended for farm boys. The 4-H club work was especially recommended for boys of less than high-school grade and for those farm boys of high-school standing who did not select agriculture as their major subject.

CHAPTER VI

Studies in the Development of Methods

During the four years of the development of the program in the Granite school district a number of studies were made. These were based on school data available in the district and upon the development of methods possible in rural school situations. The purposes of the studies were threefold: First, to guide in the further development of plans to meet the needs of all youth to 18 years; second, to discover factors that contribute to school mortality; and, third, to judge the success of the plans developed. Similar studies can be made in any rural district. They will prove helpful in the development of methods and in making teachers conscious of the importance of accepted objectives in education in addition to achievement in the formal subjects.¹

First study.—The purpose of the first study was to find the age, sex, grade, and regretation of all pupils of the district for the years 1922–1928 who were seen not to be in school by the reports of the annual school census, in order to find the relation, if any, of these factors to school mortality; the effect, if any, of the Granite school program during the years 1924–1928, inclusive, upon school mortality, and to guide in the development of methods.

The names of all pupils who were reported out of school for these years were copied from the census cards and segregated into four groups for both boys and girls: Those not employed and not legally excused; those employed but not legally excused; those attending school for part-time instruction; those legally excused from school attendance. The study considered a total of 2,170 cases.

Some of the findings of the study follow:

1. Chigiren in these four groups attained (on the average) the eighth grade only; the average retardation was 2% years; average age, between 16% and 17 years. More than half were retarded two years or more.

2. The number of boys legally excused dropped nearly one-half from 1925 to 1928, according to the reports collected at the end of the respective years.



¹ Copies of a doctor's thesis giving in detail the tables and data on which conclusions of the following studies are based are on file in the U. S. Office of Education, Washington, D. C., and in the library of the University of California, Berkeley, Calif.

- 3. The number of children reported out of school on October 31, 1928, showed a marked decrease from that in 1925.
- 4. Retardation among the out-of-school groups was practically the same throughout the four years studied.
 - 5. Girls were slightly less retarded than boys.

6. There are more boys than girls in all of the out-of-school groups studied, except the group legally excused from school.

Second study.—A second study was made of the sex and grades of pupils who became 18 years old during the calendar years ending October 31, 1925 and 1929, respectively. The grades in which pupils were enrolled during their last year of compulsory school attendance in the respective periods should indicate the effect, if any, of the child accounting system upon school mortality,

Following are the principal findings of this study:

- 1. There was an increase of 82 per cent in the number of boys and girls accounted for who were 18 years of age in 1929 over those of the same age in 1924, whereas the number of children in the district had increased 12 per cent.
- 2. Boys and girls were about one-half a year more advanced in their grades for their ages in 1929 than in 1924.
- 3. Boys were retarded about one-half a year more than girls both in 1925 and in 1929.

Third study.—A third study concerned boys and girls of the Granite High School who discontinued school and did not ask for transfer of credits and were not graduated for the school years 1921–1928, inclusive, and those who were graduated for the years 1923–1929, inclusive.

The records of approximately 4,000 pupils were studied. In order to compare the records of pupils who had attended school less than four years with those who had attended full time, it was assumed that the average number of days these pupils did attend school, the average number of units in which they enrolled, and the average number of units in which they failed for the years they did attend, would be their average for the four years.

A few of the important findings of this study which threw much light on the probability of a students' success in school, follow:

- 1. More than half the pupils who were graduated from high school attained an attendance average between 88 and 100 per cent for the four years.
- 2. The average mortality for each year was 20 per cent of the total high-school enrollment.



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3. More than half the pupils who graduate do not fail in any subject during their high-school course. Pupils who discontinue school fail approximately half a unit per year.

4. Pupils who graduated carried a heavier load than nongraduating pupils. They enrolled for nearly one unit more per year than non-graduating applications applies.

graduating pupils.

