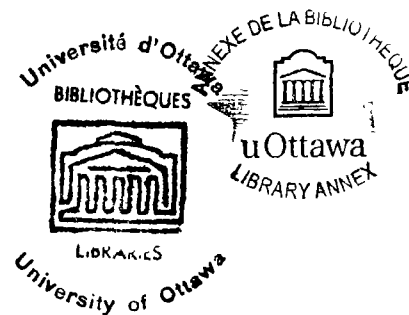


CURRICULUM PLANNING
AND
GUIDANCE SERVICES
IN
BRITISH COLUMBIA

By
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of the University of Ottawa in partial fulfilment
of requirements for the degree of Doctor of
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INTRODUCTION

The public school system, in this or any other generation, must from time to time consider the purposes that are fundamental to its existence. On such occasions, the challenge is ultimately reduced to the simple question: "Why do we have public schools?"

The justification accorded the fact that it is right and proper to expend funds contributed by the community in financing school systems involves the parallel assumption that the best interests of the state require that its youth, or a portion of its youth, receive the training offered by these same institutions. But the subsidiary questions, "How much education?", "What type of training should be given?" and "What portion of the youth should receive it?" have been variously answered at different times. In reality, opinion on all three is dependent upon the type of social and political organization on which the state is founded.

Societies have existed that functioned best when and perhaps only continued to exist because the privileges of education were limited to certain groups. Conversely, in a social order that depends upon individual responsibility and in which each person is given a franchise to determine policies of government, there seems little doubt that all citizens, and therefore all youth, should be given at least the rudimentary fundamentals of communication and computation. Thus there has

never been any real question in the Province of British Columbia, viii
as in any democratic state, that training in the "three R's" is
the inalienable right of all young people. But as to how much
education beyond this should be provided and of what it should
consist, and to whom it should be given, there have been dif-
ferences of opinion and changing philosophies.

It is not the purpose of the writer to argue the validity
of one or other of these theories. During the past two or even
three generations, there has never been any serious attack upon
the position that a sound elementary school education for all
young people is a desirable objective. There have been, of
course, divergent ideas as to the details of the content to be
taught and the virtues of different methods of instruction.
But these have not been doubts of the fundamental wisdom of
the general concept.

On the other hand, the attention of this study is
primarily directed to the secondary schools of British Columbia
which, in the period under discussion, have undergone changes
that altered the very purposes for which they exist. The
answer to the question, "How much education should youth be
given?", is a vastly different one to-day from that which must
have had general support thirty or thirty-five years ago. And
in this change there has been a modification of opinion as to
the allied questions, "What should be taught in secondary
schools?", and "What portion of the youth should be given

Again, the merits of the case for or against the proposition that a secondary-school education should be the birth-right of every British Columbia youth capable of the responsibilities of adult citizenship is not a major concern of the writer. The fact is that such a philosophy has been acknowledged and accepted in this Province. Rather, the purpose here is, accepting this as the ultimate aim, to discuss some of the fundamental characteristics of these schools if they are indeed to serve all youth. It is obvious, for example, that such an ideal cannot be realized if any form of indirect exclusion exists, such as the use of tests of academic ability to eliminate all but the most able, or the practice of levying fees that will in effect bar certain students, or the provision of a curriculum so narrowly designed to meet the needs of future college students that by its very inappropriateness it will deter the attendance of young people with other intentions.

The attempt to establish a type of secondary school that is broad enough in concept to provide for the educational requirements of the great majority of British Columbia youth is recounted in the following pages. So too are some of the attendant problems.

Among these is the fact that to be economically feasible the curriculum developed necessitates a fairly large student

body and, because of the multiplicity of types of training offered, presents a rather complex organization in the school. There is no doubt that because of these conditions it will lose much of the value of intimate pupil-teacher relationships that can and often do exist in the very small school. This loss will be an irreparable one unless pupil welfare is made the purposeful concern of the modern secondary school. Similarly, the varied nature of the curriculum requires that the school make some attempt to see that each of its students receives the type of training that will best suit his needs. It cannot simply offer him a myriad of educational possibilities and leave to him, by chance or mischance, the selection of an educational programme.

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Finally, the assumption that the modern secondary school, to a greater degree than its predecessors, should concern itself not alone with knowledge and mastery of skills, even of a greater variety of these, but must place new emphasis on the successful personal development and adjustment of each of its students, adds to the need of an increased awareness of its responsibilities for individual children.

