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Vitalizing Secondary Education

Report of

The First Commission on Life Adjustment Education for Youth

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Foreword

VITALIZING SECONDARY EDUCATION is a report of the first Commission on Life Adjustment Education for Youth prepared in accordance with the recommendations of the 1947 National Conference in Chicago. It is a summary of some of the Commission's activities in democratizing American secondary education through efforts designed to retain in school all youth of high-school age and to provide appropriate educational programs for them. Because the Commission's work represents but one of many such efforts, the first chapter presents the historical setting for life adjustment education.

A tentative edition of this report was prepared for discussion and criticism by 184 representatives of 41 States and the District of Columbia at a conference in Chicago in October 1950. This publication is a revised edition of that report. The Commission believes that its activities have been timely, and that life adjustment education is a manifestation of the growing interest in education through

real life situations. It is hoped that this publication will serve that interest.

The Commission on Life Adjustment Education for Youth is grateful to the State and local officials who provided the information to make this report possible, and to the participants in the National Conference held in Chicago, October 14–16, 1950, who made suggestions for the revision of the tentative report presented there. The report was written by the following staff members of the Office of Education: Howard R. Anderson, Howard H. Cummings, Walter H. Gaumnitz, John R. Ludington, Berenice Mallory, Leonard M. Miller, Lela O'Toole, and James H. Pearson.

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Chapter 1

Linking Life Adjustment Education With Developments and Problems of Secondary Education, 1890-1945

Purposes of this chapter

This chapter traces the "why" and "wherefore" of life adjustment education in relation to the origin, development, and dominant goals of secondary education in the United States. The basic concepts underlying life adjustment education are not new. This fact is clearly recognized in the widely accepted "Definition of Life Adjustment Education":

> Life adjustment education is designed to equip all American youth to live democratically with satisfaction to themselves and profit to society as home members, workers, and citizens. It is concerned especially with a sizable proportion of youth of high-school age (both in school and out) whose objectives are less well served by our schools than the objectives of preparation for either a skilled occupation or higher education. Some leaders have for years been at work in secondary schools developing a guiding philosophy and bringing about program reorganization in the direction of life adjustment education for every youth. Under such leadership, many high schools have made considerable progress in building programs of study and providing educational services basically useful to each participating pupil.
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> Many high schools, however, continue to be dominated by traditional curriculum patterns which emphasize verbal and abstract learning or place undue emphasis on specialized courses useful to a relatively small number of pupils. As a result many pupils unable to benefit from either of these types of instruction are left to flounder or to leave the schools as soon as the compulsory education laws will permit.[1]

[1] *Developing Life Adjustment Education in a Local School.* Washington, D. C., Office of Education, Circular No. 253, February 1949. P. 3.

This statement is more than a definition. It points out (1) that some educational leaders and individual high schools have striven for years, and have made considerable progress, toward developing guiding philosophies and reorganizing programs in the direction of life adjustment, and (2) that the dominant traditional curriculum patterns of many high schools still give so much emphasis to "verbal and abstract learning" and to "specialized courses useful to a relatively small number of pupils" that a sizable proportion of youth either flounder or leave school as soon as the laws permit.

While the basic purposes of life adjustment education are not new, the direction taken by this movement brings into prominence distinctive and promising lines of attack. Among these are: (1) The development and application of a more democratic and functional philosophy of secondary education; (2) the re-examination of the purposes and principles which should guide the instructional programs; and (3) the removal of many traditional administrative roadblocks to curriculum change. All signs point to further progress along these lines.

The distinctive and most promising characteristic of life adjustment education is that its leaders are concerned chiefly with an *action program*. They recognize that a successful action program to improve the high schools depends upon the teamwork of the two major groups of educators, workers from the fields of general and vocational education, who in the past have not always pulled together. Leaders in life adjustment education agree that the surest approach to providing programs which meet the needs of all youth is through the *joint and cooperative efforts* of workers in both general and vocational education.

A review of the developments and movements which have contributed to the evolution of a secondary education program for the majority of American youth and which have best reflected the democratic ideal that secondary education must meet the needs of all youth will help us to understand what life adjustment education is, how far it has developed, and what yet needs to be done. Life adjustment education did not just happen. Farseeing laymen pointed the way, a succession of national committees identified sources of weakness in secondary education and proposed cures, and research and experimentation led to the development of new instruments and techniques for evaluating the work of the schools and for testing theories and practices. Much progress has been made toward improving secondary education. Much yet needs to be done to translate into action the best that is known about how to meet the needs of youth of high-school age.

A review of the history of secondary education in the United States suggests some challenging generalizations:

1. Our conception of the nature and purposes of secondary education has undergone far-reaching and almost continuous changes.

2. High-school programs and operations are critically in need of further changes. The rate of social change in this country is rapid and it tends to outrun the capacity of the schools for making needed adaptations.

3. The basic philosophy and promising patterns for changing the schools to bring them abreast of the times have been developed during recent decades. They have been widely discussed and frequently tested, and they are widely approved by educational leaders.

4. Ways must be found to accelerate changes in our secondary schools needed to gear them more closely to the rapid changes in our social and economic life.

These statements give basic reasons for the campaign to effect changes in our secondary schools, which has come to be known as life adjustment education. The concepts underlying life adjustment education and the efforts made to achieve its goals will be discussed in later chapters of this report.

The original purposes underlying the development of our secondary schools came out of an environment and social climate very different from that in which the high schools of today operate. The Colonists brought their ideas of education with them from the old world. Secondary education was for the few, not the many. It was for the gentlemen, not the common man. It was for the boys, not the girls. It was prized for its humanistic values rather than for its contributions to a work-a-day world. It was concerned with preparing a small percentage of youth for college. The purpose of college education then was not to prepare youth to deal intelligently with a wide variety of problems of daily living, but to fit youth for a limited number of the professions.

Secondary education—available to all, enrolling all, and meaningful to all—has long been a part of America's hopes and aspirations for its youth. This part of the "American dream," though it has not been implemented, has been kept alive by our acceptance of the democratic concept of equal educational opportunity for all. While equal educational opportunity is not stipulated in the Declaration of Independence, many feel that is is implied in the well-known clauses, "all men are created equal" and "they are endowed by their Creator with certain unalienable rights."

Changes in number and characteristics of youth attending high school

An examination of some statistics will reveal the progress made by the secondary schools toward achieving the goal of serving all youth, and it will suggest what needs to be done if this part of the American dream is to be fully realized.

Educators often say that high-school enrollments have doubled every 10 years since 1890. The statistics bear out this generalization up to 1930 (see table 1). Indeed, during the 50 years from 1890 to 1940 enrollments increased by 1,888 percent, i. e., the 1940 enrollment was 19 times the 1890 enrollment. During the decade ending in 1950, the enrollment dropped from 7,113,282 in 1940 to 6,240,000 in 1950, with a low of 6,020,890 in 1944. This decline was caused by such factors as wartime enlistments, high wages paid by industry, and by a declining birth rate. With the end of the war, high-school enrollments increased. Soon the high schools will receive much larger entering classes from the elementary schools.

Table 1.—Secondary school enrollment and population, 14–17 years of age, by decade, 1890–1950

Date	Enrollment [1]		Population, 14–17 years of age		Ratio of high-school enrollment to population, 14–17 years of age
	Number	Percent increase over 1890	Number	Percent increase over 1890	
1	2	3	4	5	6
1890	357,813	----------	5,354,653	----------	7
1900	695,903	94.5	6,152,231	14.9	11
1910	1,111,393	210.6	7,220,298	34.8	15
1920	2,495,676	597.5	7,735,841	44.5	32
1930	4,799,867	1,241.4	9,341,221	74.5	51
1940	7,113,282	1,888.0	9,720,419	81.5	73
1950	[2] 6,240,000	1,643.9	[3] 8,303,000	55.1	75

[1] Includes enrollments in grades 9 through 12, in public and private high schools.
[2] Estimate, *School Life*, 32:116–17, May 1950.
[3] Estimate for 1949, Department of Commerce, Bureau of Census.

The significance of the great increase in the number of youth served by the secondary schools becomes apparent when high-school enrollments are compared with basic population data for youth 14–17 years of age. (See columns 4 and 5, table 1.) During the 60 years in question the number of youth in this age group increased from 5⅓ million in 1890 to a high of 9⅝ million in 1940, an increase of about 82 percent. If the number in 1950 is compared with the number in 1890, the increase is only 55 percent. Comparisons between these modest population increases and the enormous growth in high-school enrollments suggest how different from the high-school population of 1950 was that of 1890. Column 6, table 1, shows the percentage of the population 14 to 17 enrolled in given years. In 1890 about 7 percent of the eligible youth were in high

school; in 1900 this percentage figure stood at 11; in 1910 at 15; in 1920 at 32; in 1930 at 51; and in 1940 at 73. It is estimated that in 1950 about 75 percent of all youth in the age group 14–17 were attending high school.

For many years the Office of Education [1] has computed ratios of the enrollment in grade 5 during a given year to the number of pupils in each of the next higher grades in subsequent years, and to the number graduated from high school 7 years later. (See table 2.) These data show that except for drops in grades 9 and 12 in 1945 and grade 11 in 1944, which probably may be ascribed to wartime influences, there has been a steady increase in the percentage of children attending successively higher grades throughout the 34-year period for which data are available. Of the group in grade 5 in 1906–7, for example, only 34 pupils per 100 entered the ninth grade in 1910–11, and only 14 were graduated in 1914. Thirty-four years later, 78 per 100 of the pupils enrolled in the fifth grade in 1940–41 entered the ninth grade in 1944–45, and 48 were graduated in 1948. This means not only that about 2⅓ times as many pupils per 100 were entering the high schools in 1944–45 as in 1910–11, but that nearly 3½ times as many per 100 continued in high school and were graduated.

These statistics reveal that the secondary schools still fall short of the goal of equal educational opportunity for all, despite the great increases both in school enrollments and in the percentage of youth of high-school age attending high school. One youth in five still does not enter high school, and fewer than half of those who enter high school remain to graduate.

How are the characteristics of high-school youth different in 1950 from those of 60 years before, and what changes must the schools make to serve these youth well? Obviously, increased enrollments have necessitated a rapid expansion of school plant, increased costs, and the recruitment of many more teachers and different types of teachers. More important is the change in the social composition of the youth attending high schools. These boys and girls are tending to become a cross section of their age group. Among them are the rich and the poor, the bright and the dull, those planning to go to college and those planning to learn a trade, those reared in the finest homes, and those reared in the slums. As the school population has become more heterogeneous, new services have been demanded of our high schools.

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[1] Published chiefly in the *Statistical Summary* chapters of the *Biennial Survey of Education in the United States*. Data for both public and private schools are included. Data for grade 5 were used as a base because they most closely represent 100 percent of the enrollment. They do not reflect the piling up of enrollments in earlier grades caused by lack of reading readiness and by the poor attendance of beginning children, nor do they reflect losses resulting from drop-outs in the later elementary grades.

Table 2.—Percentages of pupils continuing from grade 5 [1] to high-school graduation 7 years later, by years indicated

Grade	Year entering 5th grade					
	1906–07 [2]	1923–24	1927–28	1932–33	1937–38	1940–41
1	2	3	4	5	6	7
Fifth	100	100	100	100	100	100
Sixth	83	89	93	93	95	97
Seventh	71	78	83	89	90	91
Eighth	63	72	78	83	85	89
	Year entering 9th grade					
	1910–11	1927–28	1931–32	1936–37	1941–42	1944–45
Ninth	34	58	71	79	81	78
Tenth	25	44	59	66	68	70
Eleventh	18	35	48	57	52	57
Twelfth	15	31	41	51	43	51
Graduates	14	27	35	45	40	48
	Year graduating					
	[3] 1914	[3] 1931	1935	1940	1945	[4] 1948

[1] Based on fifth-grade enrollments of 12-year systems and fourth-grade enrollments of 11-year systems.
[2] Earliest date for which continuous enrollment data from grade 5 through grade 12 were available.
[3] Year closest to 1930 for which data are available.
[4] Year closest to 1950 for which data are available.

Changes in social and economic life affecting the high schools

The revolutionary increase in the secondary school enrollments is the product of many forces within our social system and the dynamic economy which it has created. In the first place there have been far-reaching changes in the population of the United States. During the comparatively short history of the Republic the total population has grown from 4 million to 151 million. The rate of this growth has been uneven, and the population has changed in its origin and composition. The population first doubled within about 20 years of the birth of the Nation. The second and third doubling each required about 25 years, and the fourth about 40 years. The latest doubling took place between 1900 and 1950. This slowing up in the growth of the population has resulted chiefly from

(1) increased restrictions on immigration, especially after 1921; and (2) a declining birth rate. These factors in turn have markedly decreased the proportion of youth of high-school age born abroad or having foreign-born parents. The percentage of youth in the total population is smaller. These circumstances help to explain the increased popular interest in secondary education and why parents and the general public today find it easier to keep youth in school through grade 12.

The influences of other significant population changes upon the high schools can only be mentioned. There has been a continuous shift of population from farms and villages to cities and suburban areas. Improved transportation and communication have brought farm and city closer together, have furthered cooperation and increased interdependence among communities and school districts, and have increased the mobility of the population. Still other significant social changes affecting the education of high-school youth can be cited: the family has grown not only smaller but less stable; most of the household tasks and chores which used to fall to the lot of children and youth no longer are necessary; leisure time and commercialized recreation have grown apace; and the period of dependence of youth upon their parents for support has grown longer.

Only a few of the technological economic changes which have implications for the high schools may be pointed out: The supply of machine power since 1910 has increased four and a half times, the output per hour of each producer has been doubled, and the average work week has been reduced by 18 hours. It has been estimated that 100 years ago machines did only 6 percent of man's work; today, they do 85 percent of it, and they do it better, cheaper, and faster, and with much less tax upon man's physical energies.[3]

Since 1910 there has been a shift from the horse to the tractor, and from the buggy and farm wagon to the automobile and truck. In 1910 there were approximately 20 million horses and very few automobiles in the United States. By 1931 the number of horses and horse-drawn vehicles had begun to decline and the number of automobiles and trucks had increased to nearly 26 million.[4] By 1950 the horse and buggy had become obsolete, the number of motor vehicles had increased to more than 40 million, and automobile production had reached an all-time high.

In farm production equally important changes have taken place. Under the hand methods of farm production which prevailed at the beginning of the nineteenth century, one man-hour of labor produced an average

[3] Ellason, Sid H. *Why Americans Live Better—The Free Enterprise System.* (An address given before the Provo Community-Industry Conference at Brigham Young University, Oct. 20, 1949.)

[4] Hacker, Louis M., Modley, Rudolf, *and* Taylor, George R. *The United States: A Graphic History.* Modern Age Books Inc., and Pictograph Corp., 1937. p. 83.

of less than 25 pounds of wheat. By 1896, with the reaper and other farm machinery in early stages of development, this production had increased to about 130 pounds of wheat per man-hour. By 1930 the modern combine, tractors, and other farm machinery made possible a production of more than 300 pounds per man-hour. In terms of the 1947 value of the dollar, American productivity rose from 54 cents per hour in 1900, to 80 cents in 1930, $1.13 in 1940, and to about $1.20 in 1950.[5] These increases mean that less time and fewer workers are needed to produce the necessities of life. This Nation now can afford to make secondary education available to all youth.

With such changes in our social and economic life, it is no wonder that the demands for learning, for technological "know-how," and for more and better high schools became increasingly insistent. High-school education has become more and more recognized as an important qualification for securing and holding a job. Indeed, it has come to be regarded as a sure means of lifting youth from the ranks of unskilled labor to the "white collar" level. Although the relationship between effectiveness on the job and a high-school education has never been completely established, the great social, economic, and technological changes in the last half century have had an enormous impact on the growth of our high schools and the number of pupils enrolled. They have led to the upward revision of the compulsory school attendance laws; they have created a demand for more and better vocational and technical education; and they have made it necessary to reexamine continuously the educational programs in our high schools.

Great improvements in the organization and programs of the high schools have been achieved over the years, and many others are in process of being instituted. To provide a clear view of these improvements and their link to the present effort to provide "life adjustment for every youth," the movements which have led to significant changes in the purposes and services of secondary education will be reviewed.

Changes resulting from educational, psychological, and social research

Psychological research dealing with the nature of the educational growth and development of children and youth has suggested desirable changes in the program and organization of the high schools. When secondary education in the United States concerned itself chiefly with the mental development of the few, it was believed that the purpose of learning was to exercise and toughen the mind. As educational psychology developed, it was found that there was little transfer from one subject to another, that the memorization of information did not necessarily

[5] Ibid., p. 109

enable the learner to think more clearly, and that the solving of problems in geometry did not contribute much to the solving of problems of daily shopping. Educational research revealed that although youth varied greatly in ability and in types of capacity, all of them were capable of development and were valuable members of society. Moreover, it was found that a narrow academic education, far from helping all youth form desirable patterns of behavior, often caused them to develop social maladjustments, thwarted normal learning impulses, and created habits of failure which had wide and lasting implications both for youth and for society.[6]

With the increased development and use of educational statistics, testing techniques, and community surveys, schoolmen learned more about the significance of individual differences, rate of maturation, and rate of learning. They learned that psychological and social endowments were not the same for all, and realized the folly of treating children and youth as if these differences did not exist. Psychologists pointed out that there were many important but neglected aspects of the social development of youth with which the high school must be concerned. Because the social environments out of which youth come to the high school vary widely, more and different services are required. In some cases youth merely needs an opportunity to develop in a favorable social climate. In other cases, the social backgrounds of youth need to be carefully analyzed with a view to overcoming maladjustments and to developing desirable social characteristics and behavior patterns which have been neglected. Modern high schools do not believe that the development of social attitudes and values can be ignored or left to chance. Civic competence, effective home and family living, relationships between employer and employee, occupational efficiency—all these have more and more come to be recognized as significant fields for constructive educational planning and development.

Educational research has also pointed out the need for another basic change in the program of secondary education—the need for democratizing the processes of learning as well as the operation of the high schools. The hypothesis that basically one does not learn by authority but by experience—not by passive response but by active response—has been extensively documented both by research and by experience.[7] The premise that democracy is chiefly "caught and not taught" has gained acceptance among school administrators and teachers. In early days the classroom and the high school were fundamentally dictatorships, which did not tolerate the questioning of the authority either of those in charge or of the printed page. The principal and

[6] Segal, David. *Frustration in Adolescent Youth.* Washington, U. S. Government Printing Office, 1951. Federal Security Agency (Office of Education, Bulletin 1951, No. 1.)

[7] Kelley, Earl C. *Education for What Is Real.* New York, Harper & Bros., 1947.

the teachers issued directives which youth had to follow unquestioningly. The discovery of new facts by the students themselves and the discussion of school or community problems were not encouraged. The idea that pupils or parents might share in determining school objectives and participate in running the school was not accepted until recently. Even yet these changes are too often discussed as revolutionary departures.

In summary, educational research has found that youth learn chiefly what they experience, that all types of youth can contribute significantly to the solution of a variety of school and community problems, and that the impact of democratic experiences upon individual personality is more significant than the mastering of figures and facts and the learning of rules and regulations.

Early efforts to make secondary education functional and democratic

Rise of functional education and the academies.—Practical goals for American secondary schools are not new. Even as far back as in the academy founded by Benjamin Franklin, emphasis was placed on citizenship, vocational preparation, and the physical development of students. Franklin, in his *Proposals Relating to the Education of Youth in Pennsylvania*,[8] asserted that the academy "should promote the welfare of students when they should go forth to the duties of active life." He emphasized the importance of "a garden, orchard, meadow, and a field or two" in which to study husbandry and science. He mentioned "running, leaping, wrestling, and swimming" as ways of furthering physical development. He wrote of "a library, maps . . . globes . . . and apparatus for experimenting in natural philosophy (science) and mechanics, prints of all kinds, prospects for buildings and machines." He summarized his ideas by suggesting that "it would be well if they could be taught everything that . . . is most useful to them and most ornamental."

While Franklin's pattern for the emerging academy was practical, this pattern was not closely followed even in Philadelphia. Before his death he protested the treatment accorded the practical studies and the more favorable place given to the classical studies which had long been a part of the secondary school curriculum. Nevertheless, Franklin's ideas for a more functional secondary education took root in the growing number of academies which for many years were the chief means of providing secondary education in the infant Republic. One illustration of this truth must suffice. The founders of Phillips Academy, Andover, Mass., in 1778, stated its aim to be "instructing youth not only in English and Latin grammar, writing, arithmetic, and those sciences . . . [which]

[8] Woody, Thomas. *Educational Views of Benjamin Franklin.* New York, McGraw Hill Co., 1936. Pp. 149-82.

are commonly taught but more especially to . . . [teach] them the great end and the real business of living." [9]

This more practical conception of secondary education caused the academies to multiply. As they became established, many tended to revert to the type of education provided by their predecessors, the Latin grammar schools and the English grammar schools, and the academies in turn were replaced, during the period from 1850 to 1890, by the forerunners of the present public high school.

In addition to their efforts to raise to respectability instruction in the sciences, the arts, and the more mundane problems of living, the academies resembled the modern high schools in the increase of subjects, the recruitment of a more heterogeneous student body, the enrollment of girls, and the effort to build upon the work of the elementary schools. The academies were relatively free of college domination, and this independence of the next higher level of education enabled them to contribute to the development of functional terminal services.

Rise of the public high schools.—The public high school developed side by side with the academy and naturally acquired many of the characteristics of the institution it eventually replaced. Being public in the sense that it was supported through public funds, the public high school tended to offer a more practical curriculum than the academy, to attract a more heterogeneous student body, and to be tied in more closely with the elementary schools. But this new institution also inherited many of the undesirable characteristics of the academies and of the Latin and English grammar schools. Many high schools soon became highly selective in the enrollment of pupils, their curriculums became academic and college-dominated, and instruction bookish and authoritarian. It is this public high school which educational leaders—college professors, school administrators, teachers—have ever since been trying to mold into a comprehensive high school serving all youth.

The educational leaders who have striven continuously to bring the secondary schools into line with the demands of modern society and the needs of today's youth have worked through many organizations, commissions, and other cooperative groups. A brief survey of these efforts will show that the modern high school is the product of evolutionary rather than revolutionary changes, and that it is the product of many minds and of many schools of educational thought.

The Committee of Ten, 1893.—President Eliott of Harvard University was largely responsible for the committee of college and secondary school leaders, including the U. S. Commissioner of Education, created in 1893 to consider what economy of time could be effected in the elementary, secondary, and college education of that day. Appointed by

[9] Briggs, Leonard and Justman. *Secondary Education.* New York, The Macmillan Co., 1950. P. 18.

the National Education Association, the committee formed nine subcommittees which produced carefully considered reports. Four separate curriculums for as many types of high-school youth were recommended, but all of these curriculums were basically academic in their emphasis. The differences among them consisted chiefly in the amount of time to be allotted to the old classical subjects, on the one hand, and to the newer subjects—modern languages, history, and science—on the other. The reports recognized the "disciplinary value" of these newer courses as preparation for college "if well taught" and took for granted their usefulness in preparing boys and girls for life, which was conceded to be a legitimate function of the high school. These reports also foreshadowed the downward extension of secondary education to grades 7 and 8. They stimulated much critical examination of the high-school curriculum, and their emphasis upon economy of time later drew attention to the importance of using the high-school years more efficiently. Since such economies as were proposed were tantamount to shortening the period of general education at the very time when the Nation's social and economic development was making possible more education, this effort failed. The doctrine of mental discipline, taken for granted by this committee, was never again defended by a major group of public-school leaders as a sound basis for developing a secondary school curriculum.

Committee on College Entrance Requirements, 1899.—This committee, appointed jointly by the National Education Association's departments of secondary and higher education, elaborately outlined the content of many of the new high-school subjects which the Committee of Ten had proposed for its curriculums. It recommended college graduation as a requirement in the preparation of high-school teachers. It cautiously proposed some free election among the academically respectable high-school subjects, experimentation with a 6-year high-school program beginning with grade 7, and the lengthening of the school day. While this report directed educational thinking toward the elective system and the junior high school, it contributed little to the development of secondary education.

Vocational education enters the high school.—Like so many features of secondary education in the United States, vocational education as part of the school program evolved slowly. Most early leaders of American secondary education not only saw little value in vocational training as a medium for the education of the youth, but felt called upon to resist it as crassly materialistic. Those who correctly interpreted the educational needs of the young Republic—the industrialists, the scientists, the spokesmen for labor, as well as some farseeing educators—sensed, however, that youth needs proficiency in the affairs of a work-a-day world quite as much as mastery of the classics. They recognized that while "man cannot live by bread alone" it is equally true that man cannot live without bread.