- 5. Nongraduating pupils remained in school nearly a year longer in 1928 than in 1923. Comparison of chronological ages shows that those who were graduating completed school six months earlier than they did in 1923.
- 6. Boys and girls were found to vary but little in retardation; girls were, on an average, only a few months younger than boys when they graduated.

Fourth study.—Scores in home, health, leisure-time activities, school ratings, age, and mental ability were found for 1,476 junior high-school pupils and 78 part-time pupils. Knowledge of the relationship between these factors and school success and failure of individual pupils as indicated by the Stanford achievement test would, it was believed, assist in the development of methods in guidance, placement, and training; in the discovery of factors contributing to school mortality and in judging the success of the district program. The Stanford achievement test gives a battery of tests in the formal school subjects. A standard has been determined for each age. The ability of the pupil in the test gives his educational age in months. The difference between this age as shown by the test and the pupils chronological age at the time of the test gives his acceleration or retardation.

THE DETERMINATION AND MEANING OF THE SCORES

The intelligent quotient was found by the use of the Terman group intelligence test; the achievement quotient by the use of this test and the Stanford achievement test; the chronological age was the age of the pupil in November, 1928, when the Stanford achievement test was given. (Teacher marks and school attendance was the average for three years or the average of less than three years if the record for three years was not available.) The health, leisure-time, and home scores involved careful preparation and administration.

THE HEALTH AND LEISURE TIME SCORES

The health score was designed and used by a local physician who had had 16 years of experience in health work in schools and considered it reasonably satisfactory. Copies of the score card appear in the appear



dix. The leisure-time score was designed for use by the advisory teachers. Instructions for its use sent out from the superintendent's office were as follows:

- 1. Give as a perfect score 100 points—25 points for each of the following activities: Recreational activities, vocational activities, extracurricular activities, and community activities.
- Under recreational activities, consider as normal one movie, dance, or theater per week. The child should also spend approximately one hour per day in physical exercises.
- 3. Consider at least one hour per day of work as normal under vocational activities. This is only approximate, as in some cases more than one hour may be normal for some children.
- 4. Consider one hour per day spent in any one of the listed activities under extracurricular activities as normal. Excessive time spent here should be considered as lowering the score.
- 5. Consider one or two participations in community activities each week as normal. Finally, the teacher's personal knowledge of the child should also be a basis for the score given. The score will then be the result of the teacher's judgment in connection with the pupil's marks on his six weeks' reports. The larger the number of six weeks' reports available to the teacher, the more reliable will be the score.

THE HOME SCORE

The homes were scored by school nurses—already familiar with many homes—through direct visitation and through information collected on questionnaire forms which had been sent out by the advisory teachers. The Whittier home score, developed by the Whittier school, Whittier, Calif., was used. The following comments from a report of the three nurses who did the scoring to the superintendent are interesting as interpretive of their experience in this work:

In keeping with the Whittier score; as a guide we formulated the following plan:

(1) Five points for the home situation as indicated by the series of questions on the sheet which gives the number of children in the family, those living at home, the occupation of father and mother, if the father or mother is dead, if there is a stepfather or stepmother, and whether the father and mother are living together or are divorced.

(2) Ten points to the income of the family considered in connection with the number in the family contributing to income and the number depending upon the income, together with the number of rooms in the home.

(3) Five points for the contact of pupil with out-of-school activities and the general condition of the home as indicated by newspapers, magazines, and books.

The scoring of homes may be illustrated as follows: Upon entering the home we would say to the mother or father that the Granite school district is developing a school program to fit the needs of all children according to their abilities and circumstances, not only those who learn readily from books but also those who may be successful in a r lines of work. In order to do this we must know something of the home and anytronomental conditions under which the child lives.

We would then ask if we might ask a few personal questions which would help us to help their children. For example, we would notice or would already know that the



income of the family was inadequate. We might then ask these questions: "Does your husband have steady work during the whole year and what is his average monthly income? Do the older children of the family work and help to support the family, or do they wholly or partly clothe themselves? Does your husband have good health so that he can work?" In families where it was evident that some charity was extended, we would ask what help the family received from either their church, the county, or the community chest. From observation we could see, without embarrassing the mother with a direct question, if the home was regulated to expend the income wisely. This was apparent by the general appearance of the home and the general conversation of the mother. It was our observation that in many instances the income is adequate, but the inefficiency of the management of the home results in a real lack of necessities for the children.