Therefore, this study considers not alone the establishment of a suitable curriculum for the secondary schools of British Columbia, but as well the attempt to arrive at a workable solution to the student personnel problems created by their complexity and their assumption of greater responsibilities in the training of young people.

in the schools came as a result of the investigations and recommendations of the commission appointed in 1924. The modifications in the curriculum that were carried out during the next decade and their culmination in the major revisions of 1934-35 will be dealt with in some detail. So too will be the various attempts made to provide a system of pupil guidance to meet the demands of the programme that was being built up. In this connection, the study will endeavour to examine the change in emphasis from an almost exclusive reliance upon group guidance to a system of individual counselling supplemented by allied and contributory services. In conclusion it will consider the curriculum revisions proposed in 1947-49, which in themselves form an appraisal of much that had been attempted in the preceding twenty or more years and which again emphasize the mutual dependence of wise curriculum planning and efficient Guidance Services.

Chapter 1.

The Curriculum Under Examination, 1924-25.

In any consideration of the development of the curriculum of British Columbia's public schools, and of the guidance services that operate within it, the year 1924 offers a logical starting point. The record of events following that date mark successive stages in the abandonment of one philosophy of education and the emergence of another. Many forces played a part in this process, some within the school system itself and some entirely outside of it. Educators in various positions of authority along with the many classroom teachers who served in the schools combined with economic and social factors to bring about these changes. To no small degree, three government-sponsored investigating commissions, appointed in two cases to enquire into conditions almost entirely removed from matters of curriculum, gave impetus and a certain direction in shaping the philosophy dominating the schools. The first of these commissions began its work in 1924, and from its studies and the report it formulated the original cleavage from the previously expressed standards and objectives of public education can be traced.

History is replete with examples of events that are given as crucial dates marking the end of one era and the emergence of another. In point of fact such changes are rarely, if ever, swift and decisive. The process is often evolutionary, the particular event cited in history largely a convenience in arriving at a simplicity of explanation that seldom exists where

human beings are involved. Most assuredly this was the case in the development of the newer philosophy of education in British Columbia and of the curriculum changes with which it was accompanied.

This is not to minimize the importance of the events transpiring in the year 1924-25. But on the other hand, it would be entirely incorrect to assume that the curriculum reforms commencing after that date were unheralded or that the teaching body was completely unprepared for them.

The curriculum of British Columbia's schools, prior to 1924-25, had undergone few changes in a period of rapid change in the thinking of an increasing number of prominent and reputable educators. Widespread allegiance to the theory of formal discipline, mastery of the details of subject matter, promotion by formal grade examinations, and emphasis in secondary schools upon preparation for college entrance were its accepted practices.

But even within the Province of British Columbia itself, the standards of the current educational system had been questioned, and among its most forceful critics were representatives of the teaching body. General dissatisfaction with the school system then in operation brought about the appointment by the Government in 1924 of a special commission to make a survey of the schools of the Province and their curriculum, the training and preparation of teachers, the supervision and inspection of the schools, and the whole

financial structure of public education in British Columbia.

Appointed as investigators were Dr. J. H. Putnam, Senior Inspector of Schools, Ottawa, and Dr. G. M. Weir, Professor of Education, the University of British Columbia. Their Report (1), published in 1925, represents a thorough study of the educational system of the Province and recommends changes that were, insofar as curriculum matters are concerned, to be the basis of reforms which characterized educational policy during the next thirteen years.

That those in schools were aware of weaknesses in the current system of education is borne out by the fact that the appointment of the Commission was in no small measure the result of suggestions from the teaching body itself (2). As early as April, 1922, the British Columbia Teachers' Federation had passed a unanimous resolution requesting the Department of Education to undertake a survey of this type. Furthermore, at the time of the appointment of the Commission, the Teachers' Federation undertook a comprehensive study of the educational system, and submitted its opinions to the commissioners in the form of a brief (3). In its contents this document shows a degree of

(1) Putnam, J. H. and G. M. Weir; Survey of the School System; Victoria, B. C., King's Printer, 1925, XI - 556 pages.

(2) This fact and the importance of the Teachers' Federation resolution is acknowledged by Putnam and Weir in their Report. See *ibid*, P. 1.