Many developments preceded the organization of the present voctional education programs in our high schools. Apprenticeship education, for example, early replaced for many youths the practical training given sons by their fathers. Originally sponsored by the trades and industries, apprenticeship training came more and more to be supervised and supplemented by the schools. Manual training schools and departments had been widely tried in Europe before this idea was accepted by many American educators as a means of making general education more practical. Music, agriculture, commerical studies, and domestic science had many ardent advocates and had found places in a growing number of the high schools prior to 1900. The land-grant colleges had become effective agents for the promotion of shop and laboratory work relating to agriculture, the mechanic arts, and other applied sciences. Training in commercial subjects became important as a result of our expanding economy. Moreover, the growth of large corporations called for an increased number of technicians. Many of these technicians were trained in schools and in apprenticeship programs operated jointly by the schools and industry. Representatives of large industries, as well as the labor unions, eventually demanded that the high schools, supported as they were by public funds, should supplement or take over the training of youth for various trades.

During the early 1900's the general public also demanded vocational education in the public high schools. By 1905, organized efforts to force the public high schools to make available needed training in the skilled vocations had increased. The activities of such local or State-wide organizations as the Industrial Education Association, organized in New York City in 1844, and the Society of Arts and Crafts, organized in Boston in 1897, had resulted in the formation in 1906 of the National Society for the Promotion of Industrial Education. This later became the American Vocational Association. In 1912 that organization employed Charles A. Prosser, who later became the "father" of Life Adjustment Education, to assist in promoting State and national legislation for programs of vocational education aided by Federal and State funds. State legislation in support of such programs had already been enacted in Massachusetts in 1906, in New York in 1909, and in Wisconsin in 1911. These cooperative efforts in behalf of vocational education in the high schools—as well as pressure exerted by industrialists, labor unions, and political leaders—resulted in 1917 in the enactment of the Smith-Hughes law. The basic features of this law have been kept alive in subsequent laws which have enlarged the scope of the program projected in the original legislation.

With the coming of Federal financial aid in 1917, the growth of vocational education as a means of achieving a more functional high-school program was greatly accelerated. Those in charge of the high schools

somewhat grudgingly gave vocational education a place of respect in the high-school curriculum.

The basic act of 1917 provided Federal funds for only three major fields of vocational education—agriculture, trades and industry, and home economics. Later acts authorized Federal funds for distributive education and made it permissible to use certain Federal funds for occupational information and guidance to help youth make wiser decisions relating to vocational adjustment. The development of these federally aided programs of vocational education has been limited by certain restrictions set forth in the acts themselves and in administrative regulations. Since vocational education has specific occupational objectives which could be achieved only through extensive periods of instruction and practice, the programs became specialized. Many occupations and jobs could not readily be included in the specialized programs for which Federal funds were provided. Since Federal aid has thus far not been provided for other needed programs of vocational education, their development has not been comparable to those stimulated by Federal appropriations. Moreover, both laymen and educators have too often depended upon the federally aided, specialized programs to provide all of the vocational education services needed in a modern program of secondary education. They have not been sufficiently concerned with making available to students information about the world of work and getting and holding a job, training on the job, and emphasis on the development of desirable work habits.

Many difficulties continue to plague educators and communities in developing vocational education. These stem in the first place from the notion, sometimes held by educators and laymen, that vocational education is needed chiefly by slow-learning pupils who cannot possibly look forward to going to college. Other difficulties arise from the fact that for a long time colleges refused to accept vocational subjects for college entrance. Under the subject-textbook-credit emphasis prevalent in many high schools vocational courses often become stereotyped and bookish, as academic in purpose and in the way they are taught as the traditional courses. Many communities also find it difficult to meet the requirements with respect to facilities and personnel.

While much progress has been made in overcoming difficulties in vocational education, both those which stem from the nature and scope of the plan itself and those which exist chiefly in the minds of tradition-bound educators, much needs yet to be done. Many types of vocational education need to be added if all youth of secondary school age are to be served. Closer coordination with other activities furthering vocational proficiency—school-work programs, apprenticeship training, functional general education—needs to be developed. More opportunities for learning about the many aspects of vocational life should be provided to more

youth. Vocational education values need to be more generally recognized. More guidance is needed to provide youth with cumulative information about himself, his abilities, his interests, and his resources, and to help him know more about occupations and employment opportunities, and to find his place in society and in the world of work.

So far as life adjustment education is concerned, one of the most promising developments in vocational education is the growing educational use (especially in agriculture and homemaking) made of realistic problems concerned with farm, home, and community life. Such youth organizations as Future Farmers of America and Future Homemakers of America not only further vocational education, but provide practice in leadership, citizenship, cooperation, and character development.

Vocational education has made substantial contributions to life adjustment education, but teamwork is needed to extend its benefits to more students. This teamwork must involve leaders in both general and vocational education, and in industrial management, the labor unions, and government. There is a need for greater emphasis on some form of apprenticeship training of the type now provided cooperatively by on-the-job programs supplemented by Government-aided "related training classes" in the schools or in school-supervised classes in industrial plants. Standards for such apprenticeship programs have since 1937 been developed and supervised by the Federal Government.[10]

The Commission on the Reorganization of Secondary Schools.—One of the most potent forces in broadening the horizons of secondary education was the Commission on the Reorganization of Secondary Education. This commission was made up chiefly of men directly concerned with secondary education. It was the first national commission with a majority of its members drawn from the high schools. Such nonacademic fields as music, art, physical education, and manual arts were as strongly represented on these committees as were the traditional subjects.

The most significant and widely known report produced by the commission came out under the title *Cardinal Principles of Secondary Education.* These principles called for a complete change in the approach to building a high-school curriculum. General, vague, and highly theoretical objectives such as formal discipline were rejected for such down-to-earth criteria as social utility, student interest, and provision for individual differences.

Besides emphasizing a social and practical basis for the high-school curriculum, this report seemed to receive wider acceptance because it was published and distributed by the U. S. Office of Education. It was the first national report to reach the rank and file of the classroom teachers. Moreover, the seven basic objectives of health, command of fundamental

[10] Kahler, Alfred *and* Hamburger, Ernest. *Education for our Industrial Age.* Ithaca, N. Y., Cornell University Press, 1948. P. 175-207.

processes, worthy home membership, vocational education, civic competence, worthy use of leisure, and the development of ethical character, while general in nature, were sufficiently real to be well understood by the teacher whose task it was to work toward these objectives in the classroom. They were soundly based on such practical considerations as the needs of society, the nature and capacities of youth, and the findings of educational research.

Whatever may have been the shortcomings of the "seven cardinal principles" and the objectives implied in them, their influence upon secondary education was tremendous. They became the criteria for reorganizing the curriculum, for reorganizing high-school subjects, for introducing new subjects, for giving greater recognition to extracurricular activities, for developing systems of student guidance and student participation in the operations of the school, and even for the planning of high-school buildings. Between 1920 and 1930, few textbooks were written and few courses of study were developed which did not refer to the "seven cardinal principles" and pay tribute to social and economic values implied in them. The cardinal principles did much to shift the emphasis in secondary education to "teaching youth to do better the desirable things that they are likely to do anyway."

The report of the Commission on the Reorganization of Secondary Education also supported certain ideas advanced in earlier reports. It approved the junior high school, for example, and advocated the comprehensive senior high school rather than separate schools specializing in technical, college-preparatory, or other programs. The report proposed that the secondary school program should be composed of constants to be taken by all, variable requirements for specific curriculums, and free electives. In short, the report advanced the idea that the schools should develop in each individual knowledge, interests, ideals, habits, and powers which enable him to find his place in society and to shape both himself and society to ever nobler ends. The commission pointed out that only one-third of the elementary pupils reached high school and that of those reaching this level only a few remained to graduate. They declared that the changes proposed were needed to make the secondary school serve a larger portion of society and serve it better.

Despite the significant contributions of this commission to the thinking of leaders in secondary education, it must be recorded that the high schools continued much as before to teach the same subjects, to use the same recitation methods, and to place the same emphasis on the mastery of information. The high schools, in other words, continued to be subject-centered, to stress textbook teaching, and to eliminate pupils who did not fit their rigid "standards" rather than to be concerned with helping pupils develop the abilities they possessed and to overcome conditions which impeded their educational growth.

Later efforts to make secondary education functional and democratic

Needed: A dynamic that is equal to the task.—Far-reaching changes need to be made in American secondary education if it is to meet the needs of our times. The direction of these desirable changes has been known for a long time. Educational leaders again and again have urged high schools to study the educational needs of adolescent youth and to devise programs to meet these needs. The findings and recommendations of these leaders have been widely discussed in the professional literature, in graduate schools of education, and on the platforms of professional associations. Certain questions logically arise at this point: Why have the recommendations made, understood, and approved by so many highly placed educational bodies and leaders not been carried out? Why have they not become common practice? What more must be done to move them from accepted theory to reality? How can the doubters be convinced and those lacking "know-how" be informed? How can more high schools be induced to experiment with the proposed programs and procedures? How can the successful experiments and innovations of the outstanding high schools be adapted in many more communities? What are the major road blocks to progress, and how can these be overcome? What further experimentation and "know-how" are most needed?

Apparently something more than theory, argumentation, and publicity is needed. There are obstacles to the functionalization and democratization of secondary education which have not yielded to the efforts brought to bear upon them. What can life adjustment education do to overcome these obstacles? Can life adjustment education ideas provide the dynamic needed to speed up efforts to gear the services of the public high schools to the needs of youth? If so, what is the nature of this dynamic? How can it best be applied to the task at hand and what evidence is there that it is equal to this task? A brief review of reforms and changes proposed by educational leaders during the last 20 years will reveal that the basic philosophy and objectives sought by them are related to life adjustment education.

As already pointed out, educators have emphasized the importance of bringing up to date the services of the high school—recognizing individual differences, providing for the needs of all, expanding vocational education programs, placing emphasis on learning by doing, bringing real life into the curriculum and practicing democracy in school and community. The avowed purpose of life adjustment education is to carry out these objectives in all our high schools and classrooms and to help the public to understand, approve, and support such changes.

To examine all the recent efforts made to study the shortcomings of the high school and to improve its services is impossible in this report. Such efforts include not only large Nation-wide developments, but hun-

dreds of experiments by clear thinking high-school administrators and teachers concerned for the educational welfare of boys and girls. It is hoped that this review of recent, widely accepted and, in many cases, on-going efforts to improve secondary education, will tie them more closely to life adjustment education goals and programs. Because many of these efforts are still going on they tend to overlap. The order in which they are presented has no significance.

The Committee on Orientation in Secondary Education.—This committee was created in 1932 by the Department of Secondary School Principals (later the National Association). The task assigned to this committee was to define and classify the basic issues involved in (1) developing in the public high schools the best possible curriculum and other youth services; (2) devising sound policies of organization and administration; and (3) helping both the profession and the general public understand the basic problems involved and the solutions proposed.

In 1936 this Committee brought out an extensive report entitled *Issues of Secondary Education*, and in 1937 a companion report, *Functions of Secondary Education*. The 10 "issues" identified in the former, and a like number of "functions" discussed in the latter, clarified the thinking of educational leaders concerning the rapidly expanding program of secondary education. Still more important were the sustained efforts of this Committee in each State to make the findings and implications of these reports more fully understood. The "issues" stated in terms of questions, dealt boldly with the basic purpose, scope, value, and role of high-school education not only in the total scheme of American education, but also in relation to the whole social structure. The "functions" visualized policies and practices of high-school education so sound and progressive that they became generally accepted goals which, for the most part, are still recognized as valid even though they have not yet been fully realized in most school systems.

Prior to the conferences and other activities carried on under the banner of life adjustment education, the Committee on Orientation in Secondary Education appears to have been the only national body which had projected a campaign to stimulate the study of its proposals with a view to getting them commonly accepted and put into practice in the schools.

The reports of this important committee, together with the Nation-wide discussion of these reports, furthered the growth of the National Association of Secondary-School Principals and provided the basic pattern for the increasingly important work which this organization is doing. The significance of the work done by the National Association of Secondary-School Principals is to be found not only in the outstanding findings and reports [11] of subsequent committees, but also in the fact that the majority

[11] The following recent reports of the Association are concerned not only with functionalizing secondary education and better serving the neglected youth, but also with how to do it: *That All May Learn* (1939), *Planning for American Youth* (1944), *The Imperative Needs of Youth of Secondary School Age* (1947), and *Secondary Education Programs for Improved Living* (1948).

of the members of these committees were public-school officials and leaders in secondary education. The importance of this point becomes apparent when it is recalled that many of the earlier efforts to define the purposes and policies of secondary education had been largely dominated by the colleges. The growing membership and the responsible services of the National Association of Secondary-School Principals help to explain the important contribution made by this organization toward closing the gap between present practice in the secondary schools and the proposed educational programs which would meet the needs of all youth.

Experiments with emergency educational programs.—The great depression of the 30's focused attention on the failure of the public secondary schools to attract all types of youth and to provide services to meet their needs. Despite the difficulty of securing gainful employment, large numbers of youth either did not enter the high schools or dropped out after a year or two. Investigations of this problem revealed not only that college-entrance-type courses were responsible for failure and disappointment among youth not destined to go to college, but also that youth saw little in the high-school program which would be helpful in solving problems of daily living—such as getting and holding jobs, maintaining good home and family life, and planning wholesome recreation—problems made pressing by the prolonged period of economic and social dislocation. Moreover, youth reported that the financial cost of high-school attendance was greater than they could afford. Indeed, they felt the need for employment so that they might contribute to the family income and cease to draw their support from the meager funds then available to many families.

CCC and NYA come on the scene.—This was the setting for the federally sponsored CCC and NYA programs, which were devised in 1933 and 1935 chiefly to provide youth with work and relief. As time went on, these programs became more and more concerned with educational objectives rather than with work relief. In other words, the total programs were considered to have value quite as much for the education of youth as for other reasons. In addition to the work experience and skills provided by these programs, a wide variety of desirable educational experiences were projected relating to sanitation, health habits, personality adjustments, community participation, play and hobby interests, and occupations. Youth enrolled in these programs were given an opportunity to study many subjects commonly taught in elementary and secondary schools, and even in college. The educational programs developed by the CCC and NYA produced both positive and negative results.

During the 10-year period beginning with 1933, the CCC enrolled some 2,500,000 youth. Many of these for the first time came to see meaningful relationships between education and the world of work. About three-fourths of the men drawn into the CCC camps were 17–19 years of age. Thus, many of them normally would have been in high school. Coming

largely from low-income families, from depressed industrial and farm communities, and from among those who were out of school and out of work, CCC youth were taught to live and work cooperatively. They learned about their country and its resources, and many of them filled in significant gaps in their earlier education. There appeared to be much truth in the claim that this camp-work-education type of experiment was an inevitable outcome of the failure of high schools to provide services which were meaningful to a large percentage of youth of high-school age.

The NYA experiment provided two basic work programs for unemployed out-of-school youth. One of these called for away-from-home work opportunities in camps similar to and often in competition with those provided by the CCC. The other called for local work projects located in the offices of municipal and State civic and school officials, or in other community organizations. The NYA, through its work projects, also gave financial aid to youth enrolled in the high schools and colleges.

In addition to the educational values derived from the work projects, both CCC and NYA attempted to provide many types of academic instruction both in the camps and in cooperation with nearby schools. In the CCC even the illiterate and near illiterate were given basic education. Various types of persons, mostly laymen having specialized skills, were pressed into service as teachers both on the job and after work hours. The learning opportunities provided were varied and related to many important aspects of daily living.

The CCC and NYA were open to criticism as permanent auxiliary services to public secondary education. In the first place, they were controlled by the Federal Government. No serious effort was made to integrate these services with those of the public schools. Second, organized along authoritarian lines, they offered few opportunities to work democratically or practice self-government. Moreover, since the enrollees were drawn chiefly from the unemployed and other low-income families, these camps did not include a cross-section of American society. Third, the only professional educator employed by them, the educational adviser, was handicapped by the fact that he served in a subordinate capacity to both the commander or head of the camp and the superintendent of the work project. Moreover, he had no specialized training or experience to fit him for dealing with the educational problems of work camps or with youth who had not been successful in the schools. Fourth, the educational program, though in theory a voluntary, spare-time activity, often involved elements of compulsion. Fifth, the services of the work camps were limited almost entirely to boys. While their need for work experience and other life-related education may have been greater than that of the girls, many of the latter, no doubt, could have profited as much as the boys from such programs.

The sixth, and perhaps the greatest defect of all, was exemplified by the

effort of a group, chiefly connected with NYA, to make it a permanent Federal youth agency. Its leaders declared their intention to place in such a youth agency vocational education, work-relief, and other work-school activities. That such a Federal agency would have destroyed our historic policy of placing the education of youth under State and local control is clear. The fact that it would have involved Federal payments directly to youth would have threatened the attempts made by secondary schools to develop functional and democratic programs geared closely to community life.

Several reports [12] summarizing some of the more constructive lessons learned from the CCC and NYA experiments are available to guide educators.

Education and the national defense.—With the coming of World War II the need for work relief disappeared. Quickly the demand for skilled and semi-skilled workers presented a problem which assumed critical and Nation-wide proportions. To meet this need a federally supported training program for defense and war production was developed. Designed from the beginning to utilize fully the advantages offered by organized vocational education—local, State, and Federal—this new National Defense Program for training war production workers was placed in the Vocational Division of the Office of Education.

This program ran for 6 years, 1940–45. Training was given to some 11,500,000 enrollees—men and women, nonmilitary and military personnel, persons employed in industrial and in farm production, mechanical repairmen, and shipbuilders. The training was given in school shops, in industrial shops, in elaborately equipped plants in large urban centers, and in village blacksmith shops.

The significant things about this program of vocational defense training were: (1) Its rapid expansion to meet the needs of a country at war, (2) its administration by an existing educational organization, (3) its use of existing shops and other facilities, and (4) its close coordination with the accepted Federal-State-local plan of vocational education fostered by the Office of Education.

The American Youth Commission.—The many criticisms of the schools and other institutions serving youth caused the American Council on Education to establish the American Youth Commission in 1935. This commission was organized to determine the facts basic to a study of youth problems—their education, health, recreation, employment, and social welfare. This comprehensive fact-finding project attracted an able staff. It was adequately financed by foundation funds, and it produced or sponsored an imposing list of reports. Of these, the following revealed startling facts pointing to the need for a life adjustment education type of

[12] The American Council on Education: *Youth in the CCC* (1942), and *Youth Work Programs—Problems and Policies* (1941).

secondary school program: *Secondary Education for Youth in Modern America*, Douglass, 1937; *How Fare Our Youth?*, Rainey, 1937; *Youth Tell Their Story*, Bell, 1938; *Equal Educational Opportunity for Youth*, Edwards, 1939; *What the High Schools Ought to Teach*, Graham, 1940; *Time on Their Hands*, Wrenn and Harley, 1941; *Color, Class, and Personality*, Sutherland, 1942; and *Youth and the Future*, 1942.

The American Youth Commission's contributions to the development of a more functional and democratic program of secondary education were unique in the fact that they focused attention on youth himself. The usual approach had been to restate the purposes of secondary education, to modify or add to the subject-centered curriculum, and to suggest changes in the organization of the high school. This commission appraised the facilities and resources available for serving youth's needs, it planned programs to help him solve his problems, and it called attention to its findings through publications, demonstrations, and conferences.

Many of the staff members, however, were not in positions of authority in the public schools. This proved to be a limiting factor in putting the findings of the commission into general practice. Moreover, the glaring deficiencies laid bare by these important studies were forgotten when the war brought work for everybody and increased opportunities for youth from every walk of life.

While the major publications of this commission had been issued by 1942, the American Council on Education continues to have a Committee on Youth Problems. From time to time, this committee makes recommendations and issues reports which further implement the findings and objectives of the American Youth Commission.

Cooperative Study of Secondary School Standards.—For many years the high schools and colleges of the United States have cooperated through the regional accrediting associations in systematizing and standardizing their work and facilities. Agreements have been made by representatives of these two levels of education for fixing the amount, type, and quantity of the instruction the high schools should provide, for establishing criteria relating to personnel and equipment, for maintaining machinery for making periodic evaluations, and for publishing lists of secondary schools and colleges judged to be meeting required standards. These regional accrediting associations thus have performed by voluntary agreement what in other countries is commonly done by government bureaus and inspectors. They have done much not only to systematize college entrance requirements, but also to improve the quality of secondary and collegiate education and to improve the liaison between those responsible for these two types of education.

Since the initiative for the organization of these associations usually was taken by the colleges, they were often largely controlled by the colleges. This led to an overemphasis of the high-school's college-pre-

paratory activities and to a subordination of other equally important objectives. Most of the standards and procedures for accrediting the high schools developed by these associations tended to become quantitative. They emphasized such factors as pupil and teacher load, minutes per day and days per year required for earning credits, adequacies of the laboratories and their equipment, number of books in the libraries, and amount and type of teacher preparation. The pupil himself, his interests, capacities, attitudes, feelings, and his personal and educational problems and needs were largely ignored. Despite strenuous efforts, comparatively few of the smaller schools were able to meet the college-preparatory requirements set up by regional accrediting associations. As late as 1940, only about one-fourth of the 25,000 public high schools had been accredited by them. Many of those schools which were not able to meet the rigid standards of the accrediting associations tried to meet State requirements which often were somewhat lower but equally rigid.

This improper focus on secondary education, and the stereotyped curriculum and inflexible practices which in part stemmed from it, were recognized by high-school and college leaders in the regional accrediting associations. From time to time, efforts were made by them to modify and liberalize these standards and some significant improvements were effected. However, so heavily had these standards impressed themselves upon the staffs of State departments of education and local high schools that the adjustment of school programs to the needs of youth and of the communities served was discouragingly slow.

The need for a thorough reconsideration of standards, especially for the secondary schools, resulted in 1935 in the launching of the Cooperative Study of Secondary School Standards, financed jointly by the several accrediting associations and the General Education Board. By 1940 the studies growing out of this inter-regional effort had been completed. Soon certain new evaluative criteria, developed and tested in these studies, were published by the American Council on Education. They came out under the following titles: *How to Evaluate a Secondary School*, *Evaluative Criteria*, and *Educational Temperatures*.

Among the new emphases stressed by these reports were: The need for a high school to develop its own philosophy of education, the importance of outlining educational objectives which are directly related to the needs of its pupils and its community, the frequency and type of use made of the library, the importance of providing guidance services and judging the adequacy of a school's administration and facilities in relation to its purposes. These new criteria for evaluating the high schools and their work were much more flexible than earlier standards. They also concerned themselves more directly with the quality of the services provided youth and the community.

Not only were the criteria for evaluating the high schools completely

revised, but methods for using the new criteria were developed which in many ways were superior to the inspectorial processes formerly employed. An important outcome of the new approach was the increased understanding of the school and its program obtained by those involved in the processes of evaluation. The plan consisted of two major parts: (1) A self-survey made by the local staff, and (2) an analysis of this survey by experts drawn from State departments of education, from teachers colleges, and from other high schools. The work of both of these groups was systematized and implemented by carefully devised instruments for checking and judging the quality of various objectives, services, and facilities of the school. These judgments were supplemented by data from objective tests and scales. The findings were then extensively discussed by both the local staff and the visiting experts with a view to reaching a consensus and recommending improvements.

During the period from 1940–48, the experiences of schools using the new evaluative criteria developed by the Cooperative Study were reported to a central office. A revision of these instruments was then undertaken. The major purposes of this revision were to focus the criteria still more realistically upon the extent to which the school's services meet the needs of the individual youth and the community in which he lives, and to simplify the instruments. The revised materials, again distributed by the American Council on Education, have been enthusiastically received by the high schools. It may be assumed that from time to time further revisions will keep these instruments abreast of life adjustment education goals.

Educational Policies Commission.—Another commission which has studied the problems and changes needed in secondary education and which has proposed significant reforms in this field is the Educational Policies Commission. It was created in 1935 through the joint action of the executive committee of the National Education Association and the American Association of School Administrators. During the 15 years since the first commission was organized, this group has attracted the services of the leaders in the profession. It has concerned itself primarily with the formulation and the publication of basic policies for guiding the development of sound public educational services.