In reference to neatness, the second item of the Whittier scores, we observe the presence or absence of dirt, flies, and other insanitary conditions and methods of keeping the home free from diseases. We also notice the furnishings, how they are arranged and how they are cared for, and whether or not the home shows signs of carelessness or thriftiness. We always observe the condition of the yard and outbuildings. A well-kept flower garden, for instance, is almost always an indication of a corresponding condition in the home.

Under size of the home, the next item on the score, we notice the number and size of the rooms with reference to the number of persons living at home. We sometimes say, for example,."We notice you have such a large family and so small a house; just how are you able to arrange for sleeping accommodations?" Sometimes we are answered that the boys sleep on the sleeping porch or in a tent. We have no difficulty in learning the number of the family in the home.

Under the next heading of the score, parental conditions, if we enter the home with the right attitude, parents will invariably make confidants of us, so it is not difficult to learn if there is any discord or lack of harmony in the home. From talking with the mother we learn regarding her mentality and efficiency without questioning her. Sometimes we may say to the mother, "You have quite a problem handling such a large family; do you have to discipline all this family yourself, or does your husband help you?" We then learn, whether the husband is at home every night, or is away part of the time. As a rule the parents tell us if there is harmony between the father and mother concerning the control of the children.

The parental conditions and the next item, parental supervision, are closely allied. We feel sure these are very important home conditions that affect the welfare of the child and therefore his success in school work. From the conversation of the parents with us and from the way they react to our suggestions, we judge how much the parents are interested in the intellectual, physical, and moral welfare of their children.

As a rule it is easy for us to observe whether the supervision and discipline of the children are equally and fairly administered. We are also able to note the general attitude of the parents and their standards as evidenced by their habits of speech. We can at any time without offense ask the mother if the children attend church, Sunday school, or if they are members of scout organizations or other community groups.

People know that nurses keep confident any information given them and do not gossip. They give us information knowing that we are using it to help their children in an educational program.

Sometimes the actual conditions of the home appear in answer to an indirect question. For example, a mother who had lost her husband in an accident and had remarried was asked, "Is the stepfather good to the children?" and the reply was, "Yes, too good sometimes; the children do not appreciate their stepfather."



The meaning of the score.—A home scoring 25 points is modern. It has the general appearance of thrift, and is neat and clean. It shows efficiency in the management of income and in the care and supervision of children. It has harmony and an atmosphere of efficiency. The attitude of the parents toward the school and community is conducive to good discipline.

A home scoring 22 points will be similar to the home scoring 25 points except in at least one important item. The discipline may be poor or the income of the family may not be adequate. The size of the home in keeping with the need of the family may also be insufficient. The influence of the home may be below standard in some other important matters such as lack of family interest in books or magazines or community organizations. The home scoring 22, however, is still a good home.

A 20-score home is an average home, a comfortable home with a fairly adequate income, where people through frugality and economy are able to care for the family without luxury. Sometimes a home would be scored 20 where there are modern conveniences and good surrounding, but where the parental supervision is exceptionally poor. In some of these homes where there is an adequate income, children are clothed and fed properly, but the home may be very poor in its general appearance and in sanitary conditions.

An 18-score home is indicated by the poor conditions of the home both inside and outside. The yards will be probably cluttered with rubbish. The general condition of the home will be below average. The furnishings will be neglected for lack of attention at the right time. The discipline of the home will be reflected in the attitude of children; they will be unruled and undisciplined; the income will be inadequate and the size of the house will not be sufficient for the number of the children. There will be a general lack of system and regularity in the affairs of the home.

A 15-point score home is a decidedly poor home. The income is inadequate, the family shows lack of thrift, the house is small for the size of the family, and the parental control may be divided on account of divorce and remarriage. The parental control and supervision are decidedly poor.