(3) The brief of the British Columbia Teachers' Federation is recorded as Appendix III of the Putnam-Weir Report, at Pages 527 - 542.

progressive thinking at direct variance with the philosophy by which the schools were then dominated. Not a few of the suggestions of the teachers were identical with the later recommendations of the commissioners. One must assume therefore that many of those who would be expected to carry out the principles enunciated in the Report were not altogether unprepared for the new curriculum when it finally came to fruition.

Because of its importance in events that were later to transpire, reference at this point must be made to the findings of the Investigating Commission insofar as they reflect upon school organization, curriculum matters and teaching procedures. In their analysis of the current school system, Putnam and Weir found traditionalism to be a dominating factor in British Columbia education. They state: "Studies, and the content of certain studies, have been retained in the curriculum partly because the authors responsible for curriculum construction have been taught the same subject-matter and are reluctant to adopt anything new." (4) Supporting traditionalism and influencing the teaching practice in schools, as well as the curriculum, was the prevailing educational theory of the transfer of training and formal discipline. (5)

(4) Putnam, J. H. and G. M. Weir; op cit; P. 40.

(5) The commissioners report: "In British Columbia, probably to as great an extent as in any of the Western Provinces, the doctrine of formal discipline has influenced, either consciously or unconsciously, the academic and professional side of the educational system. This doctrine has largely determined the basis for curriculum construction, and specified its limitations". See *ibid*; P. 42.

Other concerns expressed by the investigators were the logical outgrowth of the first two: the "deadening influence of the formal examination system" (6); the retardation of pupils; the high percentage of students failing to complete their schooling; the narrowness of the curriculum offered and the almost exclusive concern of the secondary schools for those students proceeding to university to study for professional careers; the dominance of the text-book method of instruction.

It is well to remember in a survey of the development of Guidance Services in this Province that conditions such as the above left little room for a need for such services to be felt and offered practically no possibility for a practice of their basic principles. A school curriculum predicated upon the philosophy of mastery of subject matter to the exclusion of most other factors, a concept of schools, particularly those at the secondary level, as chiefly serving the needs of future college students does not offer fertile soil for the germination of the highly personalized and individual approach so necessary to the development of the most rudimentary system of Guidance Services.

By the same line of reasoning, certain recommendations of Putnam and Weir are of immeasurable importance because of the influence they ultimately exerted in bringing about a curriculum of the quality that led to, and in fact made necessary,

(6) Putnam, J. H. and G. M. Weir; op cit; P. 61.

the encouragement of the Guidance Services. Significant then are these suggestions of the commissioners:

1. The promotion of the study of modern educational objectives, especially as determining curriculum and methods of instruction in all schools.
2. The reorganization of the public school system to provide schools for children from six to twelve years of age, "middle schools" for those from twelve to fifteen years of age, and high schools for pupils over fifteen.
3. Wherever possible, the organization of the "middle school" as a distinct unit, apart from elementary and high school, with a curriculum offering a wide choice of elective subjects and permitting exploratory courses.
4. A more elastic curriculum for high schools, with certain basic subjects to be taken by all students.
5. The use of activities and projects, the principle of learning by doing, in place of reliance on text-book instruction and "absorbing information and reproducing it to order in written examinations". (7)
6. The abandonment of the use of written examinations as "exclusion tests" (8); the abolition of the Grade VIII examination for entrance to high school, and the gradual introduction of an "accrediting" system for high schools; within the school, promotion by subject.
7. A differentiated educational programme that would provide for individual differences, and especially an enriched programme for gifted children.
8. The diagnosis and treatment of remedial deficiencies in pupils, and the prevention of retardation in school progress.
9. The establishment of one or more "opportunity" classes in every large elementary school for the purpose of accelerating retarded pupils who are approaching the period of adolescence.

(7) Putnam, J. H. and G. M. Weir; op cit; P. 94.

(8) *ibid*, P. 87.

10. The systematic use of standardized intelligence and achievement tests. (9)
11. In place of the "entrance examination" for high schools, the determination of a pupil's high school course by intelligence tests, achievement tests, and a careful rating of his character, ability and temperament by his teachers.
12. The establishment of a uniform card-index system for pupils, with cards supplied by the Department of Education.
13. The elimination of the small one-room high school. (10)
14. The amendment of section 140 of the School Act to eliminate the charging of high school fees. (11)
15. The addition of one year (Grade XII) to the public school system. (12)