The field of secondary education early claimed the attention of this policy-making body. Three of its reports—*Learning the Ways of Democracy* (1940), *Education for All American Youth* (1944), and *Policies for Education in American Democracy* (consolidation of three earlier reports—1946)—have contributed much to a better understanding of the broad purposes of high-school education in the United States, its major weaknesses, and what should be done to overcome these defects. While many of the policies set forth were not essentially new, they were so effectively presented and interpreted that they received wide acceptance among

educational leaders. Moreover, they underscored and spelled out many of the "issues" and "functions" earlier formulated by the Committee on Orientation in Secondary Education. They also laid the ground work for the later reports of the Association of Secondary School Principals entitled *Planning for American Youth* and *The Imperative Needs of Youth of Secondary School Age.*

Concern for general education increases

Several significant studies, experiments, and reports in recent years have pointed out the importance of developing in the secondary schools general education programs to provide the knowledge, appreciations, ideals, attitudes, skills, and modes of thinking and behavior needed by all youth for more effective living in a democratic society. Several reports dealing with this problem have already been cited, especially *Education for All American Youth* and *The Imperative Needs of Youth*, produced respectively by the Educational Policies Commission and the National Association of Secondary-School Principals. Still other commissions and reports dealing with general education need to be recognized in this review.

The Commission on Secondary School Curriculum.—This commission of the North Central Association of Colleges and Secondary Schools identified three characteristics of general education: (1) It is intended for every youth—not merely for the few who become scholars or who hope to enter the professions; (2) it is concerned with the total personality of youth—not merely with his intellect; and (3) it is concerned with the individual's nonspecialized needs and activities—his preparation for effective living no matter in what level of society he may live or to what vocation he may aspire—not with specialization. The report produced by this commission [13] represents 3 years of study by 14 leaders in the field of general education. It reviews the backgrounds and bases of general education and describes efforts of selected high schools, the Nation over, to develop good programs of general education.

The Harvard Report.—Another recent effort to make clear the significance of general education as a major purpose of secondary education in the United States is that of the Harvard Committee published under the title, *General Education in a Free Society* (1945).[14] This report states that general education is concerned with the common educational needs and purposes of the informed, responsible person in our society. By contrast, it holds that specialized education is concerned with equipping youth for successfully earning a livelihood through specific tasks or vocations in a competitive setting. This report reviews the over-all condi-

[13] Johnson, B. Lamar, *et al. General Education in the American High School.* Chicago, Scott, Foresman & Co., 1942. 319 p.

[14] Harvard Committee Report. *General Education in a Free Society.* Cambridge, Mass., Harvard University Press, 1945. 267 p.

tions—cultural, social, economic—now operating in our society and the changes needed in secondary education to help youth cope with these conditions. It recognizes the differences among youth and the problems resulting from such diversity and calls upon the high school to recognize these differences of mind and outlook and to make necessary adjustments in the curriculum. This report, however, falls short in that it proposes that the objectives of general education shall be accomplished largely through the existing high-school subjects.

The John Dewey Society.—Another thought-provoking report which points out the high-school's responsibility for general education is the Eighth Yearbook of the John Dewey Society entitled *The American High School.*[18] This report raises certain fundamental questions about the relationship of this field of education to social and economic life in the United States. Since these questions involve public policy as well as school policy, they can be resolved only by the cooperative action of educators and the general public. This report calls attention to the developmental needs of all adolescents—understanding themselves, living with age mates, achieving independence from parents, developing valuable skills, and acquiring a sound system of values. It endorses a core program to provide the common experiences needed by all youth and proposes that one teacher, or a small group of teachers, be assigned to each group of pupils for their high-school career. In this way at least one teacher would know each pupil well and could help him effectively. In such a scheme the core course becomes the center for planning and utilizing all the other developmental services provided by the high school.

The Eight-Year Study.—The Eight-Year Study sheds light on an important problem—the extent to which schools can adapt the curriculum to the needs of pupils and nevertheless prepare them efficiently for college entrance. Its findings also have important implications for the evaluation of general education in our high schools. Begun in 1932 through the activities of the Progressive Education Association, the Eight-Year Study directly concerned 30 high schools and indirectly many others. The 30 schools were released by the 300 colleges involved in the study from the usual college-entrance requirements. The achievements of the 1,475 high-school graduates of experimental programs, admitted to the colleges under these conditions, were then carefully compared with those of an equal number who had been enrolled in standard high-school programs. The results showed that no single plan or pattern of high-school subjects produced superior college students. Indeed, those released from the usual college-preparatory requirements in many ways showed to better advantage than those who had met traditional standards. This study seems to indicate that the secondary schools should be left

[18] Caswell, Hollis, *et al. The American High School, Its Responsibility and Opportunity.* New York, Harper & Bros., 1946. 264 p.

freer to develop their own programs. Today more and more colleges are admitting high-school graduates on the basis of more realistic criteria such as those developed in the Eight-Year Study.[16]

Teacher education and general education.—"The teacher makes the school" is a truism which has gained significance with the increased emphasis on secondary education to meet the needs of *all* youth. It is important to review briefly recent developments in teacher education designed to help teachers meet the demands of functional programs of education. The failure of the institutions educating teachers to meet this challenge was recognized in 1938 when the American Council on Education appointed its Commission on Teacher Education. This commission undertook a Nation-wide cooperative project concerned with developing new and creative approaches to the education of teachers. The project received the support not only of teacher-education institutions but also of local schools and State departments of education. It probed into the general education of teachers, their professional development, and their in-service growth. It cast the spotlight upon the weaknesses of teacher education and pointed the way to better accomplishment.

A number of significant documents were sponsored by this Commission and published by the American Council on Education during the 10-year period, 1938–48. Other far-reaching results also grew out of the work of this commission. For example, a continuing Council on Cooperation in Teacher Education was formed, made up of 20 national and regional associations concerned with improving teacher education. The functions of this council are to promote understanding, develop a sense of common purpose, and further individual and concerted action. It issues a periodic newsletter and stimulates forward-looking experiments and practices, such as the national clinics on teacher education.

Progress in keeping with life adjustment education goals is now evident in a growing number of teacher-education institutions. A recent study [17] of the growth of general education, for example, concludes that a majority of the teacher-education institutions believe that they must prepare teachers for "correlated, fused, broad-field, core types of curriculum organization in secondary schools," that they should be designing special programs to help prospective teachers of such core courses, and that traditional majors and minors will not serve this purpose. The study also states that a majority of the chief State school officers believe that the trend toward the general education type of curriculum "is increasing and is destined to become a dominant feature of secondary school curriculum organization in the future."

[16] Published in five volumes, 1942-43, by Harper and Bros. under the following titles: I. *The Story of the Eight-Year Study;* II. *Exploring the Curriculum;* III. *Appraising and Recording Student Progress;* IV. *Did They Succeed in College?;* V. *Thirty Schools Tell Their Story.*

[17] Robbins, J. D. *A Survey of Certain Aspects of Curriculum Organization in Secondary Schools and Their Implications for Teacher Education.* State Teachers College, Moorhead, Minn. Mimeographed Circular.

Life adjustment education proposes action

Charles A. Prosser, who in 1945 formulated the Prosser Resolution proposing a campaign for life adjustment education, for many years pointed out the failure of secondary education to translate its theories into practice. As early as 1929, he wrote:

> When the schools have been integrated with life so that learners utilize in school the experiences they get outside of school and apply outside of school what they learn in school, the two will be kept integrated. An organic connection having once been established between organized education and this changing civilization, the two will act together. When life alters in any essential way, so will the schools. This is the only means by which they will ever be adjusted and kept adjusted to the demands of living. Reforms, which to the reactionary and the timid seem revolutionary need to be made here and now so that the schools of tomorrow having once caught step with this democracy may evolute hereafter as the democracy itself unfolds.[18]

Ten years later in his Inglis Lecture, 1939,[19] this educational leader declared:

> Like Mark Twain's weather, there has been a great deal of talk about the secondary school curriculum but not much has been done about it . . . After giving deserved credit to the many conservative experiments and suggestions, it still remains true that at least 95 percent of all current proposals for the improvement of our high schools carefully avoid any direct attack on the courses of study, and focus attention chiefly on devices toward making them more palatable. Even when the present studies (courses) are questioned, the criticisms are more or less general and vague and few undertake to propose new teaching material to take the place of the old.

In this same Inglis Lecture, 1939, Prosser proposed that we:

> Require all high-school students to spend, as a minimum, 50 percent of their time every year in the study of life education subjects . . . This plan is the reverse of present practice. Life education subjects, instead of college-preparatory subjects, would be made the core or base of the curriculum. Vertical education for the benefit of a minority would be decreased in order that more horizontal education might be provided for everybody. Instead of catering to the one of every six graduates who goes directly to college, this far more democratic scheme would cater to the five who go directly to life and, in my opinion, would also give the one who goes directly to college a better mental as well as more useful training.

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[18] Prosser, C. A., *and* Allen, C. R. *Have We Kept the Faith?* New York, The Century Co., 1929. 429 p.

[19] *Secondary Education and Life.* Cambridge, Mass., Harvard University Press, 1939. (The Inglis Lecture, 1949.)

This is the same Prosser who in 1945 attended a conference to consider an important educational report entitled, *Vocational Education in the Years Ahead.*[20] The conference was about to close when Dr. Prosser introduced the following resolution:

> Throughout this conference, repeated references have been made to "neglected groups in vocational education." In closing, I am taking the liberty—in submitting the following Resolution—to point out the largest of these neglected groups of young people; and propose that another conference like this one be held at an early date to consider what should be done for them.
>
> It is the belief of this conference that, with the aid of this report in final form, the vocational school of a community will be able better to prepare 20 percent of its youth of secondary school age for entrance upon desirable skilled occupations; and that the high school will continue to prepare 20 percent of its students for entrance to college. We do not believe that the remaining 60 percent of our youth of secondary school age will receive the life adjustment training they need and to which they are entitled as American citizens—unless and until the administrators of public education with the assistance of the vocational education leaders formulate a comparable program for this group.
>
> We, therefore, request the U. S. Commissioner of Education and the Assistant Commissioner for Vocational Education to call at some early date a conference or a series of regional conferences between an equal number of representatives of general and of vocational education—to consider this problem and to take such initial steps as may be found advisable for its solution.

The heart of the problem presented in the resolution is the failure of the high schools to provide programs of education which are useful to the majority of our boys and girls who leave high school before graduation. Dr. Prosser was thinking also of the needs of students who continue in school but get comparatively little from the experience. He was convinced that something more than the report under consideration was needed if practical life-centered educational services were to become a reality for boys and girls. This "something more" was a union of vocational and general educators in a common cause—life adjustment education for all in every high school.

The U. S. Commissioner of Education, to whom the Resolution was directed, saw the advantage in such a joint attack. In all parts of the United States regional conferences were called, bringing together an equal number of representatives from these two fields of secondary education. These conferences explored the needs of youth not going to college or into

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[20] U. S. Office of Education. *Vocational Education in the Years Ahead.* Washington, U. S. Government Printing Office, 1945. (Office of Education, Vocational Division Bulletin No. 234.)

skilled trades, discussed the forces standing in the way of needed improvements in our high schools, and considered ways and means for making a united effort "to do something about it." The recommendations of these regional conferences were then brought before the representatives of general and vocational education assembled in Chicago, May 1947.

This national conference recommended (1) that a Commission on Life Adjustment Education for Youth be formed, and (2) that a vigorous program be inaugurated to promote the purposes of life adjustment education. The national conference also suggested that State and local committees on life adjustment education be organized and that a wide variety of activities be undertaken in all parts of the Nation to implement such programs.

Unquestionably, there had been many efforts to further life adjustment education goals before 1945. But in two important respects, the activities sponsored by the Commission on Life Adjustment Education for Youth are unique: (1) They involve the *joint efforts* of leaders in general and vocational education, and (2) they are focused on *action programs* rather than on pronouncements.

Chapter 2

Activities of the National Commission on Life Adjustment Education for Youth

In assuming the responsibility solicited from the Office of Education by the National Conference, Commissioner John W. Studebaker and his staff decided to expand the membership of the Commission beyond representation from the five educational organizations which had been recommended. Each of nine national educational associations was asked to submit three nominees to Commissioner Studebaker, who appointed one representative for each organization.[1]

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[1] Members of the Commission and the organizations they represented:

American Association of School Administrators: Benjamin C. Willis, Superintendent of Schools, Yonkers, N. Y. *Chairman.*

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

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

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

National Association of Secondary-School Principals: Francis L. Bacon, Professor, School of Education, University of California, Los Angeles, Calif.

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

National Catholic Welfare Conference: Sister Mary Janet, S. C., Commission on American Citizenship, Catholic University, Washington, D. C.

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

National Education Association: Marcella Lawler, Teachers College, Columbia University, New York, N. Y.

A steering committee from the Office of Education which worked with the Commission was composed of Galen Jones, Director of the Division of Elementary and Secondary Schools; Raymond W. Gregory, Assistant Commissioner for Vocational Education; and John Dale Russell, Director of the Division of Higher Education. J. Dan Hull served as Secretary of the Commission.

What is life adjustment education?

The national conference at Chicago in May 1947 stated that "the purpose of the Commission shall be to promote in every manner possible ways, means, and devices for improving the life adjustment education of secondary school youth."[2] In carrying out this mandate the Commission members in the beginning sought to avoid making general pronouncements. Rather, they hoped to encourage action to implement recommendations already made. The Commission and its individual members, however, were being constantly asked, "What is life adjustment education?" As soon as a consensus could be reached, the Commission answered this question by saying:

> It is concerned with ethical and moral living and with physical, mental, and emotional health.
>
> It recognizes the importance of fundamental skills since citizens in a democracy must be able to compute, to read, to write, to listen, and to speak effectively. It emphasizes skills as tools for further achievements.
>
> It is concerned with the development of wholesome recreational interests of both an individual and social nature.
>
> It is concerned with the present problems of youth as well as with their preparation for future living.
>
> It is for all American youth and offers them learning experiences appropriate to their capacities.
>
> It recognizes the importance of personal satisfactions and achievements for each individual within the limits of his abilities.
>
> It respects the dignity of work and recognizes the educational values of responsible work experience in the life of the community.
>
> It provides both general and specialized education but, even in the former, common goals are to be attained through differentiation both as to subject matter and experience.
>
> It has many patterns. For a school, a class, or a pupil it is an individual matter. The same pattern should not be adopted in one community merely because it was effective in another. It must make sense in each community in terms of the goals which are set and the resources which are available.
>
> It emphasizes deferred as well as immediate values. For each individual it keeps an open road and stimulates the maximum achievement of which he is capable.
>
> It recognizes that many events of importance happened a long time ago but holds that the real significance of these events is in their bearing upon life of today.

[2] *Life Adjustment Education for Every Youth.* Washington, Federal Security Agency, Office of Education, 1948. p. 40.

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

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

Above all, it recognizes the inherent dignity of the human personality.[3]

Emphasis upon action.—In making this statement the Commission subscribed to educational concepts which were widely understood and accepted by educational leaders in the United States. The Commission admitted that practice had lagged considerably behind this understanding and acceptance of theory, but it was optimistic about the prospects for improving practice. It further stated:

In the United States during the past 30 years there has been an increasing tendency to measure the effectiveness of curricula by how fully they provide experiences in present living and experiences which prepare for the activities of living. There also has been an increasing emphasis on evaluating the effectiveness of instruction in terms of the extent to which it influences behavior. These trends are reflected in the yearbooks and other publications of organizations representing higher education as well as elementary and secondary education. Through the study of hundreds of educational analyses, surveys, experiments, and reports of commissions, school workers have acquired a sharper understanding of what is vital and meaningful in the preparation of youth for the job of living.[4]

Concern for all youth; special concern for neglected youth.—A second question constantly confronted the Commission and arose wherever life adjustment education was discussed. It was, "Is life adjustment education for the so-called 60 percent and no one else, or is it for all?" In other words, is life adjustment education good only for students who are not going to college or into the skilled trades? Many wished the Commission to aim directly at the neglected majority of youth of high-school age. The advocates of this point of view insisted that life adjustment education would lose its meaning unless it concentrated upon the peculiar needs of the so-called 60 percent. Others insisted that many vocational students, college students, and even college graduates need education for life adjustment just as much as do those who drop out of school or enter

[3] Ibid., p. 4, 5.
[4] Ibid., p. 2, 3.

unskilled occupations. They held that the education which American citizens need to maintain their political institutions and to deal with economic problems should not be limited to any particular group. It was pointed out also that when a pupil enters high school at 13 or 14 years of age, he does not come labeled as a member of a group. There is no way of foretelling whether he is going to college, into a skilled occupation, or into semiskilled work. He must be dealt with as an individual and not as a member of a group.

Members of the Commission found that, in submitting his resolution, Dr. Prosser had never intended to focus attention upon clearly defined percentages of pupils in the secondary school. His statement took these facts into account:

1. The proportion of the gainfully employed who are engaged in the skilled occupations (exclusive of the professions and homemaking) which require extensive periods of specific training is probably not more than 20 percent.
2. The proportion of the gainfully employed who are engaged in professional and technological occupations which require extensive periods of post-high-school education according to census figures is less than 20 percent.
3. The majority of those gainfully employed work in occupational pursuits for which extensive periods of specific education are not prerequisite. In fact, fully 60 percent of those now in employment received no specific training prior to initial employment.

What Dr. Prosser meant by his percentages is illustrated in a report presented by Assistant Commissioner John A. McCarthy of the State of New Jersey in the February 1949 issue of *Tech Training* published by the American Technical Society of Chicago. In a study to determine needs for programs of vocational education in Trenton, N. J., it was found that the 25,445 workers in the industries of the area were distributed, as follows:

	Percent
Engineers, others college-trained	2.8
Technicians less than college grade	3.6
Clerical	7.6
Skilled trades	18.5
Laborers	19.5
Semiskilled	48.0

Visits to the industries yielded insights into the jobs of technicians, semiskilled workers, and laborers. Assistant Commissioner McCarthy summarized the findings in these words:

> In general, those classified as semiskilled workers by employers are the repetitive workers in the mass production scheme. They

do the same operations over and over again and gain increased ability through repetition. . . .

This is what the "60 percenters" do in Trenton, New Jersey. They may do other things in other communities, but in general what they do is so highly specialized that no adequate job-preparatory program can be developed in the school to make them immediately employable on the specialized jobs. They can be trained more speedily and effectively in the actual job environment. Their training is short and intensive, extending from 1 hour to not more than 2 or 3 weeks.

All of this job specialization is not limited to industrial processes. Some of the "60 percenters" were doing highly specialized clerical operations—some on single-purpose machines which too are the result of mass production programs. These workers, mostly women, were operating key punch machines, card-sorting machines, invoice printing and duplicating machines, billing machines, photostat and other copying equipment all too highly specialized for in-school instruction. Much can be done to meet the needs of this group while they are in school, but their needs are not specific job preparation.

To some the Prosser Resolution may have suggested a need to divide high-school pupils into three separate and clearly defined groups. In reality it was an attempt by vocational educators to attack a problem which cannot be solved either by specific vocational or by traditional general education programs.

As members of the Commission considered the issue of life adjustment education for all or for the 60 percent, they reviewed the experience of an able chief State school officer who had devoted considerable time and energy to urging provisions for the neglected 50 percent of youth of high school age in his State. Although he made a good case for educational reform, he made little progress because youth of high-school age did not want to enter a program for the neglected 50 percent. When members of this neglected group could be persuaded to go to school they wanted to be identified with the group regularly served by the school. They were unwilling to become members of any group which did not seem to belong.

This reaction is not surprising if one considers the point of view commonly accepted by leaders in secondary education. They feel that the high school should provide a social cement which holds people together and should avoid arrangements which divide people into groups. That is the emphasis in the definition accepted by the Commission—life adjustment education is for all, even though there is a special concern for the so-called 60 percent.

Home, work, citizenship.—At a work conference sponsored by the Com-

mission in Washington, October 11–15, 1948, participants developed and accepted the following concept:

> Life adjustment education is designed to equip all American youth to live democratically with satisfaction to themselves and profit to society as home members, workers, and citizens. It is concerned especially with a sizable proportion of youth of high-school age (both in school and out) whose objectives are less well served by our schools than the objectives of preparation for either a skilled occupation or higher education.[5]

Most activities of most people are related to their homes, their work, and their obligations as citizens. For this reason, the statement did not specifically mention five additional important areas of living for all youth: ethical and moral living, self-realization, the use of leisure, health and safety, and consumer education. Education for home, work, and citizenship clearly must include these areas as well. Indeed, in an earlier publication they have been named and described by the Commission.[6]

"As developed in regional and national conferences, life adjustment education means organizing and reorganizing schools to achieve useful living purposes. It means directing the activities of a school and adapting the content and methods of all courses so that each year all students are being prepared for important areas of living.[7] Such a concept involves planning for each pupil. Basic to this is a detailed and cumulative study of each pupil, the data from which will enable teacher and pupil cooperatively to plan appropriate learning experiences. Basic also is a knowledge of society which helps the pupil see his opportunities and his problems.

Plans of the Commission

Action at State and local levels.—The Commission agreed that in the active promotion of its program it would function in the States only in cooperation with State departments of education. Each State department was invited to appoint or designate a State committee which would help in identifying cooperating schools and in getting programs of life adjustment education under way. In Office of Education Circular No. 252, *Getting Programs of Life Adjustment Education Under Way*, the Commission made detailed suggestions for cooperative activities of State committees, State departments of education, and teacher-education institutions. The Commission proposed to cooperate with these agencies and with professional associations in helping secondary schools develop plans

[5] *October 1948 Work Conference on Life Adjustment Education.* Federal Security Agency, Office of Education, Washington 25, D. C., p. 9.

[6] *Life Adjustment Education for Every Youth.* Federal Security Agency, Office of Education, Washington 25, D. C., 1948, p. 61–90.

[7] Douglass, H. R. *Education for Life Adjustment.* New York City, The Ronald Press, 1950, p. 9.

to meet life adjustment education criteria. It proposed also to gather information from schools which are effectively pursuing life adjustment goals and to bring this information to the attention of the profession and the lay public.

The purpose of the plan for cooperating schools in the various States was to provide a broad framework within which pioneering school staffs could assist one another. When a single school attempts to develop a new type of education it often finds itself isolated and subjected to criticism. This is likely to be true even if a school carries on experimentation under the aegis of a responsible educational association. However, if schools band together under the leadership of State departments of education and the teacher-education institutions of the State, they are in a much better position to make changes in established policies and practices. The Commission hoped to further this strategy, because it believed that local initiative and responsibility must be preserved if a national movement to provide education to meet the needs of all youth was to make real headway.

In *Getting Programs of Life Adjustment Education Under Way*, issued by the Office of Education in February 1949, the following criteria were suggested for the use of State committees in selecting cooperating schools:

1. The administration and staff understand and accept the guiding principles of life adjustment education.
2. The administration and staff propose a plan of action in accordance with the principles of life adjustment education.
3. The administration and teaching staff are willing to change the school program to adapt it to life adjustment goals.
4. The community is ready to accept changes in the school program in the direction of life adjustment goals.
5. The school and community can make available necessary resources for carrying out the proposed plan of action.

In this statement the Commission called attention to the importance of selecting cooperating schools having staffs willing to spend considerable time and energy in systematic efforts to change present programs. It is much more difficult to identify such schools than to find those which are willing to be mustered under a banner such as life adjustment. Most State committees have been reluctant to single out a few schools as cooperating pilot or demonstration schools. Instead they have held that all schools are cooperating, at least to some degree. Thus far, State committees which have selected cooperating schools have limited the number to 14 or fewer.

One State met with no resistance in designating a few schools for across-the-board experimentation. More than one hundred schools were applicants for the 9 or 10 available places. The term used, however, was

representative school rather than experimental school. In advance of the selection it was announced that a representative sampling of schools would be included—one newly organized community high school, one traditionally organized high school in a city system, one small rural school, etc. As a result, the staff of each selected school felt that it was a representative cooperating staff rather than a model group.

Guiding principles of life adjustment education.—The guiding principles of life adjustment education referred to in the criteria were developed and approved at the Work Conference held in Washington in October 1948 by representatives from 26 States. They are:

1. *Respects Individual Worth and Personality*

   The supreme test of life adjustment education shall be in terms of individual development identified by accurate knowledge of each individual pupil's characteristics, his purposes, and those of society. This is in contradistinction to the prevailing goal of pupil "adjustment" to statistical norms such as "typical" or "average" and to rigidly patterned curricula.

2. *Enrolls and Retains All Youth*

   Secondary schools developing life adjustment education seek to enroll, retain, and meet the needs of all normal (noninstitutionalized) adolescents who are not yet ready for next steps such as full-time participation in safe and gainful occupations or for further formal education.

3. *Required Courses and Course Content Are Concerned With Problems of Living*

   Learning experiences required of all are selected and planned for inclusion in life adjustment education programs in terms of common, recurring problems of living faced by all people rather than restricted to college-entrance requirements or other specialized needs of the relatively few.