Any home score below 15 will be a deplorable home in which a family may live. A score as low as 10, of which there are only a few, will be a hovel, parents of low mentality and of a low moral type.

It was entirely feasible and possible for us to obtain the necessary home information called for by the Whittier scale. This work proved to be of great interest and benefit to us. This more intimate information of the home helped us in our health program. Through it we were able to help the school and work coordinators to solve many of their difficult problems. They were delighted with the extensive information of home conditions which we were able to secure and which they say they can not obtain. The principals and advisory teachers of the schools for similar reasons appreciated our help. It is our best judgment that the work is helpful to us and to the school and does not interfere in any way with our regular work as school nurses. For the coming year we can make observations as we visit the homes in our regular work and will be able to obtain scores for all families in the district. Some of the principals have already asked us to give them a home score for the children of all the grades of their school.

Respectfully submitted.

RUTH CRONIN.

JESSIE BILLINGSLEY.

ETHEL PETERSON.



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The data for the eight scores mentioned were assembled for individual pupils under her charge by each advisory teacher, as well as the educational quotient and achievement quotient. Retardation and acceleration were determined and tabulations made of pupils classified as follows: Those who were retarded 3 years or more; those retarded 2 to 3 years; those retarded 1 to 2 years; those retarded less than 1 year; those accelerated less than 1 year; those accelerated from 1 to 2 years; those accelerated from 2 to 3 years; and those accelerated 3 or more years.

· Following are the principal findings of this study:

1. Of the 1,478 boys and girls of this study of seventh, eighth, and ninth grade pupils, there are 114 or 16 per cent more boys than girls. In the retarded group there are 110 more boys than girls or a total of 29 per cent.

2. There are nearly twice as many boys as girls in the group which is retarded three or more years, but only 5 per cent more boys than girls in the least retarded group. These conditions apparently are constant for the seventh, eighth, and ninth grades.

3. In the two highest accelerated groups there is a total of 79 boys and 66 girls.

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4. Ten per cent of the total of the eight groups are in the lowest retarded groups of three years or more and 3 per cent in the highest accelerated groups. The variations between these two extremes is proportional.

5. In the part-time group 20 per cent are retarded 3 to 4 years an 45 per cent more than 4 years.

6. The accelerated groups have only slightly better attendance and health records than the retarded groups.

7. Home scores are slightly higher on the average for the accelerated than for the retarded group. Home scores for part-time pupils were very low although their health scores were high.

8. More retarded than accelerated children live in the very poor homes, though some children in all groups come from the poor homes (i. e., those scoring less than 20).

9. The leisure-time scores are higher for accelerated than for retarded groups.

10. The average age for the most accelerated group was 12 years 7 months, and 15 years 8 months for the most retarded group, a spread of

11. Practically all children up to the age of 16 west in school. Out of 97 part-time pupils, 9 were 18 years of age, 55 were 17 years of age, and





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31 were 16 years of age. Only 5 per cent of the entire number were 14 and 15 years of age.

The relationship of the eight scores to individual cases was studied by taking the scores of 72 boys and 72 girls selected at random; three boys and three girls each from the seventh, eighth, and ninth grades of each accelerated and retarded group. Each score was ranked from 1 to 5, and the scores obtained by each pupil for the eight factors were listed after the 144 cases. Following are the principal findings of this study:

Relationship of all scores to individual cases: 1. All individuals within the various groups may have one or more relatively low or high scores of one or more of the eight factors.

2. The scores of individual pupils in the various groups indicate that the average of all the scores correlate positively with acceleration and retardation except ages.

3. The ranges of the scores in all groups indicate that some pupils in each group may have extremely high or extremely low scores, or any other combination of scores, except that the average of all scores except age will correlate positively with school success and failure.