-
- (9) In connection with the survey, some 17,000 pupils were tested under the supervision of Dr. Peter Sandiford, of the University of Toronto. Dr. Sandiford's report may be found in Appendix I of the Putnam-Weir Report (See pp. 436-509). Of this programme, the commissioners state: "British Columbia may fairly claim the distinction of being the first Province of Canada to use standardized intelligence and achievement tests on a large scale in connection with an educational survey". (ibid, P. 355). The commissioners advocated a testing programme by which each student in high school would have had at least three group intelligence tests (See their "Report", P. 172).
 - (10) Putnam and Weir believed in such cases the combination of the new "middle school" with the existing high school would be justified by the fact that it would enable the establishment of a much better school programme. They also suggested that a study should be made of the whole question of school consolidation (See: pp. 301-2 of their "Report"). They thus became two of the earliest advocates of the plan of school consolidation, a programme later adopted and one that made possible the establishment of better counselling services in many non-urban parts of the Province.
 - (11) Putnam and Weir also stated: "The Survey Commission does not think that British Columbia is ready for any compulsory school attendance beyond fifteen years. The Commission does think, however, that, where such part-time attendance is voluntary, the school authorities ought to meet the student more than half-way and open wide the doors of the high school for his benefit....." (ibid, P. 171).
 - (12) ibid, P. 115.

16. The recognition of the pre-vocational importance of secondary education, and the dignity and value of all kinds of work.
17. The provision of assistance to pupils in selecting courses and in choosing careers.

The implication of these recommendations for the future development of a system of Guidance Services is perhaps obvious. So too is the underlying philosophy advocated by Putnam and Weir, and prevalent throughout their Report: that "real education has to do with action and all action implies conduct and behavior" (13); that therefore the child should be taught in terms of life about him, in which he is an active and interested participant. Education, they emphasize, must be more sensitive to individual differences and lay more stress upon the development of pupils' abilities and ideals; it must stress the cultural and civic value of handwork as well as "intellectual culture". Again, at one point they conclude: "If education and social progress are, as we believe, two aspects of one great movement, then educational leaders have some responsibility for the vocational misfits among the school graduates." (14)

More specifically, in their formal advocacy of "middle schools" (15) that would offer a wide selection of optional courses and stress the exploratory value of these, and their plan of a senior high school organized around a minimum "basic"

(13) Putnam, J. H. and G. M. Weir; op cit; P. 80.

(14) *ibid*, P. 84.

(15) Later organized as junior high schools.

programme and giving pre-vocational training of many types, they foreshadowed a set of conditions in which guidance services of some kind had to function. Their curriculum for the "middle school" called for the following "basic" subjects: English, history, mathematics, science, geography, health and physical education. (16) All other studies were to be elective. The subjects common to all senior high school students were to be four in number: English, history and civics, science and health education. (17) Apart from these, the student would be free to select his own programme, with the exception of those who intended to go to universities or normal schools. These students would have to fulfil any further requirements that might be set up as a basis of entrance by these institutions. To assist pupils of such schools in choosing courses would seem to be a necessity even if the commissioners had not specifically recommended such a plan. (18)

The elimination of the high school entrance examination (19), promotion by subject rather than by grade, and high

(16) Putnam, J. H. and G. M. Weir; op cit; P. 108.

(17) *ibid*, P. 113.

(18) Especially would this be the case if educators generally shared Putnam and Weir's view: "We are concerned that no boy or girl shall set out to pursue a course of study for which he or she has no natural talent or no expectation of completing." (*ibid*, P. 113)

(19) Again the same viewpoint is expressed. "It (the policy of recommendation) gets rid of the present highly objectionable entrance examination and determines the high school course of the child on intelligence tests, achievement tests, and a careful rating of his character, ability, and temperament by his teachers." (*ibid*, P. 102-3)

school accrediting in place of matriculation examinations might well be expected to imply administrative problems that could only adequately be met by some form of child study programme and systematic record keeping implicit in the Guidance movement. So too would any attempt to implete their suggestion for enriched programmes for gifted children and special classes for retarded pupils. The Commission's plan of eliminating high school fees and adding a year to the length of the public school system might logically be expected not only to increase the secondary school enrolment, but to bring a larger proportion of students seeking training other than that specified for university entrance. This in effect would create a situation that would add materially to the complexity of course selection and at the same time lend greater emphasis to the pre-vocational aspect of secondary education.

In these facts, together with the investigator's plan of a systematic use of standardized intelligence and achievement tests, their repeated recommendations of a study of individual differences and attention to remedial education lay the framework of a school system of which the Guidance Services necessarily must be a functioning part.