4. *Emphasis Is Upon Direct Experience*

   In life adjustment education programs the common, personal, political, social, and economic problems of individuals, along with those of the local community, State, region, and Nation, are made the basis of special concern and study. The emphasis is upon direct pupil-teacher planning, sharing, and participation in real-life experiences while seeking solutions to individual, social, and civic problems. Such an approach requires the abandonment of the concept of "extracurricular activities" and makes excursions, travel, community surveys, schoolwork programs, study and hobby clubs, and any other form of direct experience for pupils integral parts of the educational program.

5. *Planning, Organization, Operation, and Administration Are Democratic*

Administrators in schools which stress life adjustment education for every youth will organize and administer through the active participation of pupils, parents, and teachers, as well as of organized civic, lay, industrial, and business groups. Neither the administrator nor one or more departments will undertake the independent development of part or all of the program, which by its nature is integral. In no case is a suggested change abandoned because of an administrative prejudgment that it "will not fit into the schedule."

6. *Records and Data Are Used Constructively*

Life adjustment schools include services which will assist all teachers in accumulating and using information for planning how each pupil may learn under conditions necessary because of his particular traits and feasible objectives. Such information will include test results, grades, progress evaluation, physical and health data, and individual record forms for use principally in (*a*) counseling with pupils and parents, (*b*) improving instruction, (*c*) developing all desirable latent qualities of pupils, (*d*) for placement purposes in advanced training courses or in securing a position, and (*e*) individual self-appraisal. Such data and records should be used constructively rather than as instruments for eliminating certain pupils from the school and advancing others to higher grades or schools. They are also basic material for continuing curriculum evolution.

7. *Evaluation Is for Desirable Changes in Pupil Behavior*

Life adjustment education programs are evaluated in terms of each pupil's educational progress evidenced by skills, habits, attitudes, understandings, and appreciations. Through these he works out his participation in individual, family, work, community, and civic activities rather than in terms of ability to master abstract concepts in logically organized subject-matter courses. When the pupil leaves school he not only has a realistic picture of his abilities and attainments, but also has a readiness to solve the adjustment problems of post-school life on the basis of an objective evaluation of himself and his environment.

Resources for the Commission's activities.—The Commission was dependent upon private sources for most of the money expended for its program. For 2 successive years, the Sears, Roebuck Foundation appropriated sums to pay the expenses incurred by Commission members in attending meetings.

Members of the Office of Education staff have been a resource for the Commission. They have served as consultants in the development of over-all plans and as staff in the preparation of materials. Aided by travel funds contributed by professional associations, State departments of education, and local school systems, staff members have gone to many States to explain the program of the Commission. Lay organizations and educational associations, parochial schoolmen and public-school educators, and public-school systems and State universities have been visited by members of the Commission and of the Office of Education staff. Consultative service has been provided for many workshops. Only a few of the State have not been reached by direct consultative services.

Conferences sponsored by the Commission

Believing that the domocratic process is the essence of an action program, the Commission conducted a number of conferences and workshops for educational and lay leaders. These conferences helped to build common understandings as bases for action. In July 1948, the Commission aided Indiana University in conducting a work conference at Bloomington, Ind., for representatives of teacher-education institutions and State departments of education in Indiana and 6 adjoining States. In Washington, in April 1949, the Commission held a 1-day conference for representatives of 20 national lay organizations to consider work experience and responsible community activities as instruments for life adjustment education.

In January 1950 at the request of superintendents of schools in cities of more than 200,000 population, members of the Commission and representatives of the Office of Education staff held a 3-day conference for representatives of large city school systems. The theme for this meeting was "Why Do Boys and Girls Drop Out of School, and What Can We Do About It?" Under this title a report of the conference was issued by the Government Printing Office as Office of Education Circular No. 269. Plans were made for a follow-up conference in 1951 and for cooperative research to be carried on in these cities.

In October of each of the years 1948, 1949, and 1950 was held a national conference which contributed to the development of plans for life adjustment education. Working papers for each of these conferences were prepared by staff members of the Office of Education. Plans for State committees and cooperating schools were developed at the 1948 conference, which was attended by 83 participants from 26 States. The 1949 conference was devoted to techniques for studying pupils and techniques for studying society. Case studies of both pupils and communities and the advice of consultants helped develop realistic reports for their work groups. This meeting was attended by more than 200 participants from 31 States.

The October 1950 conference was convened in Chicago by Commissioner

Earl J. McGrath for two purposes: (1) To allow the participants to review the tentative report of the Commission's activities during its 3-year term of office which was drawing to a close; and (2) to receive from the participants recommendations for the future of life adjustment education. The participants made helpful suggestions for the revision of the tentative report which have been taken into account by the Office of Education staff in the preparation of the present volume. Concerning the future of life adjustment education, the participants made recommendations which may be found at the close of this chapter. This conference was attended by 184 educational leaders from 41 States and the District of Columbia.

During the term of the first Commission, the Divisions of Vocational Education and of Elementary and Secondary Schools held a number of joint staff meetings devoted to the cooperative planning of life adjustment projects. One of these projects was a manual of information for Office of Education personnel to use in encouraging life adjustment activities in the field. Another was a study of curriculum improvement activities in Illinois under the leadership of the director of the life adjustment program in that State. Specialists in social studies and in vocational home economics worked together in planning learning experiences for pupils in home and family living.

Activities of constituent organizations

Throughout the 3-year term of the Commission the organizations represented on the Commission arranged for life adjustment education to receive consideration on the programs of their annual meetings. These organizations also reported the activities of the Commission in their publications. In February 1950 at the annual meeting of the National Association of Secondary School Principals in Kansas City, the curriculum committee of that organization joined with the Commission in sponsoring a conference of selected leaders from all States to encourage high-school curriculum improvement. Similar plans were made for the 1951 meeting of the National Association of Secondary School Principals. In April 1948 the entire 3-day annual meeting of the Secondary School Department of the National Catholic Educational Association in San Francisco was devoted to a discussion of life adjustment education. In their State and regional, as well as national meetings, groups of Catholic educators, secondary school principals, and vocational educators often encouraged life adjustment action programs.

Many local public-school systems, including Milwaukee and Pittsburgh, used the life adjustment themes in their annual reports. In Florida, Illinois, Kansas, Kentucky, Pennsylvania, Texas, Washington, and West Virginia State publications were issued. Life adjustment articles appeared in the *California Journal of Secondary Education*, *Educational Leadership*, *Catholic Action*, and *Catholic Educational Review*. The May

1950 issue of the Bulletin of the National Association of Secondary School Principals was devoted to life adjustment in the secondary school curriculum. In the same month, Ronald Press published a book edited by Harl R. Douglass, *Education for Life Adjustment, Its Meaning and Implementation*. This book included an account of many of the activities reported in the present chapter.

In October 1950 a pamphlet of 48 pages, called *A New Look at Life Adjustment Education*, was published by the American Vocational Association. It was prepared under the chairmanship of Dr. J. C. Wright, American Vocational Association representative on the Commission, and describes the contributions of the practical arts and vocational education to life adjustment education. This bulletin presented the philosophy and function of vocational education in the life adjustment education program. It included sections on agricultural, business, and distributive education, home economics education, trade and industrial education, and industrial arts education. Particular attention was given to the contributions which these teachers can make to the development of specific programs for pupils enrolled in subjects which are not vocational. It pointed out the extent to which present vocational courses square with life adjustment education criteria, and suggested programs to meet the interests, aptitudes, and desires of pupils not enrolled in vocational courses.

Publications sponsored by the Commission

The Office of Education and the U. S. Government Printing Office distributed and sold more than 17,000 copies of *Life Adjustment Education for Every Youth*, which reported activities of the first national conference at Chicago and plans for the Commission. The American Technical Society published and distributed free of charge to educators single copies of two popularly styled brochures—*High School—What's In It for Me?* and *A Primer of Life Adjustment Education*. More than 58,000 copies of the first brochure were distributed. The Office of Education distributed free of charge many copies of *Developing Life Adjustment Education in a Local School* and *Getting* [State] *Programs of Life Adjustment Education Under Way*. Also in connection with the program, there were distributed a number of pertinent professional publications produced by staff members of the Office in the course of their regular duties and an especially useful statement reproduced by permission of a professional magazine.

Science Research Associates published for the Commission and distributed free of charge to national lay organizations 30,000 copies of a popularly styled brochure designed to help educators and noneducators work together. The title of the brochure is *Good Schools Don't Just Happen, It Takes School-Community Cooperation*. It is the result of cooperative thinking and planning of Office of Education staff members and representatives of lay organizations.

The Commission and the schools

At no time have those working with the life adjustment movement suggested that secondary education in America has failed. It is an outstanding achievement that approximately half of American youth in the appropriate age group are graduated from high schools. The great problem of secondary education stems from the fact that whereas the schools have been making considerable progress in meeting the needs of youth and of society, the needs of both are changing rapidly, and change tends to outrun adaptation.

The Commission did not recommend any one best procedure for improving high-school programs. It was interested in any progress which any school could make in meeting better the life needs of adolescent youth. The Commission's primary concerns were that school staffs accept responsibility for all youth in their communities, and provide worth while learning experiences related to home and family living, citizenship, and work. In some traditional schools a great step in this direction may be to reorganize the content of subject-matter courses so that they are more directly related to the broad areas of life adjustment. Such reorganization will probably require thoughtful attention from the whole staff in order that duplication may be eliminated and important gaps may be filled. Improving high-school programs may mean developing common-learnings programs based upon the present problems of youth and developed through pupil-teacher-lay planning. In any event, teachers will need time for planning and for focusing the attention of the entire school upon the behavior characteristics of youth.

Although the Commission's contacts were chiefly with representatives of State and national educational agencies, the Commission well understood that the vital unit in a program of curriculum improvement is the local school. To aid such development the Commission issued the bulletin, *Developing Life Adjustment Education in a Local School.* But the Commission realized fully that the most significant materials of this type will be developed by local staffs working in cooperation with consultants available to them.

The appeal of life adjustment education

Because it has a sharp focus upon a critical problem in American education, the problem of life adjustment education has wide appeal and attracts general interest. Many life adjustment articles have appeared in lay and professional publications with national circulations. Many school staffs have felt impelled to make systematic studies of their pupils and former pupils. Many local and State institutions have used the life adjustment theme for special publications and conferences. Throughout the Nation, educational institutions have held life adjustment conferences.

There is a growing appreciation of the importance of education for

citizenship, home and family living, and work, and the life adjustment approach offers leverage for making improvements which have long been needed. Many advocates of curriculum change are eager to move forward before the high schools receive the great influx of students who are now taxing the facilities of the elementary schools.

The original Prosser Resolution defined the great problems of general education and of universal secondary education so that they became meaningful to persons who never before had sensed their vital importance. For the first time they saw clearly the need to narrow the gap between theory and practice in secondary education.

Workers in general and vocational education are finding new and promising fields for joint and concerted effort. For many years vocational education has stressed learning by doing, and has related school experiences to the home, the job, and the community. Vocational teachers have great contributions to make to a more purposeful orientation of secondary education.

Educators often disagree concerning the attention to be given to the present problems of youth, to the needs of society, and to the mental hygiene point of view in plans for curriculum change. But they readily agree that American high schools are too selective to be effective instruments for furthering democratic ideals.

Employers and laymen generally know that youth of high-school age are too immature for employment in a machine age and approve of the many barriers to the employment of youth imposed by society. It is not strange therefore that the life adjustment education problem has appeal for noneducators. Evidence of this may be seen in the many articles about life adjustment education which have appeared in newspapers and lay magazines. The activities of the National Citizens Commission for the Public Schools and the formation of many similar local committees are evidence of the interest of laymen in public education generally. There seems to be a widespread realization that our Nation has assumed responsibilities for world leadership which can be met only if citizens enjoy the benefits of an extended and improved common school.

The 1950 conference's evaluation

The Commission on Life Adjustment Education for Youth attempted to stimulate school staffs to translate into practice principles set forth in such publications as *Vocational Education in the Years Ahead* and *Education for All American Youth*. It assumed that there was professional "know-how" to enable most school staffs greatly to improve their services to youth. It had confidence that better "know-how" would result if great numbers of school staffs cooperatively and systematically endeavored to improve their educational programs.

Participants in the October 1950 conference at Chicago approved the Commission's general plan. In most States professional workers had felt the stimulus of the Commission's activities and had profited from the experience of coworkers in other States. State committees and school staffs were pioneering in developing new insights into their jobs and new techniques for doing their jobs better. It was this "know-how" in which the participants were most deeply interested. Most of them thought that the first Commission on Life Adjustment Education for Youth had done well in organizing and publicizing its objectives; they thought that the second Commission should devote its major energies to the identifying and describing of procedures of proved worth for achieving Commission objectives. The specific recommendations of the conference participants follow.

Recommendations of the 1950 conference
(Approved at the general session on Wednesday afternoon, Oct. 18, 1950)

This Conference goes on record in appreciation of the far-reaching, significant, and history-making report of the Commission on Life Adjustment Education for Youth which was presented at this Conference.

The Conference wishes to express its appreciation for the fine cooperation and leadership of the United States Commissioner of Education and for his assistance in providing facilities, direction, and leadership in connection with this program; to the members of the Commission; and to the personnel of the Office of Education who have given of their time and effort in connection with the work of the Commission and the organization of the Conference. It is increasingly cognizant that members of the Conference appreciate the fine service rendered by Dr. Charles A. Prosser to the cause of education through his original introduction of a resolution which has popularly become known as the "Prosser Resolution," and which was the stimulus for the development of the life adjustment education program.

Your Committee on Resolutions has received reports from the various study groups, and from a digest of those reports we are presenting to the U. S. Commissioner of Education the following proposals as recommendations for future action.

Recommendation No. 1: That the excellent report of the Commission be accepted. It is further recommended that the report of this Commission as presented to the National Conference at Chicago, October 16–18, 1950, when edited and revised, be printed and distributed in accordance with the recommendations of the working groups as presented in their reports. Chapter III should be recast using the pattern of chapter IV. Names of States reporting should be omitted from chapter III but included in the appendix.

Limited free copies of the report should be distributed by the Office of Education. Wide distribution should be encouraged through the sale of copies to all interested schools and agencies.

Recommendation No. 2: That the members of the Commission on Life Adjustment Education for Youth, having served the 3 years for which they were appointed, be discharged with thanks and commendations for their excellent work.

Recommendation No. 3: That the U. S. Commissioner of Education appoint a new Commission for a period of 3 years to continue the study and to promote action programs for education of youth for life adjustment. The membership of this Commission should represent the organizations represented in the preceding Commission, with the addition of lay representation, a representative of teacher education, a representative of classroom teachers, and representatives of such other groups as the Commissioner may designate. The original organizations represented are as follows:

American Association of Junior Colleges
American Association of School Administrators
American Vocational Association
National Association of High-School Supervisors and Directors of Secondary Education
National Association of Secondary School Principals
National Association of State Directors for Vocational Education
National Catholic Welfare Conference
National Council of Chief State School Officers
National Education Association

Recommendation No. 4: That since the Commission is to be appointed by the Commissioner of Education, it is anticipated and expected that the Commission continue to operate under the auspices of the Office of Education. The U. S. Commissioner of Education is requested to assign professional personnel, representing both vocational and general education, to a continuing staff for the purpose of carrying on the work of the Commission.

Recommendation No. 5: That the function of the Commission shall be to promote action programs in all public and private secondary schools and to coordinate the efforts of all special interest groups in education toward providing better education for American youth.

Recommendation No. 6: That the Commission promote regional and national conferences during its tenure of office.

Recommendation No. 7: That the organization on the State level should function under the State department of education and/or some organized State educational authority, and should function through an advisory committee or committee representative of State professional education organizations, including classroom teachers,

industry, business, agriculture, labor, parents, and other interested lay groups.

Because life adjustment education deals with vocational and general education aims, the organization of working groups should include representatives of both groups. We also recommend that the future Commission be guided by the Statement of Purpose outlined by the National Conference on Life Adjustment Education in Chicago, 1947.

Recommendation No. 8: That the U. S. Commissioner of Education and the Commission be guided by the recommendations and suggestions presented by the working groups reporting at the 1950 Conference.

Recommendation No. 9: That commendation and thanks be extended to Dr. George Reavis, Field Enterprises, Inc., for his cooperation in providing the secretarial staff for the Conference. We also express the appreciation of this Conference to the Sherman Hotel for close cooperation with the Conference Committee in providing facilities for the Conference.[8]

[8] *Report of the National Conference on Life Adjustment Education, Chicago, Ill., Oct. 16–18, 1950.* Federal Security Agency, Office of Education, Washington 25, D. C., p. 21, 22.

Chapter 3

State Programs of Life Adjustment Education

For the past 2 decades, both at high-school and college levels, there has been an increasing effort to reorganize curriculum to serve the common needs of all students. Just before the opening of World War II, the findings of the Eight-Year Study were reported and the way seemed prepared for some needed changes in American secondary education. The pressures which came with the war, however, brought a halt to most curriculum improvement efforts. Many teachers were drawn away from the school and those who remained were busy with extra duties in community service and in national defense. The Armed Forces demanded more emphasis on physical fitness, more time for mathematics and the physical sciences, and for orientation to their programs. Consequently, educators postponed coming to grips with problems which they knew they must solve if school programs were to serve all youth.

Since the end of World War II the number of State-wide programs of curriculum revision has increased. The enthusiastic reception given the Prosser Resolution with the resulting Life Adjustment Education movement is an aspect of a general resurgence of interest in improving curriculum.

As stated in Chapter II, the Commission agreed that in promoting an improved educational program it would function at the State level only in cooperation with State departments of education. Each State department was requested to appoint or designate a State committee which would help in getting programs of life adjustment education under way. By July 1950, 20 States had appointed new committees or designated existing committees to cooperate with the national Commission. The Commission has not been concerned about the use of the term "life adjustment" and has been eager to recognize and encourage all worthwhile curriculum developments.

The activities reported in this chapter came from States that have organizations to promote "education for life adjustment" and also from

other States carrying on curriculum revision. No material has been included without the expressed approval of the State department of education.

State organization for life adjustment education

Types of State organizations.—States have chosen different means to carry out the suggestions of the Commission that each State appoint or designate a committee to encourage education for all American youth. Some have set up commissions on life adjustment education, others have State steering committees, others have designated State life adjustment education committees, while still others have had State curriculum committees assume the responsibilities that would belong to a commission or committee on life adjustment education.

Personnel of State groups.—The size of the State committees varies widely. Not all States indicated the size of their committee but, for those reporting, the membership varied from 7 to 34, with a larger number having committees of 12 to 15 members.

For the most part, committees are made up of educators, though some include lay representation. There was indication that States are attempting to have their committees representative of the groups affected by their programs and, as would be expected, the type of personnel included varies widely. The State reporting the largest commission—34 members—is organized into policy-making and executive committees. This commission includes representatives of institutions of higher education, the office of the State superintendent of public instruction, the State board for vocational education, the accrediting agency of the State, the city superintendents of schools, the secondary school principals, the parent-teacher association, the State home economics association, the parochial schools, and many other groups.

In another State, the commission includes representatives from city and county school systems, colleges and universities, the State board of education, the parent-teacher association, the association of school boards, the State teachers association, and vocational education.

One State life adjustment program was launched as a secondary school curriculum program. It is sponsored by the State department of public instruction in cooperation with colleges and universities, the secondary school principals association, and a large number of lay and professional groups.

One State, when initiating the readjustment program in high schools, organized two committees at the State level. The first, the Citizens Council on the Readjustment of Secondary Education, is comprised of outstanding laymen who are interested in education. The 19 members of this council were chosen to represent no individual organizations or special groups, but the people as a whole. The second group, the Professional

Advisory Committee, consists of school and college authorities who are close to the problems to be studied.

In a State which has been active since the war in curriculum endeavors on a State-wide basis there is a cooperative Educational Planning Council. This is an over-all coordinating committee for the activities of the following five groups: (1) The Educational Policies Committee, an advisory group representing professional and lay organizations; (2) the Teacher Education and Certification Committee; (3) the Administration Committee, a professional education group charged with the responsibility of proposing programs for school improvement; (4) the Youth Committee, which advises with other committees on the development of programs and may initiate studies concerned with in-school and out-of-school youth; (5) the Curriculum Guiding Committee which coordinates the activities of teachers as they study and revise curricular materials on all levels and in all subject areas.

Purposes of State groups.—All State groups are committed to work on ways and means of providing educational programs planned to meet the individual needs of all the pupils attending our schools. In each State, however, specific purposes are variously stated. One commission has a threefold function as follows:

1. To help establish over-all policies for the development of a State program of life adjustment education.
2. To help arouse interest and obtain the support of leaders in professional and civic organizations and in the legislature for an orientation of secondary education to meet the life needs of youth.
3. To help identify cooperating schools.

The State department of education may designate other responsibilities to be carried out by this commission alone or to be shared with others.

Another State committee adopted the following principles which serve as guides for activities:

1. That each pupil is endowed with an individual pattern of physical, mental, and emotional characteristics upon which any program must be based for the best development and adjustment of the individual.
2. That development and adjustment are continuous through life; therefore, a program for youth should begin not later than when the school enrolls the pupil and should continue through the school years and as much longer as facilities of the school permit.
3. That in a democratic society every individual is entitled to equal opportunities for development of those potentialities with which he has been endowed, consistent with the greatest good to himself and benefit to society.
4. That a program for life adjustment should include provisions for the various areas indicated in the National Association of Second-

ary School Principals' list of the Ten Imperative Needs of Youth.

5. That provision of the standard guidance services for pupils and development of an organized guidance program throughout the school are basic to the provision of education for life adjustment.

The purpose of one State curriculum commission that is assuming responsibility for life adjustment education is to advise the State superintendent of schools in all matters pertaining to the curriculum of the elementary and secondary schools.

Activities in States

As would be anticipated, States reported a wide variety of activities being carried on to promote education for life adjustment. These included workshops, meetings, conferences, study and discussion groups, surveys, consultant service, publications, and adjusting college entrance requirements.

Workshops.—In one State in the summer of 1950, a 5-week workshop for teachers and administrators in life adjustment education was held at the State university. It was sponsored jointly by the colleges of education and the vocational division of the State department of education. During the workshop, participants were given an opportunity to develop resource units, course outlines, and other teaching material. Emphasis was placed on making all materials of practical value to the individual or to his school.

There were held in one State during 1948–49, 10 workshops on the theme "Life Adjustment—How Can the Secondary Schools Better Meet the Needs of Adolescents?" Schools were dismissed for from 3 to 4 days so that teachers could attend full time, and 375 teachers from 24 high schools participated. In 1949–50, 5 workshops involving 11 high schools and at least 120 teachers used similar themes. The State personnel believe the workshops were successful in stimulating the interest of teachers and citizens in education for life adjustment and in focusing increased attention on the needs of modern youth.

Other States reported 2- and 3-day life adjustment workshops attended by teachers and administrators. In one State, the State steering committee joined the State curriculum coordination committee in sponsoring a life adjustment work conference. The conference report includes recommendations for future curriculum development efforts by secondary schools of the State. One State held work conferences on life adjustment education in seven colleges.

Still another State held a workshop for principals and teachers jointly sponsored by the State department of education and the extension division of the State university. School teams, including both administrators and teachers participated. For example, from one high school, the principal and six members of his faculty attended fulltime at district

expense. One county seat sent curriculum workers from three of the four high schools and the county superintendent of schools. Large cities also sent delegations so that the metropolitan areas might keep abreast of the rapid progress taking place in the schools of rural and smaller urban communities. In addition to furnishing the workshop director and consultant services from many bureaus, the division of instruction of this State department of education set up a committee to translate the findings and recommendations of this life adjustment education workshop into a handbook for principals and curriculum workers. This manual was designed, in accordance with principles familiar to workers in the fields of distributive and trade and industrial education, to help a leader work with his faculty in making a study of students and of community resources for education.

Another State held county workshops for periods of 3 weeks, using consultant help from the State department of education, teacher-education institutions, and other sources. During the past 5 years, almost every county has had at least one workshop, and many have had two or more. Workshops have also been held on a college campus for total faculty groups from one or more schools.

Curriculum workshops have been held for interested teachers at several teacher-education institutions in one State. Many curriculum bulletins and teacher aids have been developed and published. Among them are a study guide, *The Task of the School*, for use by professional and lay groups and for local teachers in curriculum building. The one on the junior high-school level describes the characteristics of youth which are related to their growth and societal situations of special importance to youth. For each of these characteristics and situations, there is described in detail the tasks the pupil faces or what the pupil needs and what the school can do. The bulletin includes the basic facts which should serve as the foundation for local curriculum building.