On the whole, the studies justify the general guidance program. More pupils remained in school and attended regularly up to 18 years of age after than before its installation. There is apparently a slight correlation between school achievement and good health, but a larger correlation between school achievement and "profitable" use of pupils' leisure time. The knowledge of pupils' intelligence quotients, health, home conditions, and ways in which they spend leisure time is of importance to teachers and guidance directors in their school, work, placement, and training.

Fifth study: the school and work coordinators.—The school and work coordinators for the west and east sides of the district, respectively, reported the results of their work, the former for 1925-26; the latter for the three years following.

West side of the district for the year 1925-26.—The beginning work of the school and work coordinator during the month of August, 1925, disclosed the names of 325 boys and girls residing in the west side of the district who had no intention of attending school in 1925-26. This number was not unusual, since about the same number had not attended school the previous year. On October 31, 1925, there were still 125 pupils of school age not enrolled in any school and not legally excused. Their ages ranged from 14 to 18 years, the largest number being 16 to 17 years, their grades from the fifth to the eleventh grade with the

largest number in the eighth grade. Only a few had regular employment; the majority were attending to farm or home duties. A study of their school records showed for the majority irregular attendance, failure, and retardation. The school and work coordinator was held responsible for the satisfactory placement of all these pupils during the entire school year. Each pupil was considered an individual problem for adjustment and each case was studied as carefully as possible. With the cooperation of school officials, the parent-teacher associations, and the juvenile judge, all these pupils were placed either in work and in a special part-time instruction class during the dull winter season, or in regular or special school classes.

East side of the district for the year 1926-1929, inclusive.—During the first year of employment of the school and work coordinator on the east side of the district from August 1, 1926, to June 1, 1927, he made 2,377 personal contacts with parents and pupils concerning 1,688 boys and girls. These included 389 contacts during the month of August with pupils who were out of school the year previous, who attended school only a short time or who failed in more than one-half of their subjects. The other 1,988 contacts were 1,104 during the school year at homes, 195 with parents and pupils at his office, 481 with pupils at regular and part-time schools, 82 adjustments at the juvenile court, and 83 not classified. Thirty-nine visits were made to employers.

Of the 1,688 pupils referred to above, 1,373 remained or entered in full-time school, 125 entered employment and attended part-time school, 8 entered school outside the district, 119 turned 18 years of age or left the district, 31 were legally excused, 8 were sent to detention homes or industrial schools, and 16 left home with or without parents' consent, leaving 8 unaccounted for.

The largest number of contacts were required at the senior high school, the next largest number at a junior high school located where pupils lived in poor homes. Only a very few problems arose for adjustment in the elementary grades. During this first year the coordinator did not continue his follow up of employment during the summer.

During the summer vacation period of 1928, 198 boys and 211 girls registered for employment. Only 17 pupils were placed at work due to the large number of pupils seeking work during the school vacations.

A total of 144 pupils was supervised and helped in employment during this time, of whom 96 were boys and 48 were girls. There were 14 replacements and 24 promotions. The help of 46 employers was solicited for these youthful workers or for others needing placement.



One hundred and twenty-seven employed minors of the regular school year were visited on their jobs and at their homes during this period. There were 12 replacements in employment and 18 promotions. One hundred and eleven remained employed at the close of the season.

Following are the statistics of the juvenile court cases; parents' attitude toward the compulsory law; and pupils' working permits, for the various years of the development of the program:

Juvenile court cases

Dignice	Year	Number of cases	Social and moral cases	School mal- adjustment cases
West side district	1925-26	60		
Do	1927-28	12		
East mde district	1926-27	67	19	48
Do, ,.,,.,,.,.	1927-28	39	16	23
Do	1928-29	19	12	7

Parents complaints to school board members concerning compulsory school law

	Cases
1926-27, east side	. 17
1927-28, east side	. 11
1928-29, east side	Vone

Parents now ask for help to have pupils placed and supervised in school and work adapted to needs of children.

Number of working permits for pupils 16 to 18 years of age, east side

Year	Applica- tions	Granted
1926-27	296	256
1927-28	274	239
1928-29	213	165

Only a few under 16 years of age apply. They must have completed the eighth grade.