Finally, of course, is their definite recommendation that schools assist pupils in selecting courses and in choosing careers, and their plan for a province wide pupil-record system. At one point, Putnam and Weir set out in some detail their ideas

of a systematic process of child study, or as it was later to be termed in this Province, the Individual Inventory. One paragraph of this description must be quoted verbatim:

".....The combined knowledge of the group of teachers who have taught the child from six to fifteen as to his mental power, his disposition, his character, his tastes, and the estimation in which he is held by others is infinitely greater than the knowledge of him in possession of any other group of people, including a group made up of his parents and near relatives. Neither of these two groups know everything about the boy, but between them they should be able to make a fairly accurate analysis of his vocational possibilities. But in order that this mass of information about the boy which has been revealed little by little, now a bit to one teacher and now a bit to another, may be available when it is most needed, some record of the boy's school life and accomplishments should be kept. This means the adoption by provincial regulation of a card-index system for the Province as a whole and provision for having these cards follow pupils from school to school wherever they may be registered. Besides information about attendance, conduct, options taken, standing by subjects, interest in games, and special accomplishments, this card would record the results of at least two (20) intelligence tests taken at intervals. With such a record the middle school teacher, when the pupil graduates, should be able to give him and his parents valuable advice as to choosing a vocation." (21)

Herewith is a pattern! The warp and woof of its intricate design were years in developing, but nowhere else in the official literature of this Province will there be found so early and so comprehensive a description of the Individual Inventory as it is to-day used in counselling.

(20) Elsewhere the commissioners recommend three intelligence tests as a minimum by the time the student is at the senior high school level.

(21) Putnam, J. H. and G. M. Weir; op cit; P. 101.

At the same time, the quotation is indicative of certain limitations prevalent then, and thereafter for some years. "Guidance" was confined to problems of educational planning and vocational choice. But within the limits of that concept, the commissioners' prescription of a good vocational choice is still far from outmoded. This must be decided, they write, by ability, personal tastes, special preparation, economic status, physical fitness, and especially upon available opportunity. The seriousness of their intent in this matter is to be judged by the fact that they went so far as to recommend the establishment of a vocational guidance bureau in Vancouver, under the city superintendent of schools, "to collect and tabulate information as to vocational opportunity" (22) and to assist the school principal in advising parents and pupils.

Earlier it was stated that the leaders among the teaching profession were aware of the need of many of these changes, and indeed had advocated not a few of them. At no point in the brief they prepared for submission to the commission were they in closer accord with the Report of Putnam and Weir than in their references to matters concerning pupil guidance. In fact, it seems plainly evident that in this the teachers' suggestions went considerably beyond the Commissioners'. For example, the teachers asked for the

(22) Putnam, J. H. and G. M. Weir; op cit; P. 101.

establishment of a "vocational bureau" that would be supplied with all pertinent details about individual pupils leaving school and would in turn assist employers in locating suitable young workers. It would be the work of this bureau "to follow up the pupils in any positions obtained, and for some time to see that they were suiting and that the conditions were right." (23) They also asked that an occupational survey be made, listing opportunities open to young people and giving a record of working conditions, wages, outlook and educational and physical requirements. The nucleus of a system of placement and follow-up, and a provincial scheme of occupational information service were evidently in the minds of the writers of the British Columbia Teachers' Federation brief. How far they were ahead of their time was only too clearly shown in the succeeding years.

In summary, it might be pointed out that the Putnam-Weir Report, submitted on May 30, 1925, is the natural starting point in any consideration of the development of the guidance services in British Columbia as truly as it is of the many other curriculum reforms. At once it offers an analytical description of the curriculum under which the schools of the Province were operating at the time and forecasts many of the changes that were to occur in the next thirteen years. Equally important, together with the brief of the British Columbia Teachers' Federation, it gives the first documentary evidence

(23) Putnam, J. H. and G. M. Weir; op cit; P. 538.

of the advocacy of educational and vocational guidance in the schools of the Province. There is, it should be repeated, little evidence in either the teachers' brief or in the Report itself of those broader concepts of the guidance services as they now apply, and none whatever of a system of school counselling as it exists to-day. (24) Yet in spite of these limitations, the authors of the Report showed a fine grasp of the inevitable connection between the guidance services and curriculum planning, and a clear understanding of some of the most basic principles and techniques of those same services.