Meetings.—A number of States indicated that life adjustment education had been given attention in educational meetings. One State reported that approximately 6,200 teachers and administrators from 29 countries have attended 23 county meetings. In another, at 3 different State-wide meetings of school administrators the State committee arranged for presentation of life adjustment objectives and practices. Meetings of secondary school principals in one State centered on problems and plans for action in line with the goals of life adjustment education.

Two States indicated that in-service meetings for principals and teachers were used successfully. Other States reported that State meetings of professional groups, such as the State Education Association and the Secondary School Principals Association, have emphasized improvement of secondary school programs in their meetings.

The commission in one State prepared a mimeographed statement entitled *Life Adjustment Education for Every Youth*. This statement was distributed at a State life adjustment education conference of school administrators and at regional meetings held in eight cities. These regional meetings were conducted by five members of the State commission and were attended by teachers, administrators, and other interested people in the respective regions.

Conferences.—A number of State committees were responsible for stimulating conferences dealing with programs of education for life adjustment. In one State a 2-day conference was held for principals and superintendents who were unable to attend a longer workshop. This group considered means of launching a program of life adjustment education in their schools. Another State reported holding conferences at State institutions of higher learning. These were devoted to improvement of elementary and secondary education. Three other States reported conferences on education for life adjustment. Two of these were for administrators and the third for administrators and teachers.

During the summer of 1950 one State engaged in curriculum study sponsored work conferences on life adjustment education in seven colleges of the State. In this State, the homemaking division of the State board for vocational education conducted in-service training conferences in 12 geographical areas. These conferences resulted in a number of strong in-service training programs in local communities.

Curriculum conferences in nine districts are held semiannually in one State. These involve approximately 2,800 participants. Through these and a series of group discussion conferences, this State is promoting education for life adjustment.

Another State conducts several types of conferences aimed at instructional improvement. There is an annual conference in January, for supervisors only, with 1 day planned for cooperative work with county superintendents. Annual leadership conferences are held for 3 weeks in the summer. These are attended by county and State supervisors and the teachers and administrators they have invited. Regional conferences, 1 or 2 days in length, are devoted to the discussion of a limited number of current and pertinent problems.

Study and discussion groups.—In one State, administrators have concentrated their professional study on the secondary school. They have based their study on publications dealing with various aspects of education for life adjustment. In this same State some of the large city systems have conducted in-service training programs for principals concerned with the development of educational programs to meet the real life needs of youth. They also have emphasized the improvement of secondary schools in annual meetings of the Secondary School Principals Association and the State Education Association, as well as in regional study groups.

One State reported that local, county, and State discussion groups of administrators, teachers, and lay people have been used to get active participation in a cooperative plan of curriculum development.

In a seminar on life adjustment education at one State university members prepared checklists to be used by local schools in determining the extent to which their programs are meeting the needs of youth.

Surveys and studies.—The concern for improving educational programs has stimulated surveys of various types. In one State a number of school districts made extensive surveys of youth and their occupational opportunities. One of these included analyses of the reading habits of the students; their movie, radio, and television practices; family and health backgrounds; and their vocational goals. In one city the junior high school teachers have learned from their pupils what they regard as their personal, school, and home concerns, and in more than a score of school districts intensive studies of causes of drop-outs are in progress.

One State reported a State-wide *Inquiry on Student Needs* to determine what students themselves think about their problems. Data from almost 5,000 such local studies have been tabulated. The use by school faculties of fact-finding activities concerning drop-outs, community needs, and resources and beliefs about modern teaching methods is suggested as bases for local programs.

In another State every school is being urged to participate in a study of drop-outs. The main purpose in making this State-wide survey is to encourage local schools to analyze their own problems. At the same time a study will be made of pupils currently enrolled to determine factors that make for satisfaction or dissatisfaction with school experiences.

One State has stimulated four basic studies in local high schools. A holding power study was conducted in 76 representative schools, a study of hidden tuition costs in 79, one on the extent and character of pupil participation in extra class activities in 13, and a fourth on the adequacy of available guidance services in 96 schools. Follow-up studies are being conducted in 97 schools.

Another State commission will make available to school staffs survey and questionnaire forms that may be used in local situations to collect data relative to local needs. Schools are encouraged to collect data on work opportunities, hidden tuition costs, graduates, and evaluation procedures.

Pilot or cooperating schools.—Some States carried out the suggestion of the commission and selected pilot or cooperating schools willing to make systematic efforts to improve curriculum programs. The number of such schools in a State varies from 1 to more than 40. In all States consultant service is made available to local schools to assist in setting up and carrying on these programs. Brief descriptions of the programs in some of the States follow:

Three selected schools are carrying on experimental programs with consultant services from the State department of eduaction and the State university. One of the experimental programs involves 5 blocks of 7 weeks each during the school year. The pupils and teachers use a block of time for each course and complete one course before undertaking another. The experimental programs will be evaluated at the end of the first year.

In a second State, 8 pilot or cooperating schools have been selected and representatives of these schools have met periodically with members of the State commission to plan basic studies. Follow-up studies of graduates and school-leavers are being carried on in the selected schools. In 37 schools, a checklist of 70 items was used to provide an inventory of youth interests. The results were published and made available to all schools in the State, particularly those interested in education for life adjustment.

During the summer of 1949, four schools in still another State started experimental year-round programs under the sponsorship of the State department of education. Regular teachers were employed on a 12-month basis to conduct a community-centered program for children, youth, and adults. Each school surveyed needs and then planned its own program with the aid of community leaders and representatives of the State department of education. Recreation was a common element in all four programs for both youth and adults. A special attempt was made to help youth overcome weaknesses in the tool subjects and to stress arts and crafts. For adults there were emphases on health and sanitation, nutrition and diet, the canning and processing of vegetables and meats, and soil conservation. The regular teachers were aided by county agents, home demonstration agents, nurses, soil conservation experts, and representatives of the State forestry commission. Leaders believe that these community-centered activities in the schools are helping to raise the level of living.

Thirteen pilot schools in one State were selected out of 80 which submitted applications. These schools undertook definite projects in curriculum experimentation dealing with problems about which they felt most concerned. Only specific and significant projects were approved by the steering committee. In October 1949, about 50 representatives of these 13 schools met at one of the State teachers colleges in general and group sessions. In May 1950, a second conference was held to consider the question, How can we know what we have accomplished? These 13 schools have received much help from laymen in setting up goals to be achieved and in judging outcomes. Laymen have attended both conferences. All pilot schools have kept in close touch with the State department of education. The State teachers colleges and the State university also have provided consultant service. Eventually,

accounts of these experiments will be published, showing the purposes, procedures, and results.

In another State two types of cooperating schools are recognized—those engaged in across-the-board projects for curriculum development and those working on selected aspects of the curriculum. The nine schools chosen for across-the-board curriculum study were selected from 100 applications. All schools applying were visited by the State staff. In the same State 42 selected school systems are attempting to improve the curriculum through 78 carefully planned projects. Teams of consultants from colleges, universities, the State education department, and other high schools are aiding the local school staffs. The projects are concerned with the improvement of existing courses, with enrichment in broad fields, with the development of common learnings courses, and with projects which cut across subject-matter lines. The unit of work is the local school, and no project is undertaken without the formal approval of the board of education. A project usually begins with an attempt to build consensus through opinion polls of pupils, teachers, and parents.

Consultant service.—All State groups seem to have recognized the importance of providing consultant service to help assure sound development of programs. Sources of consultant service are colleges, universities, State departments of education, and cooperating high schools. One State reported having teams of consultants assigned to selected school systems working on curriculum improvement.

Several reports mentioned having difficulty in financing consultant service. Colleges, insofar as their budgets permitted, were willing to furnish help at no cost to schools. Some States are seeking funds from foundations to help support their activities.

In developing its program one State has set up a plan for providing schools with special assistance when they request it. Available help includes consultants and specialists from the State department, from other institutions and agencies such as universities, State boards of health, and public schools, and from out-of-State sources such as the U. S. Office of Education and universities.

Publications.—Reports indicate great differences in the extent to which States have placed emphasis on written materials as a means of encouraging and developing life adjustment education programs. In some States a large amount and a variety of types of material have been produced; others did not mention publications in their reports. A few representative types of material are described below.

Several States reported preparing bibliographies to help school people understand education for life adjustment and plan programs in keeping with life adjustment education goals. Other publications have explained life adjustment education and have given suggestions for developing local programs to attain life adjustment goals.

One State prepared a series of guides to assist the elementary schools in the development of programs because the program for life adjustment really begins in the elementary grades. Other States have prepared guides to assist in curriculum improvement on the secondary school level. These publications fall into two groups—those dealing with ways of working and those concerned with particular curriculum areas. One example of the first type is a bulletin called *Planning and Working Together.* Another is called *Curriculum Improvement by a High-School Faculty.* It presents suggestions for the organization of local faculty workshops: (1) To plan better for the personal needs of youth and for the needs of society, and (2) to put into practice modern knowledge of what learning is and how it may best be stimulated.

Examples of publications dealing with particular areas of the curriculum include guides for curriculum improvement in the fields of agriculture, guidance, home economics, industrial arts, language arts, mathematics, physical education, science, and social studies.

A manual, *Educating for Citizenship,* was published in one State. It describes practices which have been effective in educating for citizenship in hundreds of schools in the State, and it was based on a State-wide study and survey of good practices. The committee preparing this material included 20 professional workers representing subject-matter areas in high schools and elementary education. The manual emphasizes the fact that good citizenship is one result of an effective program of life adjustment education.

Another publication challenges prevailing patterns of curriculum organization and scheduling. It includes sections on guidance and each of six major areas in education. Most of the secondary school faculties in this State have seriously considered issues and problems raised in the bulletin, and many schools have planned the year's teachers' meetings around them.

One State reports that publications are designed to furnish information, to encourage personal or professional improvement, or to serve as an incentive for group thinking. Some publications are prepared by the State department of education staff, but usually they result from the cooperative work of groups of teachers, administrators, and specialists.

Adjusting college-entrance requirements.—College-entrance requirements have long been recognized as one obstacle to readjustments in secondary school programs. Two States reported work on this problem. In one, a committee had recommended that five criteria be used as bases for admitting students to general college. These are:

1. Score on a scholastic aptitude test
2. Score on a test of critical reading
3. Score on a test of writing skill
4. Score on a simple mathematical test

5. Evidence that the student has an intellectual interest and effective study habits as shown by at least 2 years of work in one field in high school in which his grades were better than average.

The report of the committee has been approved by the State steering committee which has appointed a committee to work with secondary schools and colleges to implement these proposals for admission to college.

In the second State, 121 high schools and 38 colleges and universities in the State have signed a secondary school-college agreement. The colleges agree to disregard the pattern of subjects of high-school graduates who are recommended for college entrance by the member schools. The high schools agree to improve their guidance procedures and to carry on continuous efforts to improve curriculum programs. This effort removes what is generally considered a major obstacle to curriculum change in high schools. Regional or area associations of "agreement schools and colleges" have been formed and workshops have been carried on for member schools in each area. Four of these associations now publish regional newsletters. Curriculum leaders in the State believe that the cooperating high schools and the colleges are using their freedom to good advantage.

Life adjustment education in Catholic schools

Catholic educators have used both the diocese and the religious community as avenues of systematic approach to life adjustment education. There are 122 dioceses in the United States, each under the educational leadership of a priest who is the diocesan superintendent of schools. There are several hundred communities of Sisters, Brothers, and priests, each under the educational leadership of a community supervisor of schools.

During the year 1949–50, five dioceses systematically studied their curricula with a view to reorganizing in the light of life adjustment education principles. In one of these there is a continuing effort to develop programs especially suited to rural areas. In another, programs of education in Christian family living have been planned for all schools in the diocese. In two other dioceses, meetings were held to alert principals to the life adjustment education movement. Five dioceses have appointed committees to study problems and to plan for curriculum reorganization during 1950–51. Parts of the annual teachers' meetings in many dioceses will be devoted to life adjustment education during the coming school year.

In one archdiocese, staffs are developing programs of life adjustment education in 30 high schools with a total enrollment of more than 9,000 pupils. Each staff has been asked to provide the following information: (1) A list of all graduates and the courses they took during their 4 years in high school; (2) a list of graduates who attended college and the college attended by each; and (3) descriptive statements concerning the economic conditions in the areas from which the students come. An analysis of

these data is expected to provide clues to general curriculum changes which should be encouraged. High-school teachers have been organized into committees based on subject-matter areas, and additional groups have been organized for guidance and administration. The program for the annual meeting of this archdiocese will deal with life adjustment education.

During the past year, the community of Sisters of Charity has systematically studied the improvement of the curricula of 25 high schools for which they provide staff. The schools were organized into five regional groups for coordinated effort, but each individual school was considered the basic unit of work and members of each staff were set to work studying their own pupils and their own community. Although the school year 1949–50 has been largely one of in-service education of teachers, such cooperative study has led to some changes even during this year. In each region there was an orientation meeting at the beginning of the year and a work conference in the late spring. At these conferences the regional coordinators reported, for each school, findings with respect to youth and community needs. Work groups suggested next steps to follow these studies. Both meetings were attended by all high-school teachers and by large numbers of elementary school teachers. Diocesan superintendents attended the second meeting in each region and it was apparent that the work of the community may be helpful in diocesan programs.

Each month during the school year, the Sisters of Charity in one community issued a Christian life adjustment education resource bulletin which included bibliographies of magazine articles and speeches, and brief accounts of national and regional life adjustment education conferences. There were also descriptions of activities in specific schools and listings of materials to be used in studying youth and the community. This group expects to develop resource units to aid local teachers in formulating guidance procedures and evaluative instruments. Materials are produced during regional work conferences.

Probably more than any other movement in American education, life adjustment education has enlisted Catholic educators and public-school educators in a common cause. The earnest and interested participatio has been mutually beneficial.

Curriculum study programs

A number of States had on-going programs of curriculum revision when the Prosser Resolution was passed. Brief descriptions are given of activities in some of these States. In every case, the basic goal of such programs is improved education for all American youth.

One State reports the formulation of a 5-year plan for curriculum work. A curriculum staff has been organized and the program has been dis-

cussed extensively throughout the State. Liaison committees have been selected in approximately 150 cities and counties. At the end of the 5-year period, it is anticipated that the basic committee work will be completed, that curriculum guides will be ready for trial use, and that local programs will be so well organized that they can continue with a minimum of outside help.

In another State the members of the State life adjustment commission agreed at their first meeting that their work should be closely coordinated with the secondary school curriculum program. This program has been developing since 1944. It is designed to engage the active participation of administrators, teachers, and lay people in a cooperative plan of curriculum improvement. There have been local, county, and State discussion groups. Committees have been at work in the fields of language, science, social studies, physical education and health, practical arts, mathematics, English, guidance, and extra class activities. Materials are tried out in selected schools before being published in manuals for State-wide use.

One State has been promoting curriculum study in high schools throughout the State since 1941. The purpose is to help high-school staffs deal with their own problems. Twenty-three reports of research projects and other publications have been mailed to all schools in the State, and it is estimated that 175 high schools are at work on programs for curriculum improvement. Each of 22 institutions of higher education in the State has agreed to provide consultative service equal to one-fifth of one typical college instructor's load. For 2 years this study received financial assistance from a foundation. Since then the study has been financed by membership fees paid by member high schools.

Another State study initiated in 1937 has involved the voluntary effort of approximately 4,000 people. The State department of education does not publish courses of study for either elementary or secondary schools, but places responsibility for curriculum development upon local schools and communities. A State committee on secondary education has published some materials, but it has not emphasized publications. Instead, it has promoted workshops and conferences where educators from different localities could build common understandings and exchange experiences. The committee has also emphasized the importance of interpreting new programs to parents and pupils, and to teachers not involved in these programs.

In this same State, particularly in junior high school grades, the compartmentalization of subjects has been reduced through the development of core courses, unified studies, and general education courses. In such courses, English is usually combined with social studies, but sometimes arithmetic, science, and health also are included. The objectives sought through core courses are improved democratic living and emphasis upon

the study of the individual pupil and his needs rather than the mere combining of subject-matter areas.

In 1945 the legislature of one State authorized the development of a 12-grade system uniformly throughout the State. Previously only one city and three counties had 12 grades. This authorization necessitated the rethinking of the total program, its scope and sequence. The State superintendent of schools initiated the movement by appointing an exploratory committee which included superintendents, supervisors, principals, and teachers. This committee prepared an over-all framework for the curriculum program which was presented in a chart, *The Individual and His Educational Program*. This chart became the basis for the first State curriculum workshop, which was held at a State teachers college in the summer of 1945. From this workshop came a series of bulletins, some of them devoted to the sequences of experiences in the various subject fields. The most significant ones, however, were devoted to experimental practices and new points of emphasis. These prepared the way in 1946 for a workshop devoted chiefly to the development of resource units for use in a core program in the junior high school.

In the school year following the 1946 workshop, 60 selected teachers, representing various sections of the State and many grade levels, attempted to create in their own school situations programs which conformed to the specifications agreed upon in the workshops. These stated that each program should (*a*) be based on group and personal needs; (*b*) be diagnostic and individual; (*c*) be a doing or practical program; (*d*) be shared by all concerned; (*e*) involve facts and skills functionally; and (*f*) employ evaluation throughout. The teachers during the year worked in such areas as safety, recreation, consumer education, resource use education. In the summer of 1947, they met in a workshop and prepared detailed reports of their experiences. These reports were distributed widely throughout the State. Since 1947, the program has been carried forward in county workshops which can be attended by a maximum number of teachers. Although no attempt has been made to develop projects in particular subject areas, the total general program covers the fields of health, safety, leisure time, consumer needs, salable skills, basic social values, and home and family living.

The State department of education assumes coordinating responsibilities for the program, and has furthered it by scheduling a midwinter conference of supervisors from all the counties and by holding a spring educational conference for both supervisors and administrators. In the last 2 years the spring conference has been devoted to the development of ways and means of evaluating the achievement of important goals. The evaluative instruments which are emerging from the cooperative efforts of school people throughout the State, supplemented by the State testing

program, will be one of the major means used for keeping the program moving in all the counties of the State.

Liberal appropriations from the State legislature and the leadership of the State department of public instruction have stimulated all of the subject groups in one State to become engaged in curriculum activities to meet the life needs of youth. Subject committees have been organized in each of the nine areas of the State education association. The chairmen of these committees meet monthly and after each session hold meetings in local areas. This activity will result in the production of manuals for teachers in six subject-matter areas. The committees have used life adjustment education and the imperative needs of youth as the basis for a Statewide program. Numerous State and local life adjustment curriculum conferences have been held.

This program is characterized by wide participation in the preparation and try-out of materials for the new course-of-study manuals. Four types of local participation are now practiced: (1) Contributing written materials and ideas for the State bulletins; (2) trying out and reporting on ways to better teaching; (3) organizing and reporting on related learning activities; and (4) developing and reporting on experience units.

Thus through a fourfold type of activity—production of State bulletins involving "grass-roots" participation, semiannual area curriculum conferences, local curriculum conferences, and local faculty workshops, and the annual conferences of the secondary school principals—the program of life adjustment education in the State moves forward.

One State initiated its program for readjustment of high-school education by setting up two separate but complementary committees. The first includes outstanding laymen who are interested in education, and the second consists of school and college authorities close to the educational problems to be studied. A coordinating staff has been provided in the State education department. The citizens' committee discusses, studies, and evaluates pertinent data and procedures, and advises the State education department and other school authorities on desirable courses of action. Members of this committee also interpret what kind of high-school services the people want, and they have been active in studying the whole field of secondary education in the light of present-day living. The professional committee's task is to supply the State Education Department with needed technical information, and to suggest possible solutions for educational problems. These committees hope that similar groups of representative laymen and professional educators will develop in communities throughout the State.

The professional advisory committee suggested 10 problem areas for consideration by local schools. These are guidance, basic skills, common learnings, elective offerings, work experience and cooperative education, industrial arts and home economics, vocational education, community

resources, education in citizenship, and administration and supervision. The citizens' council, agreeing with these suggestions, urged also that greater attention be given to economic understanding, that work experience be made a part of general education of all youth as well as a part of vocational education, and that extracurricular or extraclass activities should be included because of the important values inherent in them.

To bring the readjustment program to the attention of school people throughout the State the coordinator's office in the State Education Department cooperated with the State Association of Secondary School Principals in holding 15 regional meetings. At these the background of the program and the plan of action was presented. Three State-wide studies have been outlined—one on holding power of the school, one on hidden tuition costs, and a 5-year study on readjustments to the needs of youth.

A procedure has been set up for schools to register local projects so that the resources of the high schools and of the State education department may be used to best advantage. As a part of the State education department service, a series of conference-clinics on the problem area of the basic skills is being planned under the immediate leadership of the division of elementary education. It is anticipated that a number of workshops directed toward the readjustment of high-school education will be initiated by other divisions. The coordinator of the readjustment program is arranging for a series of district conferences throughout the State between high-school principals and the staff of the division of examinations and testing. These conferences will include a discussion of services which the State department can make available to assist in the evaluation of pupil learning and pupil guidance.

The State gives three reasons for giving emphasis at this time to readjustment of secondary education: (1) There are some problems that have existed for years and that secondary educators have had to postpone solving; (2) there is recognition that many changes in secondary education cannot be uniformly prescribed, that they must necessarily differ with local needs; (3) it is realized today that to be effective any important changes in the school program should be made with the knowledge and help of the community. The present program makes available to local groups expert assistance, facilities, and research materials. It also provides that committees of educators and of laymen work together toward common goals.

Teacher education

Few States reported specifically on the implications of life adjustment education for teacher education. There were indications, however, that States recognize the necessity for giving attention to this aspect of the program. For example, one State reported having a teacher-education and certification committee. In another, the State commission for life

adjustment education asked the commissioner of education to name a State teacher-education committee.

One State reported the conviction that the adoption by the State board of education of a new teacher-education program leading to a general certificate would be a major contribution to life adjustment education in the years to come. Emphasis will be placed upon "knowing children" as well as knowing subject-matter content and teaching methods. This plan for general certification was recommended to the State board of education after three and a half years of study by a teacher-education committee.

Some publications have emphasized teacher education. One bulletin devoted primarily to the stimulation of life adjustment education in local schools has a section on training teachers. Similar materials are found in other State publications. These show a growing realization of the fact that if States are to develop programs for life adjustment education they also must develop pre-service and in-service teacher-education programs to give teachers needed training.

Conclusion

Some common characteristics of programs.—There are variations in the State curriculum programs and in other activities of State groups described in the preceding pages, but they also have numerous common characteristics. In some States committees have been at work for many years; in others they are just getting started. Some States have adequate appropriations for staffs, publications, and other services; in others appropriations are negligible. Some States are working at all levels—elementary, high-school, college; in others the major emphasis is on the high-school program. Some significant common characteristics of the programs are:

1. The aim is to serve all youth through the school program. The high school is in the process of becoming a common school just as the elementary school is.
2. The significant unit of operation is the local school. No longer are experts attempting to write courses of study. Each school is being encouraged to develop its own program.
3. Local staffs are being encouraged to gather facts about their own situations as a basis for making changes. They are being encouraged to study both the needs of youth and the needs of society.
4. Consultant services are being made available to local school staffs. These services may come from State departments of education, other governmental agencies, teacher-education institutions, other schools, or from a combination of these sources.
5. Opportunities for communication and exchange of experiences are provided through workshops, conferences, and other group meet-

ings. Workshops are planned to develop skills which can be used in working with pupils and with others concerned with the school program.

6. Educators are enlisting the active interest of laymen in curriculum planning—making basic studies, determining goals, and devising ways of using local resources. This may be seen not only in the organization of advisory lay committees, but also in the representation of laymen on basic planning or steering committees.

Chapter 4

Some Highlights in Local School Programs

The Commission on Life Adjustment Education for Youth was not appointed primarily to devise new means for meeting the needs of youth; rather it was charged with the responsibility of stimulating a greater and more general use of means already known for meeting these needs. Hence, a gratifying result of the Commission's efforts has been the increased number of schools reporting activities consonant with the guiding principles of life adjustment education.

Although many schools have reported accomplishments in adapting programs to the needs of youth, some schools have made only limited or segmented changes because of peculiar local conditions and circumstances. In other instances changes which resulted involved total school practices and all or a majority of the areas of learning.

That a variety of approaches would be used in improving local school practices was anticipated by the Commission, and early efforts were made to avoid standard curricula or administrative patterns. In working with State departments of education and State committees on life adjustment education, the Commission was interested in stimulating programs which adequately meet the needs of pupils now in school. Even more it was concerned with youth who drop out of school because their educational needs are not being met.