SUGGESTIONS FOR. PLACEMENT PROGRAMS

The following suggestions are given to help guide in the building of a placement program.

1. Find pupils who can not attend school full time or succeed in the regular school program by a careful check with the previous year's



records, including the information on census cards, by inquiry from teachers and pupils concerning out-of-school pupils who move into the district and whose names are not on the annual census. This may be accomplished by periodical investigations of reports of registration of pupils from all schools in the district, and by providing for reports or withdrawals or long-time absences of pupils, and of those leaving the district or leaving school.

- 2. Provide that each school have a complete record of registration of all pupils; that teachers' class lists of pupils be made from the principal's office lists only; that all changes in class registration be made first on the office list and then on the class list; and finally that all teachers be held responsible for the accuracy of their own class registration lists.
- 3. See that principals keep daily records of absences and tardiness of pupils as submitted by teachers and cumulative summaries of the same, and that absences of junior or senior high-school pupils are accounted for by formal written excuses from parents or guardians.
- 4. Provide that difficult cases of truancy, irregularity of attendance, and other cases of sufficient importance be first referred to the coordinator or to the attendance officer for special attention, and that the officers of the juvenile court be asked to cooperate in case of necessity. All general problems of attendance should be handled by the principals and their staffs.
- 5. Keep cumulative records containing information on home, health, ability, school, and work for these pupils in order that the coordinator, with some degree of efficiency, may guide them into the program best suited to their needs, interests, and capacities.
- 6. Provide all such pupils either full-time adjusted instruction, parttime instruction with supplementary daily employment or exempt them from attendance as provided by law.
- 7. Work permits for employed children should be issued after consideration of the economic needs of the family, the attitude of family toward education and the relative value of work and part-time schooling as against full-time school attendance.
- 8. Provide for full-time attendance at school during periods of unemployment.
- 9. Provide instruction at home or elsewhere in place of attendance at part-time school in a few necessary cases.
- 10. Provide pupils with employment as nearly as possible in keeping with their possibilities, capacities, and interests, and to meet the wishes of pupils, and parents or guardians.



11. Provide specific coordinating arrangements with employers and parents concerning working conditions, earnings, an educational program for part-time school or home study, and conditions respecting adjustment, replacement, and termination of employment.

12. Provide for placement in special institutions when other methods

fail.

- 13. Refer juvenile offenders taken into custody by officers of the law to the coordinator before their trial or release.
- 14. Cooperate with corrective institutions so that children shall be sent to the coordinator when they are released from such institutions.
- 15. Refuse to grant a work permit unless economic necessity makes such action imperative if a pupil's interest can best be served by an adjustment within the school.
- 16. Training jobs are preferable to earning ones; therefore give work permits for jobs with training possibilities when possible.
- 17. Arrange with employers that employed minors be referred to the school when about to be dismissed in order that the school may otherwise provide for them.
- 18. Have employed minors report to the school when advisable and practicable, for the leisure time activities and money earned and spent.
- 19. Do not permit children to loaf; see that they are at school or at work, and that someone is interested and responsible for them all the time.



Appendix A

THE BOY-SCOUT SURVEY OF OCTOBER 1928

Through the advisory teachers a survey was made in October, 1928, of boys 12 years of age or older, in all schools in the district as follows:

The names, addresses, ages, and grades of those who were registered scouts with the date they became scouts, name of troop to which they belonged, ranks and merit badges earned the previous year, their present rank in scouting, and suggestions to improve scouting in their troops; the same information for those who were once registered scouts, but were not scouts at the time of the survey, together with their reasons for discontinuing scouting; and finally, the names, addresses, ages, and grades of boys 12 years or more of age who were not registered scouts, with name of troop they expected to join, and their reasons for delay in becoming scouts.

The advisory teachers of these boys were held responsible by their principals to obtain these facts on three specially prepared mimeographed forms. Only a few 12-year-old boys were found enrolled below the seventh grades and only a few active scouts were found beyond the ninth grade.