Although some persons interpreted the initial work of the Commission as centered primarily in the rewriting of courses of study, one of the major concerns has been to place such efforts in proper perspective. Continuous improvement of educational programs is necessary if schools are to develop effective education for life adjustment. Many excellent plans and programs have been unsuccessful because of poor working relationships among pupils, teachers, parents, administrators, and the lay public. In other instances much activity was unproductive and ended in failure

because the goals to be achieved were not clear or implementation was hampered by administrative procedures, necessary physical facilities were lacking, or the professional education of teachers had been neglected. Course-of-study revision at best, is a limited approach to a problem of many facets. Too often it has failed to regard the school as a social unit operating within a larger social setting. Course-of-study revision may overlook the fundamental importance of the school's contribution to improved living and place undue emphasis on mastery of subject matter, accumulation of credits, and other traditional goals.

Schools and communities which have viewed the problems of living, and hence those of life adjustment education, as essentially problems in human relations have, without minimizing the importance of subject-matter content, shifted to the larger considerations of underlying human motivations.

The aim of life adjustment education is to develop an individual who achieves reasonable compromises between his own aspiration, attainment, and happiness and the welfare of society as a whole. The realization of this goal involves planning which takes into account each individual pupil. Basic is a detailed study of each pupil to provide working material for both teacher *and* pupil. Basic also is a knowledge of society which acquaints the pupil with his opportunities and obligations. Again teacher and pupil must share this information.

For years some leaders have been working to bring about school reorganization in the direction of life adjustment education. Under such leadership, many schools have progressed a long way toward the development of educational services useful to each pupil and to the enrichment of his daily living.

The highlights of developments in local schools included in this chapter were selected from materials collected by the Commission on Life Adjustment Education. Since this is a summary report detailed descriptions of local school programs are not included. Local school practices are described in general terms and as briefly as possible. In the section on curriculum changes, practices are described as they relate to *citizenship*, *home and family living*, and *work*. These are the major areas of living and adjustment which have been emphasized by the Commission. They encompass other areas, such as guidance, self-realization, the use of leisure, health and safety, consumer education, and ethical and moral living. The Commission could have stressed these areas more overtly, but it held that they were inherent in education for useful work, good citizenship, and effective home membership. Throughout this chapter there is ample evidence to maintain this point of view. Some of the activities described in relation to worthy home membership could have been related to health; some of those described in relation to citizenship could have been related to self-realization and leisure time; some of those described in relation to

work could have been related to ethical and moral living or to consumer education.

Enthusiasts for certain goals or for some of the means for reaching all goals may be disappointed because of the inadequate treatment of their particular interests. Comparatively little attention is given *per se*, for example, to health or to guidance or to the language arts. There are two explanations of this apparent neglect of areas of unquestioned importance. In the first place, the Commission limited the number of its broad goals, in an effort to stimulate specialists to work together toward the attainment of these goals. The need for such cooperative activity is obvious. In the second place, even with such a limiting of goals, the task of reporting efforts to improve educational programs in the local schools of the Nation is one requiring more pages of space than were available for this report. The Commission hopes that improved reporting of more comprehensive local programs may be done by State and local committees.

Fact finding

Collecting data for administrative tasks and organizing them into reports is an old story with high-school principals. One area in which they have expanded their fact finding so that statistics could be used as a basis for improvements in the instructional program has been in relation to the data available on graduates who went on to college. At the end of the first semester, many college registrars send the grades of midyear freshmen to the high schools from which the pupils have been graduated. A compilation of registrar reports tells the principal how many of his graduates have entered college and the academic successes and failures of their first semester.

Follow-up studies.—The growth of guidance programs has encouraged broader follow-up studies than those involving only pupils in the graduating class who entered college. If the work of the total school was to be appraised, a follow-up had to be made of all pupils—early school leavers as well as graduates. This type of longitudinal research is expensive and difficult to make. If the follow-up study is made 1 year after pupils leave school, it may reveal comparatively little in terms of what pupils eventually do. Many pupils do not find permanent employment within the first year; others withdraw from college and enter the labor force. Some schools report follow-up made 5 years after graduation or leaving school. These studies reveal a picture of employment, marriage, and residence, which is more stable than after 1 year out of high school. The incomes of former pupils, when interpreted in the framework of general incomes in the community, furnish some basis for estimating success. A report on job satisfaction, after a 5-year interval of work, provides the basis for judgments on the adjustment to work of high-school pupils. One school reports a follow-up of pupils after an interval of 25 years. This survey was made as a part of an anniversary program. Data from a report covering

the activities of pupils after a quarter of a century were of limited value for curriculum improvement, since the school curriculum evaluated was that of a much earlier date. However, the report was of value for tracing community trends and changes, particularly as it reflected an improvement in attitude toward the school.

Holding power studies.—The last 10 years have seen a change in emphasis in follow-up studies from concern with high-school graduates to concern for all youths in the community. Some studies are designed to discover the reasons for dropping out. Reports on drop-outs indicate various reasons: Low incomes of family, failures in school, poor health, lack of interest in school, lack of parental interest in education, demand for labor in the community, community indifference to education. In general, depth interviews by a person trained in interview techniques are better than a questionnaire. The reasons given by drop-outs for leaving school are frequently symptoms of causes rather than the causes themselves. In many cases, the drop-out may want to conceal his real reason for leaving school; in other cases, he may not be completely aware of it.

The holding power of a school is often judged by the number of pupils graduating compared with the number who originally entered the 9th grade. Particular emphasis in one school is given to studying summer drop-outs after the school term has started in the fall. If a school's holding power is low, an analysis should be made of the factors causing pupils to drop out of school, and, on the basis of this study, steps should be taken to improve holding power.

Facts about pupils.—Good teachers have always studied their pupils, and the guidance movement has served as an additional stimulus to the gathering of facts about pupils. In addition to data concerning health, scholastic aptitudes, and educational experiences, school staffs have studied home backgrounds, recreational interests, community experiences, occupational ambitions, and personal problems. The information serves as basic material for improved teaching and counseling. In an increasing number of schools, pupils confer with the same adviser throughout their school careers, and even afterward as long as they are making out-of-school adjustments in the same community.

Personal expenses of high-school pupils.—One cause for dropping out of school is that low income families with a large number of children have difficulty meeting the expenses of keeping their boys and girls in school until graduation. The living costs of high-school pupils and the low incomes of families are not problems with which schools can deal directly. A third factor is the incidental expense involved in high-school attendance. These expenses include cost of books (in some States), materials for shopwork, school supplies, laboratory fees, and fees for extraclass activities. The total cost to the pupil of these "hidden tuition costs" is poorly understood. Surveys reveal that such costs range from $75 to $175 per pupil

during a school year. Many schools have made surveys and interpreted the data in the light of the estimated family incomes of pupils. School policies have been changed in many communities. Many of the costs of extraclass activities may be assumed by the school as legitimate school expenses. In other cases the costs may be reduced without restricting the value of the activity.

Participation in extraclass activities.—Schools have made definite efforts to involve a maximum number of pupils in extraclass life. For at least a generation, many schools have encouraged active participation for all pupils. Many obstacles, such as a lack of trained leaders, the desire for winning teams, and the emphasis on contest-winning bands or choral groups made up of selected pupils, have kept some pupils out of these activities. Lack of facilities, restricted use of the school building, inability to staff the school during summer vacations have been other restrictions. Some recent surveys have attempted to answer the question: What are the socio-economic levels of the families of pupils who participate? In such surveys pupils are divided into three income groups: the highest one-third, the middle one-third, and the lowest one-third, and the number of pupils from each group who participate and the extent of their participation is learned and comparisons are made. In some schools approximately the same proportion participate from each income group. In other schools participation by those in the upper third is nine times as great as participation by those in the lowest third. In these instances answers to additional questions are needed:

Do the pupils from the lower income families work?
Are the extraclass programs too expensive?
Do the pupils from upper income groups "freeze out" the pupils from lower income groups?
Is the social pattern of the community stratified and does the stratification run through the school?

If the latter is the case, the pupils whose parents run the town may run the extraclass life of the school. Teachers and principals may be so much a part of the community pattern that they are unaware of the fact that such a pattern of selection exists.

Opinion polls.—Many school staffs have begun their curriculum investigations by submitting to pupils, teachers, and parents checklists for revealing attitudes toward the schools. In one State a central committee prepares a summary of these polls for each local school. Invariably there is a lively interest and discussion of the results. Teachers discover the areas in which parents agree and disagree with them in their attitudes toward the school. Often they find agreements which make good beginning points for curriculum change.

Fact-finding on school subjects.—Additional fact-finding studies which have been reported are:

1. A continuous study of the number of failures by school subjects.
2. A follow-up study of graduates and school leavers to find out what subjects former pupils believed had helped them most, what subjects had helped them least.
3. A follow-up study in which graduates and school leavers were asked what subjects they wish they had taken while they were in school.

Fact-finding in the community.—School programs should be influenced by community changes and in turn help to bring about needed change. Many communities have made community studies of problems which affect the life adjustment of high-school graduates and school leavers.

1. Employment opportunities are surveyed twice yearly by one large urban school system.
2. The planning of many school buildings has been preceded by surveys of job opportunities.
3. A rural community has studied the change in the size of farm units over a period of time and in the number of farm operations required.
4. In many communities studies have been made of recreational practices, health conditions and services, housing conditions, and the like.
5. Lay groups are asked to submit suggestions for school changes which are needed to meet new demands made on the community.

Summary.—Factual data are necessary before improved school programs can be planned. One of the most hopeful signs for future progress in secondary education is the large number of fact-finding studies which have been submitted to the Commission. Local leaders in education have gained confidence in their research techniques and are conducting their own studies instead of depending on research specialists to do the job. State departments of education and universities are assisting in writing manuals outlining the steps to be taken and the form of questionnaire to be used. Under the direction of a local director of research, teachers, counselors, laymen, and pupils are collecting data and organizing the data into useful form.

Fact-finding studies must be interpreted in order to be useful. Comparison of local results with results obtained in other communities aids the interpreter to discover problem areas. Comparison of local results with over-all national studies gives a measure of perspective.

But fact-finding should be used as a means to an end, not as an end in itself. If no plans are made after the facts are gathered and interpreted or if plans are not used to put into operation a school program to correct shortcomings revealed by the fact-finding, then the survey has been a sterile exercise.

Lay participation

Greatly stimulated by the National Citizens Commission for the Public Schools, many organized lay groups have demonstrated their ability to further the advancement of the Nation's schools. Others are seeking suggestions on how they can improve their own knowledge of schools and increase their effectiveness in working with school leaders, boards of education, and other community groups to improve the quality of local education.

Some communities are unaware of what is happening to their young people or of the new situations youth are likely to face because of changing social and economic forces. Nor are they sufficiently conscious of lacks in home, school, and community services young people are receiving. Many communities, though aware of some of the problems, have not developed the type of community relationships that bring into being new programs and coordinate existing services to make them helpful to all who need them. The development of services in each community to meet the basic employment and educational needs of all its young people is possible only through a strong public opinion, informed of the facts and aware of the dangers of inaction.

There are always those in a community who would do something to improve the environment for living and learning if they were challenged and encouraged to participate in constructive action programs. There are also school administrators and teachers who will take active roles in life-centered, community-school programs when they feel that their efforts are understood and that they have the cooperation of lay groups. Many phases of adjustment to modern problems of living, such as work, home and family living, and citizenship, cannot be cared for through school facilities and resources alone.

Sometimes schools are handicapped by local customs, traditions, and politics, and are dominated by pressure groups. Certainly school-community action involving active lay participation should channel through the legally constituted school authorities who in turn should welcome the leadership, encouragement, and support of interested citizens and lay organizations.

The best way to cause lay citizens to want better school programs is to involve them directly in the fact-finding, interpretation, planning, and evaluation that are essential if education is to be a cooperative community enterprise. In a number of communities, under the authority of the board of education, committees of educators and noneducators have studied the community, the physical plant, and the educational offerings. Although the recommendations of these committees have often involved increased financial expenditures to enrich and extend high-school programs, they usually have been accepted by the community because they were made by community leaders. Generally these lay activities have vital-

ized parent-teacher associations and focused their attention more directly on educational programs. Often they have stimulated the formation of community councils to coordinate health activities, recreational activities, or the activities of all youth-serving agencies.

Curriculum changes

There are many evidences of efforts to improve educational programs in secondary schools. New courses are being organized to meet the individual needs of larger numbers of youth and adults, and existing courses are being reorganized to make them more functional.

Teachers in local schools are preparing new and revising old materials and techniques related to citizenship, home life, and occupational competencies. Local committees are cooperatively developing plans and materials for school-work programs. Local school and community groups are restating purposes, defining meanings, setting up criteria, and planning experiences and procedures to be used in carrying out effective educational programs.

Increasingly direct experience approaches are being used, such as Boy's State, Mayor for a Day, attendance at meetings of adult groups, and volunteer services to nonprofit community organizations. The Future Farmers, Future Homemakers, World Federalists, and Junior Town Meeting of the Air are typical of pupil groups which display increasing interest in civic activities.

Stating purposes and defining meanings are important activities which profitably can be pursued by most school staffs. However, because other publications of the Commission have given much consideration to purposes and goals, this report will treat efforts to improve education for citizenship, home and family living, and work in regard to (*a*) curriculum organization, and (*b*) content and method.

Education for citizenship

Organization of curriculum.—For a generation, citizenship education in high schools has been an area of major concern. Though most educators who have followed the development of citizenship education programs would hold that at present they are not entirely satisfactory, they would grant that progress has been made.

Most social studies programs which carry a primary responsibility of education for citizenship follow a pattern of separate courses outlined about 1918. These courses, however, have not remained static. There have been successive changes in emphasis in each course, for instance, history courses have tended to stress recent history at the expense of earlier periods. New materials have been added, changes have been made by textbook writers, and individual teachers have expanded their courses by using a wide range of current materials, audio-visual aids, and community resources. Numerous new courses have appeared. Two ex-

amples may be noted: (1) Ninth-grade courses to orient pupils to school and community living, and (2) ninth- and twelfth-grade courses in personal and social adjustment. These courses draw much of their content from psychology and sociology.

In expanding the traditional subject fields, many units of work have been developed around social problems or personal problems in a social setting. Not all of these units are taught in social studies classes. Many are a part of the courses in English, health and physical education, industrial arts, group guidance, or homeseconomics. For the most part, these units were developed in an effort to explore possible solutions to particular problems. Teachers consulted research specialists for the best materials available and adapted the research for use in the classroom. Some units developed by this process which now appear frequently in courses of study are: Safety education, health education, consumer education, preparation for a vocation, human relations, conservation, recreation, international relations, propaganda analysis or communication, and atomic energy.

The movement to replace school subjects with a broad program based on the developmental needs of youth, study of recurring social problems, or areas of living has made little headway in the three upper grades of the secondary school. More progress has been reported in schools working on a core curriculum for grades 7, 8, and 9.[4] Many schools have established blocks of time consisting of two consecutive periods under a single teacher. Often teachers in these schools are encouraged to reorganize the content of two courses, usually social studies and English, along more functional lines. When these teachers have adequate time, a small teaching load, and helpful supervision, they usually change the basis of instruction from traditional content to a consideration of problems of more immediate interest and concern to pupils.

In many schools effective citizenship has become a functional responsibility of the total school staff and all instructional areas have some responsibility for citizenship education. Staff planning provides for the inclusion of different phases of citizenship in class and extraclass experiences. Pupils learn to make speeches, carry on discussions, and preside at formal meetings in many classes and school functions. Problems of community health are taught in science and health classes. Safety education is a part of industrial arts, health, and driver education programs. Many problems of home finance and consumer education are studied in classes of mathematics, science, home economics, and industrial arts. In these classes also pupils learn to interpret graphs and charts. Pupil-teacher planning provides group experiences in formulating and solving many types of problems. Committee work takes place in all classes. Continuously groups of pupils are presented with alternatives so that they may learn to make decisions. The general atmosphere of the school is

democratic; class procedures are consistent with democratically developed school policies.

Content and method of instruction.—There are certain underlying principles which school faculties consider in developing an effective curriculum in citizenship. Some of these principles will be summarized and brief descriptions given of ways in which local schools have sought to put them into effect.

1. *The program is planned to include all pupils.*—Good programs have been carried on by a single class or by a small group of pupils from several classes. Examples of such programs are: The Junior Town Meeting of the Air, current events clubs, student government, classes engaged in community surveys, and groups of girls who give free services to institutions in the community, frequently as volunteer workers in hospitals or on summer playgrounds. Reports of civic activities of this type make up a large part of the literature in education for citizenship in the secondary schools. Every effort should be made to continue and expand activities of this type.

2. *The emphasis of the program is on acquiring civic competence.*—Criteria used to determine whether a school program is directed toward acquiring civic competence or toward other goals are: (1) The attention to human relations in class and school groups; (2) the use of many media of instruction and varied experiences.

When the teachers and administrators of a school are committed to ability grouping on the basis of test scores in reading, it is fair to assume that the goal of classes in citizenship is to acquire reading skills rather than civic competence. Since recent research suggests that reading ability correlates highly with socio-economic status, ability grouping is hard to defend as a practice for promoting better human relations.

If the basic ideas of democracy are to be understood and practiced by all, then films, filmstrips, recordings, newspapers, news magazines, and current materials of all kinds must be used to supplement the printed pages of text and reference books. It is recognized that good teaching must take into account the previous experiences of pupils.

3. *The class operates as a social unit stressing the participation of all its members.*—Pupil-teacher planning, committee work, individual reports to the group, panel and round-table discussions are utilized to give status to members and to build maximum communication within the group. Since the goal is to increase the ability of each member to communicate ideas to and receive ideas from others, then the more heterogeneous the group, the better.

4. *Each pupil is helped to relate his own aspirations and activities to the life and work of the school.*—Courses are offered in the ninth grade, when the pupil enters a 4-year high school to help the pupil in his

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task of orienting himself. The goals of the course are: (*a*) To help the pupil identify himself in the life and work of the school (Why am I here?); (*b*) to survey the work of the school in terms of class programs and extraclass activities, and to select courses and activities which suit his interests, aptitudes, and capacities (What can I do here?); (*c*) to make him feel that it is his school, that he "belongs"; and (*d*) to have a sense of personal responsibility grow out of a sense of identification (It is my school; I must do my part).

5. *Each pupil is helped to understand his community.*—One school reports that the ninth-grade classes are writing a text, "Living in Commerville." Community surveys, study of local government, study of local history, collections of folk stories and songs are activities reported by many schools. Experiences are used for understanding rather than for rebuilding or reorganizing the community. The adequacy of community institutions are frequently evaluated in terms of State or national, political, social, and economic trends. Pupils are helped to see the potentialities of the community as well as what it actually is.

6. *The pupil is encouraged to participate in the life of the community.*—In the work of the community school the boundaries between school and community disappear. The village newspaper is published in the school print shop, edited by school pupils, and the news gathered by pupil reporters. Entertainment for the community is planned and presented by the school. Many services for the community, such as canning, growing plants, and hatching chickens, are carried on at the school. Programs for civic beautification are planned and carried out. The school exists to build a better community life. Research is carried on to locate new projects for the community. Activities in other communities are studied, plans are made, and pupils supply a large part of the labor for carrying out the plans. Community schools are usually found in small rural communities, but underprivileged neighborhoods of large cities are experimenting with the community-school approach. One urban school plans to take part in a program designed to rehabilitate homes in the school neighborhood. Citizenship in a community school is learned through social action. The school is the institution which plans and leads movements, and pupils use all the techniques of citizens except voting, holding public office, and rendering jury service.

In general, comprehensive high schools in large urban communities have not followed the community-school pattern. However, many such schools have discovered services which the school as a whole, classes within the school, or individuals can perform for the community. Planning and promoting programs for safety or health are activities frequently reported. Many groups have refused to allow

the school to serve as a place where outside agencies can sell a program to a captive audience. All programs sponsored by outside agencies are considered by an elected body of pupils and teachers which decides what action the school can take which will be of most value to both school and community.

7. *Courses are designed to meet the needs of the pupil in understanding the contemporary world.*—In history, recent history receives additional time and emphasis. The attention given to problems such as public housing, public health services, and social security, changes as legislation and administrative machinery meet the public needs. New units or current unsolved problems replace units dealing with problems for which the public believes that a solution has been found. Resource units from which learning materials can be drawn replace formal units which must be taught as written.

8. *The ultimate goal for the program of citizenship is to help every pupil function as an active citizen in all the communities in which he lives, from his neighborhood to the United Nations.*

9. *The human relations of the pupil are the foremost concern of the school.*—The question is not so much, "What does he know?" as it is, "What does he do?" and, "What is he willing to do?" Does he understand the world in which he lives? Does he help make decisions and assume responsibility for carrying out these decisions? Does he identify his own interests with those of others in a world society to the point where he can see that it is important for him to vote and pay taxes for Marshall Plan aid, or serve in the armed forces in Germany, Japan, or Korea? Does he believe in the dignity and worth of each individual to the point where he personally will grant people of different races, religions, and economic status all the rights which the Constitution guarantees?

10. *Evaluations are made in terms of changes in behavior and growth in understanding relationships.*—The questions to be answered are: Does he take an active part (for or against) proposals for expanding public service, or is he indifferent to them? Does he understand the relation of people to public practices, or does he take refuge either in irrational optimism about the future or irrational skepticism about all public measures?

Recommendations for enriching education for citizenship.—Recommendations for improving education for citizenship must begin with the role of the teacher. In the classroom and in the general life of the school he is the agent of society who has special competence in the social sciences. His education enables him to see community problems in the larger perspective of State and national trends, and he evaluates trends against a background of history. He should not only be able to see his community

and his society as it is, but also to have enough imagination to help his pupils see future potentialities. He should know the techniques of research and adapt them for pupil use. He should know the research findings in the social sciences and adapt them to the level of understanding of his pupils. He should, whenever possible, encourage his pupils to reach their own decisions based on the information which is available. He should also point out alternatives. The fact that he is a consultant and a guide makes his task a responsible one. His success in guiding youth will depend upon his intelligence, his sensitivity, his insight, and his intuition. As yet too little is known about how these qualities are developed, but it may be assumed that they are developed when teachers study youth in their classes and when they study their communities. Secondary school programs of citizenship should:

1. Place emphasis on adjustment in all personal and social relations. Teachers should be alert to help unadjusted pupils, the 30 percent who enter high school with experiences restricted to family and neighborhood and who need to find themselves in relationships to the whole community and larger units of society outside the community. This does not mean that the 3 or 4 percent of maladjusted pupils should be overlooked or that the 66 percent who have made a relatively satisfactory adjustment should be neglected.

2. Use to advantage individual differences in interest and capacity in all phases of the work. Pupils with enthusiasm and energy should be encouraged to make excursions to Government offices and legislative councils from those of the local government to those of the United Nations. Their reports should be used to arouse interest in a class and even in the entire school in plans for further study. Schools can make a start on projects if one or a few pupils are interested, but must seek eventually to include many pupils, if not all. As a plan develops each pupil should be encouraged to find the place where he can make his best contribution.

3. Use the enthusiasm and energy of youth to initiate plans for social action in the community when such plans have been carefully considered.

4. Encourage a democratic atmosphere in the school which will be maintained and increased by the democratic behavior of all. Pupils and teachers in meetings or through elected representatives should decide matters of school policy which are not established by law or rules of accrediting agencies. Programs for school donations, stamp and bond sales, membership drives by outside agencies, the use of materials prepared by non-school people, and school participation in community events are some of the problems which can be acted on after democratic decisions. A program of extraclass activities, democratically conducted by pupils and free from teacher domination or control by pupil cliques, should be planned to include all pupils.

5. Use the history of the local community (writing it if necessary),

when a knowledge of the growth of the community contributes meaning to citizenship education.

6. Help all pupils to understand the social, political, and economic relations between people and groups in their communities and the larger society in which they live. All pupils should be encouraged to discuss world events, to use increasingly mature materials, and to practice increasingly greater discriminations in reading and listening, to the end that they may make better judgments on world problems as well as problems of local concern.

Education for home and family living

Reports of State and local programs directed toward life adjustment education goals indicate a growing concern for meeting the needs of pupils in the area of home and family living. Homemaking education for many years has had as its goal to provide in every secondary school educational experiences in homemaking for *all* youth. This goal, however, has been only partially met, though the programs have served many girls and a few boys.

Some schools that have been giving increased attention to education for home and family life have stated rather specifically their goals for the program. One such goal follows: Family life education represents the attempt to provide experiences at the secondary level which will aid boys and girls to achieve such skills, abilities, and understandings as will enable them to live happily and effectively in their present families. It is further hoped that these learnings will function in the new families which they start in the not too distant future.

This is in keeping with the statement, "Education for home and family living is that part of a total program of secondary education which provides opportunities for acquiring the understandings, the factual knowledge, the skills, and the abilities necessary for homemaking and for successful participation in family life.[1]

Organization of curriculum.—Secondary schools are providing education for home and family living through different schemes of organization. Such instruction is being offered through separate courses; units and parts of units within courses; core curricula or common learnings offerings; total school programs of family life education; other total school programs, such as guidance and health education; special school acityities such as assembly programs; and programs of youth organizations.

1. Separate courses which have as their main focus education for home and family living. They include such courses as: Homemaking, home economics, home and family living, personal-social problems, family relations, personal problems, boys' home living. Some of these courses have been introduced recently as a part of the curriculum.

[1] *Life Adjustment Education for Every Youth.* Federal Security Agency, Office of Education, Washington 25, D. C., p. 69.

Other established courses which have long been a part of the curriculum are being adjusted so that they may contribute more directly to the enrichment of family life.

Several factors influence enrollments in such courses. Some courses may be offered without prerequisites, elected at any grade level, offered for boys or girls or for mixed groups, or taught for a single semester or a year. In addition, courses such as home economics, are offered in planned sequences.

2. Units within other courses which contribute to education for home and family living. Units are integrated in such areas as English, social studies, health education, agriculture, distributive education, industrial arts, and consumer education. Some units being introduced are: The psychology of group living, human relations, understanding ourselves and others, our manners and social customs, boy-girl interests, choosing a mate, approaching marriage, personal and family finance, housing the family, caring for the sick in the home, nutrition, family recreation, and legislation which affects the family.

3. Core curricula or common learnings courses. Such courses offered in a limited number of schools are designed in part to prepare pupils for family living. In one school students taking the seventh-, eighth-, and ninth-grade core may select from such problem areas as: Managing my personal affairs, understanding my body, living in the home, and improving personality. Students taking the tenth-, eleventh-, and twelfth-grade core have opportunity to work on such areas as: Problems of the family as a basic social unit, and problems of producer-consumer economics.

Another school offers freshman problems as the common learnings requirement. It enables students to become acquainted with the human body and problems of keeping it healthy, and to learn the nature of growth and development throughout life. Emphasis is placed on growth and development of personality, adolescent development, boy-girl relationships, and sex education.

4. Total school programs of family life education. These are being planned and developed cooperatively by teachers, administrators, students, and parents in a few schools. Within one school program of family life education the areas of child guidance, human relationships, and planning for the future are stressed. In some schools there is effort to integrate home and family living into all classes.

Content and methods of instruction developed in local schools.—Reports indicate certain underlying principles that have guided the development of effective curricula in home and family living. A composite summary of these principles will be followed by brief illustrations of what is actually being achieved in some local situations.

1. *The program is planned for boys as well as girls.*—Some schools offer courses in home living or homemaking to mixed groups; others have separate classes for boys and for girls. In an increasing number of schools, teachers in such areas as agriculture and industrial arts are exchanging classes with homemaking teachers. However, many schools which offer home economics instruction to girls provide little or no experience planned for boys. Some schools still provide limited or no opportunities in this area for girls or boys.

In one urban school, classes in home and family living provide learning experiences which are organized around such topics as: Understanding ourselves, you and your family, and looking toward marriage.

The personal relationship course, as it exists today in one urban school had its origin in courses which earlier were known as home crafts for girls and home crafts for boys. It has continued without interruption for 25 years as a required general education course in the third year of senior high school. After the first 2 years it became coeducational. This course, as now offered is the result of the accumulated experiences of teachers, the recognized needs and interests expressed by boys and girls and their parents, and decisions made in a recent workshop which included all teachers of the subject.

The general purposes of this personal-relationships course are to help the student understand his own growth and development and to use this understanding in achieving better physical, mental, and emotional health; help him to learn how to establish more satisfying relationships with age-mates; achieve more satisfactory relationships with his own family; develop some attitudes and understandings about marriage and parenthood that are likely to help him later in his relationships; help each student develop a system of ethical and spiritual concepts and values which will guide his behavior in all of his relationships; and help each student to feel his responsibility for attaining maximum personal development in order that he may be capable of greater achievement for the improvement of the world of his day. A child-development laboratory is provided for the purpose of observing children from 3 to 5 years of age. Students report and discuss their observations with their classmates in relation to the growth of young children, but more especially in relation to their own behavior. Mixed groups of boys and girls are scheduled for this experience. The over-all experience in the laboratory helps students adjust to the needs in their present homes, and prepares them for parenthood in their own homes in the future. The teachers recognize that the final test of the value of the course is in the changed behavior and practices of the students.

Schools providing half-year, whole-year, or exchange home eco-

nomics classes for boys help them with problems relating to selection of food and clothing, grooming and personal appearance, dating, manners, making repairs in the home, refinishing and reupholstering furniture, relationships with family members and others, buying practices, first-aid, and landscaping home grounds.

2. *The needs, problems, and interests of pupils and their families are the basis for planning, developing, and evaluating programs of home and family living.*—In modern educational programs real effort is made to discover and meet pupil needs. This is done through individual and small-group instruction, personal conferences, home visits, home experiences, and by encouraging and helping pupils to select experiences and activities in terms of their own abilities and interests.

The purposes of the personal-problems course, taught to twelfth-grade pupils in one school, is to help each student understand himself. The course is centered on problems of human relations and the psychology and problems of the individual.

An 8-week unit, self-improvement, for freshmen, taught by a homemaking teacher serves to orient the pupil to the high school and its problems, and helps him better understand his own family. Through this study pupils secure help on how to make friends; they learn about the contribution they can make toward family work and fun; and they learn to appreciate and understand children and to accept responsibilities for brothers and sisters.

In a family relationships course in one school, pupils are helped with such problems as: What does my family give me? What do I give my family? What is good about family life? How can I improve my personality? What does it mean to be grown up? How does the body grow up? What things shall I consider in choosing a life partner? How much money does it take to marry? How should a new family plan, select, and furnish a new home? What do I need to know before the baby comes?

3. *Students, parents, teachers, and administrators help plan the objectives, procedures, activities, methods of teaching, and evaluation.*—In one community, teachers, pupils, clergymen, parents, and civic and social agencies, working together, planned a well-integrated family-living program. Courses in family life were added to the high-school curriculum, and a family life council was organized as the spark plug for community action. This group studied the needs of the community, mustered its resources, and worked out policies. A coordinator, an authority on family life education, was employed to help the community and school work together.

One of the significant phases of this program is the monthly teenage dinner-and-discussion club called "Homes of Tomorrow." The chapters of this club grew out of the young people's interest de-

veloped in high-school classes in family life. The sustained interest in "Homes of Tomorrow" has been due in part to the fact that the teenagers run the club. Boys, as well as girls, are active in its leadership. They have strong convictions on the importance of sharing responsibilities in the home and they think both sexes need practical education for homemaking.

A committee composed of representatives from each chapter makes up the board of directors of the club, with the coordinator of the family life program and a representative of the council serving as consulting members. Topics for the year's program were proposed by the steering committee early in the school year and selected by vote of the club. Topics chosen were: What price popularity, a sound attitude toward sex, choosing your life partner, and marriage is what you make it.

4. *Home and family life education is strengthened through the cooperative efforts of teachers from all subject-matter areas concerned with this phase of the school program.*—Through the coordinated work of teachers the curriculum can be kept flexible. It can be developed with an experimental approach and attitude which provide for continuous change as the needs of pupils demand.

In one urban high school social living is a one-semester course for twelfth-grade boys and girls. The course represents a cooperative effort of teachers in each of the major areas of instruction with the assistance of the school adviser and school nurse. This is an approach which makes home and family living the core of the program and is an answer to the need for better living and better homes in the community.

In another school the faculty is making an intensive study of the problems of preparing youth for successful family living. Each month during the school year a resource person who has had experience in working with families is invited to speak to the faculty. A reading list is given to each teacher. After a year of reading and discussions, recommendations will be made for developing plans and procedures for new units in present courses or the development of new courses in family living for high-school youth.

5. *The program in home and family living is considered an important phase of the total school program.*—School faculties work together to determine the emphases in the different subjects taught; to provide for individual differences through a variety of educational opportunities and experiences; and to extend the pupil experiences into the community.

Pupils in one high school have experience activities related to child care through a class in the family. Home repair is taught in science, foods, clothing, physics, and industrial arts classes. First-

aid and care of minor illness are introduced in biology and general science classes.

In this school care of clothing is taught in freshman clothing classes, science, chemistry, and a course known as The Home. Meal preparation is included in the foods units in home economics classes. Good etiquette is stressed by at least 50 percent of the teachers. In home economics classes pupils are assisted with problems in home decoration. The school fosters wholesome boy and girl relations through social dancing, club activities, and discussion groups. Students engage in recreational activities which enable them to entertain their friends in their own homes. Through other classes, pupils are helped to understand the principles and values of a family budget based on a balanced spending program. They also learn about State and Federal laws which are important to the consumer.

6. *Satisfying human relationships are given major emphasis in programs of home and family living.*—One urban high school is concerned with the problems of "everyday living," with attention given to satisfying relationships among people. Students develop wholesome attitudes toward the rest of the family and the people with whom they have daily contact.

Preliminary to this course the parents of the students were invited to state whether or not they thought such a course was desirable, and, if so, what should be taught in it. The parents were overwhelmingly in favor of the course and many suggestions were offered. The topics included in the course are included principally because of parental desires. Much consideration is given to desirable qualities in boys and girls. Dating is discussed at length. Anything that pertains to relationships between boys and girls is considered within the scope of the course.

Included in the course is instruction in methods of repairing certain articles in the home such as electrical devices. Students secure help on landscaping and gardening; and they study legislation regulating buying and selling, taxes, rent, banking, insurance, and installment buying. Administrators believe the popularity of the course is influenced by the fact that it gets the pupils away from cut-and-dried factual material and takes them into the realm of everyday life.

7. *The ultimate goal for each individual is ability to function effectively as a member of the home and community.*—Throughout the United States instruction in many high schools is designed to further the attainment of this goal. The suggestions which follow illustrate types of things being done. It is recognized that the summaries are limited; that some of the learning experiences and activities described in separate areas may be the responsibility of several

areas; and that there is need for cooperative planning and development to insure maximum benefits for the school as a whole.

Home economics programs, including courses and home experiences, contribute to the well-being of families. Pupils learn: (*a*) How to make a happy home by understanding self and other family members, family finance, laws affecting family life, factors involved in making necessary adjustments, the importance and possibilities for family leisure, and preparation for marriage and parenthood; (*b*) to care for family health and to nurse the ill in the home; (*c*) to make clothing for one's self and other family members, and articles for the home; (*d*) to select, prepare, and serve nutritious family meals; (*e*) to select and care for home furnishings and equipment; (*f*) to appreciate and care for children; (*g*) to make the home and its surroundings livable and safe; (*h*) to know how to budget for the home to provide food, clothing, shelter, insurance, and medical care for the family on a limited income; (*i*) to plan and provide adequate housing for the family; and (*j*) to understand the civic responsibilities of family members.

Vocational agriculture courses in local high schools are being adjusted to provide for farm improvement projects that have become recognized as integral parts of the pupil's supervised farming program. Improvement projects, such as landscaping the farmstead, painting the farm home and other farm buildings, installing a water system, planning the home garden, developing a flower garden, and building kitchen cabinets, are usually planned by the student of vocational agriculture in cooperation with members of his family. This active participation by all members of the family helps each of them develop a better understanding of his responsibility as a member of the family. Such improvement projects frequently are cooperative undertakings by the boy enrolled in vocational agriculture and his sister enrolled in home economics.

Industrial arts courses enable pupils to learn to work in many areas that contribute to successful family life. They develop ability in: Planning and remodeling the house; working with metals and woods; selecting, caring for, and repairing household appliances; painting and finishing in the home; maintaining the water supply and waste disposal; selecting and caring for furniture and utilities; and working with crafts such as leather, plastics, ceramics, bookbinding, photography, and jewelry as a means for developing hobbies and leisure-time activities.

Health and physical education programs help students in: Maintaining health through selecting nutritious foods and exercise; caring for the sick in the home; administering first-aid; keeping the water supply, the home, and home grounds safe and sanitary; helping con-

trol communicable and other diseases; and making the home a safe place in which to live.

Business education helps pupils; (*a*) To learn how to buy wisely and to use effectively goods purchased for the family; (*b*) to learn how to use and choose intelligently the services of banks and other financial institutions; (*c*) to become aware of the need of saving money and to know how to plan and invest the savings of the family; (*d*) to understand the business risks families face and ways to avoid these difficulties; (*e*) to understand the different kinds of insurance available to individuals and families and to know how to secure the types of policies and contracts that will meet their needs; (*f*) to understand and appreciate why some people buy on credit, the purposes and kinds of credit, and how to use credit wisely; (*g*) to understand different financial agencies from which loans may be secured, the kinds of loans which are available and how to secure them; (*h*) to understand those phases of business law that affect the individual and the family and to use such information in conducting one's affairs intelligently; (*i*) to learn the common principles of business management and how to apply them to the problems of the individual and the family; (*j*) to understand the factors that enter into the selection of a home and the different methods of financing its purchase; and (*k*) to understand the various public communications and travel services which families need to use.

Youth organizations sponsored by the school, such as the Future Homemakers of America, New Homemakers of America, Future Farmers of America, and New Farmers of America, plan and carry out programs which stress improvements in family living and the interrelationship of the home and the community. Typical experiences and projects of individual members and chapters emphasize the improvement of family living at home and in the local, State, and world communities. They are recognized as integral parts of the total school program. Some of the projects involve family participation.

Representative of such projects which bring families together to strengthen family relationships are: Planning and supervising entertainment for the family and guests; beautifying the family's house; landscaping the home grounds; installing water systems; planning and building kitchen cabinets; preparing food for parents and friends; caring for younger brothers and sisters; repairing and redecorating toys for children; making clothes for family members; helping plan and build recreational facilities for the community; and sending articles to families in other countries.

8. *A variety of teaching aids and methods is utilized.*—Teaching

aids and methods used in local schools in an effort to have a balanced program include filmstrips, radio and television programs, demonstrations, motion pictures, individual and group projects, discussions, illustrated lectures, panels, symposiums, joint and exchange classes, clinics, talks, special programs, exhibits, and information centers.

Secondary school teachers use checklists for locating student needs; pupil information sheets for understanding the background and interests of pupils; and cumulative records, conference records, records of home visits, and weekly summary sheets as a partial bas s for evaluating student progress.

A Family Life Radio Forum operates in one State under the direction of the State university. It encourages discussion by high-school groups. During the broadcast the forum leader discusses questions on the topic of the day which have been submitted by parents. This is followed by a round-table discussion in which the young people participating discuss questions on the same topic sent by young people and their parents. High-school students frequently take part. Radio topics are planned in advance for the school year, and schedules are made available to schools and parents. Representative among the topics for the broadcasts are: Citizenship begins at home, Let's respect rather than tolerate, Families need good times together, and Service to others begins at home.

One of the major activities of students enrolled in a human-relations course in one school is participation in a children's play school which meets 4 days a week. Through this project, students learn to enjoy and appreciate the children in the school and to better understand themselves.

Resource units are being developed by school faculties and by interschool groups of teachers concerned with the teaching of home and family living. Through a workshop in one State homemaking teachers and teacher-trainers and State supervisors of home economics education developed materials for use in the teaching of child development and related art in homemaking education. Other States have developed resource units in housing and child development.

Recommendations for enriching education for home and family living.—Reports from secondary schools with programs in home and family life education, planned and carried out as a part of life adjustment education, point up certain strengths. These may indicate next steps, serving as recommendations for schools and States in the process of developing programs. There seems to be concern for:

1. Placing emphasis in education on present and future living.
2. Making the curriculum family-centered, relating pupil experiences and activities to family life.

3. Providing opportunities for all age groups to have education for home and family living.
4. Providing for the improvement of all aspects of home and family living as an integral part of the total education program.
5. Giving major attention to determining the curriculum on the basis of personal, family, and community needs, problems, and interests.
6. Using as a basis for curriculum planning and development of teaching procudures the teacher's understanding of the whole personality of each pupil as an individual and of the home from which the student comes.
7. Having greater concern and making better provision for studying the developmental needs of pupils, and using this information as a basis for curriculum planning.
8. Providing a wide range of opportunities for pupils to experience achievement in activities closely related to home life, as a means of developing desired interests, understandings, attitudes, appreciations, abilities, and skills.
9. Providing many "real life experiences" where the family in the home is involved.
10. Stressing the full and satisfying development of each individual within the family.
11. Emphasizing the development and maintenance of desirable attitudes about the home.
12. Developing carefully the objectives, procedures, activities, methods of evaluation, and other aspects of the home and family life education program through cooperative pupil, teacher, parent, and administrator planning.
13. Planning a long-time State and local program, with specific plans developed for each year to deal with the more pressing pupil, home, and community needs.
14. Revising the school curriculum to provide for greater flexibility and to take into account experimentation in the home and family life program of the State as a whole.
15. Developing the curriculum cooperatively with the participation of all school personnel who are responsible for phases related to home and family living; organizing the school and its staff so that there is time and expectation that school personnel work together.
16. Maintaining close cooperation with the homes of students to correlate home and school experiences effectively.
17. Evaluating achievement in terms of desired changes taking place in pupils as home and community members.
18. Making the curriculum functional by having available for

teachers and pupils the necessary materials for effective learning-teaching situations; allowing time in the schedule for the use of these materials.

19. Utilizing community and school resources, both people and materials, to enrich the curriculum.
20. Coordinating the school program with that of existing agencies and organizations in the community concerned with the welfare of families.

In addition, State and local personnel point up the need for (1) further clarification of the objectives for home and family living for the over-all program of the State and for the total local school, with specific plans for the contribution of each area within the curriculum; (2) guidance of school staffs in planning their contributions to home and family living; (3) the preparation of materials that will help determine and enrich the contributions of various teachers toward education for home and family living; (4) giving students more help with money management, consumer problems, home mechanics, problems of housing, psychological aspects of family living, and personal-social development, including sex education; (5) providing time and opportunities for teachers and administrators to have contact with parents and students in the home, to cooperatively plan, develop, and evaluate the curriculum, and to plan and work cooperatively with persons and agencies in the community also concerned with strengthening family life; and (6) giving attention to all possibilities for teacher preparation, both pre-service and in-service, so that teachers will be able to participate in or guide programs in home and family living.

Education for work

Organization of curriculum.—Offerings which relate directly to this phase of the pupil's education are provided through courses, units within courses, core curricula, special programs, guidance, and supervised work experience, both in school and out of school.

Distributed through the different grade levels in some schools are courses which help the pupil to gain some understanding of vocational opportunities and of the demand for workers in various occupations, and to prepare for work. Exploration in different vocations is provided through offerings relating to: Personality development, social development, occupations, avocations, and vocations. These are often stressed in the early years of the secondary school in anticipation of the pupil's participation in specific work experience and training.

In one school, a special program has been developed for pupils who find it difficult to adjust academically. The course offers a wide variety of work experiences on the beginning level. These experiences are provided for exploratory purposes and are of such nature as to provide an opportunity for employment. Education and work experiences are closely

related to jobs in the community such as service station operation, care of lawns, landscaping, home and school vegetable gardening, painting, greenhouse operation, fruit production, building maintenance and repair, and delivery service. The boys spend 3 hours daily on units dealing specifically with work. They also devote 3 hours daily to academic courses correlated with their interests and abilities in the semiskilled occupations taught. This program has made it possible for pupils to progress at a better rate, and to have experiences which provide some measure of success. It also has helped to develop a closer contact between the high school and the community. School administrators and faculties in many schools make adjustments in the curriculum and in total requirements to provide a practical program for the exceptional, the handicapped, and the mentally retarded pupils.

There are sometimes units within general as well as specialized courses which help the pupil explore work opportunities. Among these are personality development, self-analysis, occupations, business grammar, business letter writing, spelling, business vocabulary, abbreviations, choosing your career, how to get and hold a job, preparation for a job.

Although few schools have adopted the core curriculum, its flexibility (1) permits the different subject-matter areas, such as agriculture, art, distributive occupations, English, home economics, and social studies, to contribute jointly to education for work; (2) makes it easier to provide instruction and materials related to individual needs; and (3) encourages pupils to explore vocational opportunities available—to visit agencies issuing materials; to hear professional persons speak; to work as individuals and in groups in examining materials; and to visit, observe, and interview persons following different vocations.

Eleventh-grade pupils in a school which has a core curriculum deal with the problem area, "The Problems of Making a Living." The pupils have an opportunity to consider criteria for choosing a vocation and to explore common vocations in the community.

In one high school, students discuss and study such phases of vocational adjustment as choosing your career, preparing for your career, your personality and your job, and how to get the job. A course in occupations in another school system stresses aptitudes and skills, occupational interest inventory, job opportunities, the job survey, employment applications, progress on the job, and State laws.

Agricultural courses that are established on a vocational basis under provision of the National Vocational Education Acts require directed or supervised practice in agriculture on a farm. This means farming under the supervision of a qualified teacher of vocational agriculture. It gives assurance that the instruction deals with real life situations because the problems in connection with the students' farming program become a basis for teaching in the classroom, laboratory, and farm shop. This

directed or supervised farming is a most desirable combination of work experience and training under the supervision of qualified teachers. Through it the student not only develops skills and abilities, but understandings and attitudes that are essential to his success in the farming occupation.

Business education develops skills and correct job attitudes by occupational participation—in other words, work experience. Participation under actual store or office conditions is provided since it is not possible to reproduce in a schoolroom the job conditions that affect the exercise of vocational business skills, even if all the physical features of the store or office are simulated. The necessity for meeting business standards, the feeling of competitive strain, and the realization on the part of the student that business exacts penalties of those who do not meet its standards—all these inject elements into the store or office situation that the school cannot reproduce.

Home economics programs, whether they are primarily courses for intensive homemaking training or are designed to give a broad background for better home and family living, provide opportunities for boys and girls to use their new knowledge about homemaking techniques and family relationships in real situations. The home economics teacher encourages and helps pupils to plan and carry out projects in their homes which will give them experience in applying the principles emphasized in the class work. Whenever possible, home experiences are planned in cooperation with parents. In every case, whether parents actually sit in on project-planning sessions or not, the teacher helps the student think through the way the projects will affect the family purse and family relationships. In the schedule of the teacher of vocational home economics, time is set apart for conferring with students about extending and applying their home economics learning through home experience. In most communities, it also includes time to visit the students at home and to advise with them and their parents as the occasion demands.

Trade and industrial education in the high school includes adult evening and part-time trade extension courses for bona fide tradesmen and apprentices, as well as part-time trade-preparatory and all-day trade courses for out-of-school youth and those who have not as yet left the high school but are taking preapprentice training with a view to entering a trade or industrial pursuit after completing their high-school course. Practical experience is provided through cooperative arrangements which enable students to attend school a part of the day and work a part of the day.

In addition to vocational courses that are offered in agriculture, homemaking, trades and industry, and business education, including distributive education, many other areas provide courses which give specific training for different types of work.

Advisory committees with representatives from interested groups in the

community are helpful in planning work experiences for pupils in the schools. This gives assurance that youth profit from these planned work experiences and that all resources in the community are used in the development of the program.

Content and methods of instruction.—Where maximum educational values are realized from work experience, instruction is related to it. Where high standards of achievement are maintained certain well-recognized practices are followed. There are approved hours of work, adherence to labor codes and standards for issuing work certificates, established forms for securing employer ratings, a well-developed plan for supervision, and constant revision of subject-matter content based upon needs indicated by employers and pupils.

Illustrations of principles, content, and methods established by some schools follow:

1. *All pupils can profit by work experience.*—In some communities, work experiences that are provided and supervised by the school are: Work in the home, junior achievement programs, summer employment, volunteer work in community service agencies, gardening, camp experience. In addition, there is often provided by the community, experience in: 4–H projects, scout groups, YMCA and YWCA, and other youth-serving agencies.

   Reports from schools indicate that many pupils who are not interested in school and who need financial assistance get a new perspective when they are placed in a school-work program.

2. *Offerings, experiences, and materials enriched by work experiences take on new meanings.*—Pupils in some schools are encouraged to discuss in class problems which they encounter on the job. Members of the class join in making suggestions for solving the problems. Pupils also discuss the subject matter which they feel would supply knowledge helpful to workers in the given field. Taking into account suggestions made by students in work-experience programs over a period of years, one school developed syllabi for teachers in four subject fields: English, mathematics, science, and social studies.