The names from the survey were copied on separate lists and were segregated as follows: The names, addresses, ages, and grades by troops of all boys who were scouts, boys who were not scouts and boys who were once scouts. These lists were furnished to scoutmasters to enable them to check on the scout enrollment and to learn the names of boys who should belong to their troops. Duplicate lists were furnished the principals of the schools.

PERSONAL LETTER TO EACH BOY

The Salt Lake council of the Boy Scouts of America sent the following letter to each boy 12, 13, and 14 years of age who was not a scout, inviting him to join the troop in his neighborhood.

Dear ——: We were delighted to learn, through the Granite school district superintendent, Mr. Francis W. Kirkham, that you are interested in scouting and would like to join a scout troop in your neighborhood.

We congratulate you. About every forward-looking progressive American boy of to-day plans, when he has reached the proper age, to join the Boy Scouts of America.



Soon you will find yourself in fellowship with Boy Scouts now in every civilized country of the world.

Feel free to visit the next troop meeting, and please call on the scoutmaster and make arrangements for joining the troop. This troop is administered by (name of parent institution). If you or your parents would prefer that you join some other troop, call on us at scout headquarters, 174 South Main Street.

Sincerely yours,

D. E. HAMMOND, Executive.

Recheck on October survey.—On January 22, all advisory teachers were asked to give on a special mimeographed sheet the names of boys 12, 13, and 14 years of age who were not registered scouts and who were not reported on the October survey, as found by a check of names on that survey.

The report showed 252 boys who came under these three classifications: (a) Boys who had become 12 years of age between October, 1928, and January, 1929; (b) boys who had moved into the district; (c) boys whose names had not been given by teachers in October.

At the time of the January survey the principals were asked to make a special report to the superintendent of any rank or certificate in scouting held by the men teachers in the district or any position or activities in scouting in which they were engaged. The report showed that approximately one third of all men teachers were engaged in scouting.

In April, 1929, a final and close accounting was made of the rank and progress in scouting of all boys 12 years or more of age in the district in all the advisory groups, except those in the two senior high schools. This survey gave the names and addresses of all boys in all advisory groups in the district with the following information: Troop membership, if any, age and grade, date registered, troop number, total years in scouting, and rank attained; if not a scout, any desire to become a scout.

Summary of the survey.—In October, 1928, the year this survey was made, there were 8,050 boys and girls in the Granite district 6 to 18 years of age, according to the school census report. Of this number the district survey accounted for 716 boys, 12 to 18 years of age, inclusive, who never were scouts, 606 who were scouts, and 115 who were once scouts but who were not then scouts, or 48.6, 41.1, and 10.3 per cent, respectively.

Of the boys who were scouts in the seventh, eighth, and ninth grades, those 12 years of age comprised 12.6 per cent of the entire



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group; 13 years, 30.6 per cent; 14 years, 27.4 per cent; 15 years, 15.3 per cent; 16 years, 5.7 per cent; and 3 per cent were 17 years; 34.1 per cent had been in scouting less than 1 year, 32 per cent 1 year, 20 per cent 2 years, 10.2 per cent 3 years, 3.4 per cent 4 years, and 0.5 per cent 5 years. Of the total enrolled scouts 45 per cent were tenderfoot scouts, 29 per cent second class, 9 per cent first class, and 17 per cent were classed as merit badge scouts. About two thirds of these boys had been scouts 1 year or less, and about three fourths were either tenderfoot scouts or second class scouts. Of the boys who were interested in scouting but had not joined, 72 per cent at 12 years of age wanted to become scouts, 50 per cent at 13, 34 per cent at 14, and 21 per cent at 15. Less than 1 per cent of those who were 16 wanted to be scouts.

It appears that 12 years is the best time to interest boys in scouting. At 13 years they are still interested, but this interest rapidly decreases during the next two years.



Appendix B

FORM CARDS, ETC.