   Oral and written compositions are based upon work experiences. Pupils write plays dealing with a work situation and present them at an assembly or before a class group. Pupils, by describing their work experiences, help others to learn about many types of work. Pupils make up arithmetic problems of the type they need to solve on the job. Related science stresses understandings needed on the job. Sharing experiences with other class members helps students overcome shyness and other personality difficulties. Pupils are encouraged to report on

workers who are not adjusted as well as those who receive satisfaction from their work. Class members are then asked to suggest ways of helping workers who are misfits.

3. *Aptitudes and abilities of individual pupils are being studied in a variety of selected work situations and experiences.*—Schools are utilizing known facts about interest, aptitudes, and limitations of pupils before placing them in work programs. These test results are supplemented by employers' ratings of actual on-the-job performance. The work experience also enables the pupil to appraise his own interests and abilities.
4. *Information and experiences gained on the job are used to assist pupils in making future educational and vocational plans.*—The pupil's own interpretation of the value and importance of the work he has performed is recorded on the permanent record. Frequently, a number of pupils will be allowed to participate in a work project for a limited period of time. One school reported that a number of pupils were allowed to work in the cotton fields under the supervision of teachers and experienced pupils from the families of migratory workers. Valuable by-products of this experience were a better understanding of migratory workers and a deeper appreciation of their problems.
5. *Career days are used to help pupils secure occupational information.*—In many schools, employers associated with the work programs participated in career days where they presented detailed information on their respective fields of work to groups of pupils who expressed special interests in them. In one tri-county area, schools and industries cooperated in a career week during which time students were permitted to review exhibits of representative industries and businesses in that area.
6. *Work experiences are used to impress pupils with the value and necessity of acquiring further education.*—In one school system, pupils who dropped out of school to go to work before graduating were told the school was always open for them to return to continue their educational program. Approximately 80 percent returned to school after a short period of work, chiefly because they realized the difficulty of getting and holding a job and of securing promotion without more education.
7. *Work experiences prepare pupils for entering upon and adjusting to full-time work.*—A follow-up study of nearly 7,000 high-school pupils who had work experiences shows that they expect to get ahead only by individual achievement. They temper their drive for high income with the desire for job security and adequate provisions for retirement. They do not expect "something for nothing." They have readjusted their vocational ambitions so

that they are more in conformity with opportunities in the labor market.

8. *Pupils receive instruction on available fields of work, how to apply for and how to progress on a job.*—Schools indicate wide ranges of practice in these areas. Through social studies courses, career days, visits to business and industrial establishments, and library materials, pupils are informed about the range of work opportunities not only in the local community but also at the State and national levels.

Schools are now utilizing the local and State Employment Services to interpret job trends. Schools also coordinate their placement, testing, and other pupil-inventory services with those of other agencies in the community.

Much attention is paid to the techniques useful in applying for a job and progressing in a job. Pupils learn how to groom themselves, how to conduct themselves in the employment interview, how to get along with fellow workers, and how to grow on the job.

9. *Work experiences may be provided through the home, private enterprise, the community, and the school.*—The following headings illustrate a few of the areas through which these experiences are provided:

Home—Well-planned regular household jobs, repair and maintenance jobs
Agriculture—Landscape gardening, floriculture
Private Enterprise—Clerk—feed store, packing plants
Office Workers—Bank messenger, cashier, typist
Manufacturing—Trucker (inside), stock boy, shipping clerk
Technical—Laboratory assistant, tracer, advertising office
Distributive Trades—Sales clerk, stock keeper, shelf boy
Service Trades—Bus boy, gas station attendant, household worker, auto mechanic's helper
Community—Participate in projects related to conservation, recreation, public works, and park maintenance; library assistants, child-care aids, public office workers, etc.

10. *Lay groups as well as school personnel are contributing to the values derived from a work-experience program.*—One school district described the following steps in getting its work-experience program under way. First, it conducted a job survey of the community to determine the opportunities available for carrying out the work program. While the job survey was in progress, a survey was also made of the student body to determine which students were working, when they worked, and what they did.

This study was started by a faculty committee but, before it was completed, the need for a community advisory council was recognized. This council, when organized, was made up of representatives of management, labor, community agencies, parents, and students. As soon as the council was formed, certain governing principles were established.

These principles were formulated in the light of answers to the following questions:

Why is a program of this type needed?
Who should participate in the program?
What standards are needed?
What scheduling problems must be met?
How are rates of pay determined?
What duties and qualifications must be set up for the program?
How will this program affect the instructional program?
What report forms are needed?
What insurance risks are involved?
What health and safety factors must be considered?
How can a program of this type be evaluated?
Will it involve budget increases?

Several schools indicated that management and labor representatives were helpful in getting new courses set up in the high school to meet the marked shortage of trained workers in the community. For example, in one county, three high schools established courses in laboratory assistant training in order to provide workers for a large toxin and antitoxin laboratory, which was rapidly increasing its personnel.

Recommendations related to Work Experience.—

1. The school and work-experience programs should be adopted as an integral part of the total school program.
2. A well-qualified coordinator is needed to direct the work progam.
3. The program must not be used for a "catch-all" for academic misfits. Rather, all pupils should have some work training.
4. Care must be taken not to exploit youth in respect to hours of labor or wages.
5. Standards for evaluating pupil progress and school credit must be clearly defined and used.
6. The program must be interpreted to the public.
7. The program should be well-planned, based on well-defined needs and clearly stated purposes.
8. The program should not be started on too large a scale.
9. Individual differences among pupils determine the combined school and work load which pupils can carry, and the kinds of work in which each finds educational value.

10. Care must be taken not to deprive pupils of the chance to participate in other important school activities.
11. Precautions should be taken to avoid a school and work load so heavy that it endangers the physical and mental health of pupils.
12. Provisions should be made for capitalizing upon the work experience of pupils for vitalizing class instruction.

Chapter 5

The Challenge in the Look Ahead

The Commission on Life Adjustment Education began its work at an opportune time. In 1947 it was clear that American industry did not need youth and that youth therefore would be free to attend high school. The growing tensions of the postwar period, both in this country and on the international scene, made it more important than ever to provide all youth with education which would meet their needs and the needs of society. There were good reasons for believing that traditional programs did not meet the needs of all youth, and fortunately the secondary schools were in a good position to undertake curriculum improvement. Teaching staffs had attained a high level of efficiency and pupil loads in high school were lighter than before the war. In other words, there was widespread realization of the need for change among teachers and administrators, a willingness on the part of the general public to spend more money for education, and a school situation sufficiently flexible to encourage the development of new programs.

A year earlier the Prosser Resolution had called upon leaders in vocational and general education to join forces in order to provide an educational program which would meet the needs of neglected youth. The Resolution pointed out that most existing programs were designed to meet the specialized requirements of youth preparing for college entrance or for the skilled occupations. Yet only 40 percent of the Nation's jobs needed to be filled with workers having these two types of specialized preparation.

The point of view of the Commission

Members of the new Commission were unanimous in their belief that, if the schools were to help individuals live more effectively as members of the varied groups which constitute modern society, program planning should be based on the needs, interests, and abilities of individual pupils

and the problems of adjustment involved in the areas of citizenship, family living, and work. Existing programs of logically organized subject matter, designed to teach information and skills, had little relation to these problems of life. Life experiences were either omitted from courses of study altogether, or were used to provide motivation for learning subject matter, or were listed as examples of how certain generalizations worked out in practice.

The Commission realized that the task of building a new program could not be met by writing another course of study. Increasingly evidence pointed to the fact that most, if not all, of the problems related to school improvement were those of changing human and institutional relationships and of social structures. School reorganization, more effective teaching, and programs planned around the life needs of pupils were recognized as important elements in social and cultural change. The Commission, therefore, elected to encourage action programs in schools interested in providing real experience in group living for children, youth, and adults.

It can readily be understood why the acceptance of this point of view led to stress on active and continuing participation of citizens in the planning and operating of school programs. Improved individual and group living depend upon the political, social, and economic structure of the community. These forces, therefore, must be considered in planning education for life adjustment. Since these forces are dynamic it is impossible in a life adjustment program to adopt a static curricular pattern implemented by stereotyped teaching and administration.

In chapter 4 an attempt has been made to report some of the highlights in local school practices. It is the firm conviction of the Commission that recent school programs in various parts of the Nation have provided an education closer to the needs of youth and to the realities demanded by the complexities of democratic living in our modern industrial culture.

Technological and social change

In looking into the future it seems certain that technological changes will continue at the present or at an accelerated rate. Social changes, planned or improvised, will have to keep pace. The concern with traditional requirements and hallowed practices in teaching and administration which characterize so many schools can only serve to increase the already great educational lag. High-school education can and must "make more sense" to young people, their parents, and lay citizens.

What are some of the problems which lie ahead?

Without attempting to do the work which must be done locally in considering this major question, the Commission wishes to suggest that continued study should be centered upon the following problem areas:

1. What will be the most significant characteristics and demands of our increasingly complex society in the years ahead?

2. What functions should the schools undertake in order to help youth meet the demands of modern living?
3. How can an understanding be developed in schoolmen and laymen of the need for school reorganization and curriculum changes to provide better education for a larger proportion of young people.

Many studies have been conducted to discover how technology and mass production have changed our ways of living. Probable lines of future development have been predicted from the nature of changes in the past. One of the most notable of these studies, *America's Needs and Resources*,[1] presents a picture of the achievements and potentialities of a skilled, aggressive people. Few Americans understand or appreciate the full scope of our accomplishments or how they have been brought about. Even fewer seem to grasp the possibilities for better living in the years ahead.

Inventive genius, organizing ability, and technological skill have given the American people the world's greatest productivity and its highest standard of living. America welcomed change and adjusted to it through experience and education. Competition was encouraged in ideas, tools, and products. Political and economic systems were kept flexible enough to absorb innovations.

The phenomenal record of the past does not insure future progress along these lines. Whether productivity continues to increase depends now, as it always has depended, on the wisdom and the action of individual citizens.

According to Drucker,[2] "The world revolution of our time is made in U. S. A. It is not Communism, Fascism, the new nationalism of non-Western peoples, or any other 'isms' that appear in the headlines. They are the reactions to the basic disturbances, secondary rather than primary. The true revolutionary principle is the idea of mass production."

Implications for education.—This world revolution demands more and better education than has been available in any previous period in world history. If productivity is the key to plenty, then education is the key to productivity. The task of harnessing atomic power and of coordinating this new source of power with the existing hydroelectric, steam, and internal combustion output calls for a high level of scientific education and technological "know-how." Scarcely less obvious is the need for educated men to organize people to work together in an industrial society which becomes increasingly complex. Only vaguely perceived are the large problems of accelerated world-wide changes in social institutions and in economic and political structures. These last will demand the

[1] Dewhurst, J. Frederick and Associates. *America's Needs and Resources.* New York, Twentieth Century Fund, 1947.

[2] Drucker, Peter F. *The New Society.* New York, Harper & Bros., 1950, p. 1.

highest level of education we can attain if they are to be solved without serious cultural lags which may cancel out the gains of increased productivity.

As a result of increased machine power the demand for a large number of unskilled laborers may be expected to decrease. More technical and social skills will be demanded of those engaged directly in production. Working days will be shorter with more time for recreation and leisure-time pursuits. But the growing demands for regularity and intense application on the job will mean that in the years ahead, recreation and leisure time must be used wisely by workers to the end that they enjoy day-by-day living and retain the desire to produce efficiently.

Increased attention will be paid to individual and managerial skills associated with group enterprises. The schools will be called upon to help the individual in a much more realistic fashion than they have in the past to discover where he "fits into" the total social-economic framework of the power age.

Technological changes may well serve to reduce further the already limited work opportunities for youth. The length of time spent by youth in school, and throughout life in activities sponsored by and supervised by the schools, will be increased. The emphasis on productivity may be expected to intensify the struggle between young and aging workers for occupational and economic security. The search for better and more satisfying jobs will be reflected in greater mobility of workers and their families.

Opportunities for young people to make decisions involving a specific selection of their life's work several years in advance of employment will continue to decrease.

More emphasis will be placed upon broad exploratory and orientation courses and upon experiences which will provide young people with the adpatability necessary to live happily in an increasingly dynamic society. The increased complexity of modern living with its multiple interpersonal and intergroup relationships suggests the need for greater political and social maturity on the part of citizens. Such maturity will show itself in various ways. There will be, for example, greater participation in public affairs, more honesty in payment of taxes, and less exploitation of social security benefits. Increasingly, the individual will come to accept that his personal interest is closely related to the general welfare.

Other nations may be expected to follow the mass-production pattern in supplying their peoples with more goods and services. Since few of these nations are self-sufficient the application of mechanical sources of power will lead to the creation of huge surpluses of those goods which can be manufactured from the Nation's limited resources. Other good smust be obtained by exchange. Technology, by improving transportation and communication, has made such a large-scale interchange of goods physi-

cally possible. The political and economic cooperation necessary for increasing the world standard of living must be improved, however, before the gains promised by technology can be realized.

In the process of attaining world cooperation, ideological conflicts will grow rather than diminish in intensity. The democratic principles of freedom and faith in the dignity and worth of human personality will clash with principles emphasizing conformity and authority. As attacks are made on our way of life, children, youth, and adults must learn how to build a one-world government which is firmly based on democratic principles. The pursuit of happiness requires freedom as well as the plenty which the machine age promises.

Functions schools should serve.—Schools planning programs for life adjustment education should make continuous efforts to understand the most significant cultural forces affecting the lives of people now and likely to affect them in the years ahead. School programs should provide the understandings and experiences necessary to meet the demands for democratic world citizenship. American schools cooperating with schools throughout the world must exchange information, experiences, and practices which have proved to be effective in helping young people live effectively in a modern democratic society.

Schools must provide youth with experiences which will develop the understandings, attitudes, and skills needed for intelligent use of the increased machine power and the increased productivity which it makes possible. Such a program will require far more instruction and experiences in the basic sciences and tools of precision than is now found in most of our schools.

Young people should understand the advance and spread of the technological revolution in terms of its impact upon human society. Schools should help youth understand the pattern of the new social structure and the changed social relationships which advancing technology brings. In short the modern school should induct youth by stages into full membership in the dynamic local, State, national, and world communities in which they live.

One of the real challenges to schools in the days ahead is that of providing boys and girls opportunities to achieve economic, social, and political maturity. As opportunities for full-time gainful employment are postponed for youth, young people are denied participation in community affairs. Organized education must provide youth with real opportunities for participation as active partners in community affairs. Every community in America needs additional services, and every community has great resources in its youth who are eager to secure status in the community through rendering service. The task of the school is to provide the leadership and skilled direction which will channel youthful energy and talent into a variety of enterprises—orchestras, theater groups, service

corps for the hospitals, work groups to maintain parks, and hundreds of other activities which will give status to youth and at the same time build better communities.

Schools can be made significant to each young person in terms of his goals, abilities, and aptitudes by giving him a share in the exciting task of building a better and greater America. The future is bright with adventure and opportunity for those willing to grow and to achieve.

Need for professional and lay understanding.—The American people have reason to be proud of their achievements in developing a program of education which is not matched by any other country. Wide experimentation and bold planning have enabled many communities to provide a broad and flexible program for the education of its youth. But the development from community to community has not been the same because communities have not made equally effective use of the great store of knowledge accumulated through experimentation. This cultural lag is reflected in archaic school organization and outmoded classroom practices. Much needs to be done to make all of our schools as good as our best, and few educators will hold that even our best schools are good enough to meet the greater demands of the second half of the twentieth century. Tireless research and experimentation are called for, and bold adaptations of research findings must be made by educators and lay leaders who have a clear insight into the goals and purposes of education in dynamic America.

The professional preparation of teachers and administrators has not always equipped them with the broad view of education which is required. Competence in specialized fields has often been cultivated at the expense of a broad understanding of cultural and ethical values and of social, political, and economic trends.

In the years ahead teachers and administrators will need to devote much more time and effort to the study of society and to the direction of social change which gives contemporary society its dynamic quality. Only through such preparation can teachers guide youth toward life adjustment in a period of rapid social change.

But no matter how well educated the teachers and administrators of the future may be, the tasks of setting goals and of organizing programs for education to meet the present needs are too big for them to carry out alone. Laymen must help to evaluate education and the functions which schools must serve in maintaining and improving our democratic way of life. In the final analysis, laymen decide what the broad goals of education shall be. These goals will be challenging, constructive, and far-sighted when laymen and educators pool their best thinking to make them so. They are often sterile and unrealistic when laymen and educators fail to understand each other.

Increasingly good schools are thought of as those which meet the needs

of all youth. Such schools develop when teachers and administrators and qualified laymen plan and work together. Parents and laymen can help schools to discover the life adjustment needs of youth, and they can work with educators to help meet these needs. Good schools don't just happen! They are an expression of a civic spirit which is willing to use the resources of the community to keep the community abreast of world movements and to make it a vital unit in a world society. The pupils, parents, teachers, and lay people in these communities realize that what their schools do, or fail to do today, determines the kind of citizens, homemakers, and workers the community will have tomorrow.

The experiences of the national Commission on Life Adjustment Education for Youth, in working with State committees and with local school committees, have deepened its conviction regarding the soundness of life adjustment education principles. These experiences have also served to define more sharply some of the problems which must be solved if school practices and procedures are to make a maximum contribution to better individual living and better community life.

It is the opinion of the Commission that State committees and local schools must seek ways of solving these and other related problems.

Next steps in life adjustment education

Community improvement.—Life adjustment education should be measured by tangible improvements in the economic, social, political, and cultural life of the community. Schools and lay leaders should utilize all available resources and manpower, including youth of secondary school age, for the total improvement of the community. This youth group should receive recognition as partners with adults in planning and developing programs which build better communities.

Interdisciplinary research programs.—Graduate schools of education should recognize that problems relating to the adjustment of youth in a complex society cannot be solved by the resources of any single discipline. Interdisciplinary studies conducted by teams of research workers drawn from education, sociology, economics, political science, anthropology, and social psychology should be conducted to clarify the problems which youth must solve to find a place in contemporary American life. The need for an interdisciplinary approach does not mean that current research programs in education should be neglected, but rather that they should be continued and expanded.

Coordinated programs and services.—The present segmented services and levels of education should be reconsidered and administered to insure a greater degree of balance, unity, and continuity. Programs involving nursery school, kindergarten, elementary, secondary, collegiate, and adult levels should provide for the general education and special education needs of all citizens.

Professional personnel.—Improved practices in the recruitment, selec-

tion, pre-service and in-service education of teachers, administrators, and other school personnel must be more widely utilized. As more emphasis is given to guiding the growth, development, and behavior of youth, and less to the mastery of subject matter, teacher education needs increasingly to be concerned with the problems of pupils and the realities of modern group life.

Curriculum planning.—The competencies needed for living and earning a living should be determined through the cooperative participation of teachers, pupils, parents, and laymen in using survey techniques. Instead of standard curricula and learning experiences, school services and facilities should be provided to aid youth in the development of needed competencies. The school program should be flexible and constantly adjusted to the needs of individual and group living. Schools should consider a 12-month program with classes and courses arranged to permit youth over 16 to accept full-time seasonal employment without having to drop out of school. Fact-finding studies should be carried on continuously to provide the basis for judging the accomplishments of the school.

Evaluation of achievement.—The evaluation of educational achievement (whether for high-school graduation, college entrance, or professional certification) should consider demonstrated competence rather than time spent in a class or school. It follows that reporting procedures must be changed so as to reflect more accurately the growing competence and educational development of youth. The use of the Carnegie Unit as a method of recording and evaluating pupil achievement should be abandoned if we take seriously the challenge to keep all youth of high-school age in school and to provide all of them with maximum opportunities for personal and social growth.

College entrance requirements.—High schools and colleges should negotiate agreements to replace the present standard entrance requirements imposed unilaterally on high schools regardless of the objectives of the school, the quality of staff and facilities, the character of the work done, or the contribution which the school is making to the development of individuals and the improvement of life in the community.

Experimentation in local schools.—Schools should be encouraged to undertake new programs based on the best available research findings. These experimental programs should be carefully planned, and a comprehensive program of evaluation provided to determine to what extent goals are reached. Such evaluation programs should take into account the judgment of principals, teachers, pupils, consultants, graduates, parents, and laymen in determining outcomes.

Appendix

State Departments of Education and/or State Committees submitting materials related to life adjustment education activities:

Arizona	Maryland	Oregon
California	Michigan	Pennsylvania
Colorado	Minnesota	Texas
Connecticut	Missouri	Utah
Delaware	New Hampshire	Washington
Illinois	New Jersey	West Virginia
Iowa	New York	Wisconsin
Kansas	North Carolina	Wyoming
Louisiana	North Dakota	

Schools Submitting Materials Related to Life Adjustment Education Practices in Meeting the Needs of Youth and Communities

ALABAMA: Cullman, Fairview High School.

ARKANSAS: Brinkley, Helena, Hope, Menifee, Texarkana.

ARIZONA: Casa Grande Union High School; North Phoenix High School; High School, Tucson; Yuma Union High School.

CALIFORNIA: Long Beach Public Schools; Los Angeles, Alexander Hamilton High School, Susan Miller Dorsey High School, City Schools, County Schools; San Francisco, Academy of the Presentation; South Gate High School; San Jose State College.

COLORADO: Denver, Denver Public Schools, North High School, West High School.

CONNECTICUT: East Hampton Schools; Guilford Public Schools; Hartford; Manchester High School; Old Lyme Schools.

DELAWARE: Bridgeville Consolidated School; Smyrna, John Bassett Moore High School; Wilmington High School.

GEORGIA: Athens (Moultrie and Colquitt Co.), College of Education, The University of Georgia; Atlanta; Blakely; Gainesville.

ILLINOIS: Chicago, Laboratory School, University of Chicago; Crystal Lake, Community High School District 115; Decatur Public Schools; Hinsdale Public School; Joliet, Community-School Health Project, Township High School and Junior College, St. Francis Academy; Rockford, West High School; Urbana, University High School.

INDIANA: Connersville Senior High School; East Chicago Public Schools; Indianapolis, Arsenal Technical Schools; Knightstown Public School; Muncie, Central Senior High School; Sullivan.

IOWA: Clarion; Le Mars.

KANSAS: Altamont, Labette County Community High School and Trade School; Coffeyville, Field Kindley Memorial High School; Concordia; Fowler Public Schools; Manhattan Senior High School; Wichita, St. Mary's High School.

LOUISIANA: Avoyelles Parish, Hessemer High School; Marksville, Fifth Ward High School; New Orleans, Francis T. Nicholls High School, Sophie B. Wright High School; Shreveport, Booker T. Washington High School.

MAINE: Bangor.

MICHIGAN: Mesick; Midland.

MINNESOTA: Littlefork; Minneapolis Public Schools; St. Paul Public Schools.

MISSOURI: Marshall; Springfield, Senior High School; St. Louis, Cleveland High School, Vashon High School.

NEBRASKA: Omaha Technical High School.

NEW HAMPSHIRE: Keene.

NEW JERSEY: Bloomfield, Senior High School; Camden, Woodrow Wilson High School; Irvington High School; Ridgewood High School; Union High School.

NEW MEXICO: Artesia Municipal Schools.

NEW YORK: Bayside High School; Harrison, Union Free School (Dist. No. 6); Hornell Junior-Senior High School; New York, High School of Music and Art, Stuyvesant High School; Peekskill, Drum Hill Junior High School.

NORTH DAKOTA: Pembina High School; Velva, State Agricultural High School.

OHIO: Akron Public Schools; Cleveland, Jane Addams Vocational High School for Girls, Public Schools; Glendale, Saint Gabriel High School; Youngstown Public Schools.

OREGON: Bend High School.

PENNSYLVANIA: Herron Hill Junior High School; Philadelphia, Benjamin Franklin High School, Furness Junior High School, John Bartram High School; Pittsburgh Public Schools.

SOUTH CAROLINA: West Columbia, The Opportunity School of South Carolina.

SOUTH DAKOTA: Sioux Falls Cathedral High School.

TENNESSEE: Nashville Public Schools.

TEXAS: Brazosport High School; San Antonio, Luther Burbank Vocational High School; Tyler Public Schools.

UTAH: Waco High School.

VERMONT: Brattleboro High School.

WASHINGTON: Olympia High School District; Tacoma High School District.

WEST VIRGINIA: Monongalia County Schools.

WISCONSIN: Green Bay, Central Catholic High School; Madison; Milwaukee Public Schools; Pulaski High School; Waukesha High School.

WYOMING: Gillette, Campbell County High School; Mountain View High School; Superior High School.