UTAH SCHOOL CENSUS, Name of Father E. W. Johan. Occupation		Addre			1,	Citiz	en No	137	Des
Name of Mother Command Johan Occupation Child according to the Transe District Offi	ice.	MOPPE R.F.D.	1 Us	ah. Box 12	5.	X	No	Living	Desc
Child lives with Both Father	Mother	Guardia	m Gr	andparent		Jacle		Brother	Sister
List below the names of children who have reached the age of 6, but have not reached 18, on October 31.	Date	of Burth	Age Oct.	Boy or Girl	Can Read Write	A N.	ade un	Sch Now At (See oth	tending
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1. Annual Census Card

This card is furnished by the State department of education. The reverse side gives names of persons attending private schools with name of school, also names of persons not in school with reasons for nonattendance. All Utah school districts are required by law to take an annual school census, gathering information asked for on this card.

51



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2. PUPIL INDIVIDUAL CARD

Since 1926, this card has been furnished by the State department of education. The reverse side contains the employment record of the pupil with working permit number, employer's name, and employer's address, weekly wages at start and finish, and reasons for leaving job, also some details of record of attendance at part-time school and four blank lines for social condition of home, health record, and record of other agencies.



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3. CUMULATIVE HEALTH, STANDARD TESTS, AND SCHOOL SUBJECTS CARD

This card, with other guidance information regarding each pupil, is kept by the teacher in an individual paper folder, is returned to the central district office at the close of each school year, and follows the pupil from grade to grade during his residence in the district. The reverse side contains the name of pupil, age, date of school entrance, grade, days of school, days present, absent and tardy, with first second, and final semester marks for all school subjects for the elementary and junior high-school grades.



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4. LEISURE ACTIVITIES CARD

Junior high school advisory teachers used this form. Methods of use varied in the district. Teachers were instructed to work out their own methods to obtain the information from the pupils, which was to be held confidential and for guidance purposes only. This information was supplied by the pupil himself. For reverse of card see opposite page.



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GRANITE DISTRICT PUBLIC SCHOOLS

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4.	The Advisory Teacher of the Sthool Year/12/-80.
Name of Pupil Caleries	Rich Address & A# 2 Box 45. Done may 6, 192
	che school monoe Grade Eighth II
their pupils as will, in their judgm sign this sheet and place it in the	is 6 to 10 inclusive will please give in their own way such information regarding tent, be helpful to the advisory teacher of the following year. Teachers will please individual guidance folder of the pupil.
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5. Advisory Teacher's Report

Confidential information concerning each pupil obtained by the advisory teacher was preserved on this card for use by the advisory teacher for the next school year.



APPENDIX B

Sheet No. 1	CRANITE SCHOOL DISTRICT
Individual information of	pupil to be obtained by homo-room or advisory teacher for educational and contunities for character education. (Use check marks and numbers.)
The to day	contunities for character education. (Use check marks and numbers.)
	Sept. 15, 1928
æ	RID = 2 944 5
Salt Jake City	Address Telephone
LINE OF DE DECEMBER OF	Mar. 3,1913.
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Number of younger brother in	Is by Number of some backer by
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Tremmer or younger steering in last	Number of seminar of se
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marthage or mother / 1 Tolow	No. of years in U.S. # O
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2. Mother dead yels	5 Father and mother living together
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7. Father and mother—sot li-	vinz together not disarred
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A1 444	
	25,000 or above
Number in family contributing to	income 2 Number in family depending upon income 3
Check (Y) If home has:	lude pantry, halls, closets, bath) 7
Telephone power was	there running water in bouse furnace , electricity
-bethroom t indeer to	illet
musical instruments Wire	in and sakaphone , name other
Check (V) if pupil is member of	particular and the second seco
	Read Outside to be a second
Girl Scouts Bee Hive	
community or fraternal organizat	Y, M. C. A. Y, W. C. A. Name any other religious,
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Junior high school advisory teachers were held responsible for collecting the information contained on this card. They were assisted by school nurses and school and work coordinators.

U. S. GOVERNMENT PRINTING OFFICE: 1931