(24) To this statement there is one exception. The Commissioners recommended that high schools of four or more rooms should have a female teacher acting as "associate principal", whose duty it would be to act as adviser to girls attending the school. See Putnam, J. H. and G. M. Weir; op cit, pp. 168, 173, 389.

Chapter II.

The Impact of the Putnam-Weir Report, 1925 - 1935.

The Putnam-Weir Report was completed on May 30, 1925. It is a document that has few if any equals in the force it exerted in shaping the philosophy of education practiced in the schools of British Columbia. However, its effects were neither immediate nor spectacular. Nothing short of a revolutionary upheaval in educational policy could have accomplished its complete and early introduction. Favourable circumstances and an ardent champion to espouse the application of its principles alone could have brought this about. A more orderly and planned impletion of its curriculum recommendations might have been achieved had these not been inseparably bound up with the administrative and financial sections of the Report.

Putnam and Weir had been appointed to investigate the financial structure of education in British Columbia quite as much as teaching in the schools. The immediate concern of a great many was how education was to be paid for rather than what type of schooling should be given. Furthermore, the programme of training they advocated was far from an inexpensive one, and certainly not one that could be operated at less cost

than the current system. (1)

Certain of their recommendations were adopted, but nothing like a general curriculum revision occurred in the years immediately following the receipt of their Report. There can be little doubt that their forthright proclaiming of a new approach to education affected instruction in the schools, but a major and orderly assault on the problem of curriculum planning, and along with it the provision of guidance services, waited until the school term 1935-36. In this process, two events materially affected first the delay and ultimately the decision to act. The one was the economic depression that beset British Columbia, along with the rest of the world, in the years after 1929. There was much concern during this period about the cost of schools, and little enthusiasm for any type of schooling that might be more costly. As would reasonably be supposed therefore, most of the curriculum reforms prior to 1935 were introduced before the "depression" years. The second event of major significance, and one

(1) Putnam and Weir were aware of this fact. At page 103 of their Report, they write: "Will the establishing of middle schools in the cities and municipalities of British Columbia effect economy in educational administration? If it means, will the establishing of these schools reduce the sum total now being spent on education, then we unhesitatingly answer, No. If it means the elimination of great waste and securing a much larger educational value for every dollar spent, then we emphatically answer, Yes. Economy is a term loosely employed by many who use it. There is a niggardly economy which starves the child to save a dollar and a wise economy which spends two dollars to save the child."

heralding a period of more rapid change, was the appearance of a new Minister of Education in the Provincial Cabinet. In 1934, Dr. George M. Weir, the co-author of the Report, became a cabinet minister and assumed control of educational policy.

Yet the decade from 1925 to 1935 was far from unproductive as any enumeration of its accomplishments will show. In a sense, too, these were even years of great value, because they gave educators of all classes an opportunity to experiment with the teaching approach Putnam and Weir had advocated, to have actual practice in working under some of the reforms they had urged, and to become accustomed to a changing as opposed to a static and traditional school programme.

In the school year following the receipt of the Putnam-Weir Report, a beginning was made with the introduction of new regulations governing high school entrance and junior matriculation examinations. The rules governing admission to high schools were modified to permit pupils of elementary schools of four or more divisions to be issued high school entrance certificates on the recommendation of a committee composed of the principals of the high and elementary schools concerned, and the Inspector. (2) The first step was thus taken in eliminat-

(2) Fifty-fifth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1926, p. 11. The Board of School Trustees had the option of requesting that a general written examination be used instead of the principle of recommendation. Under the old regulations, the upper 60 per cent of the Grade VIII pupils in schools of seven or more divisions were promoted on recommendation. All others had to write formal Departmental examinations. The result of the change is illustrated by the comparative figures of those recommended and writing examinations in June of the years 1925 and 1926. In June, 1925, 2,130 pupils were promoted on recommendation, 3,568 by examination. In June, 1926, under the new rules, 4,468 were recommended and 1,743 passed by examination.

ing the "entrance examination" for most pupils. The rules governing the junior matriculation examinations were also amended to permit candidates to write and receive credit for passing individual examinations. Heretofore, students were required to write all papers at one time and inability to obtain an average of 50 per cent on the aggregate resulted in failure in the whole examination. In such cases it was necessary to take up all subjects again and to rewrite the entire examination the following year. By this change, the principle of promotion by subject was recognized by the Department of Education.

During the following year, a tentative programme of studies was prepared for junior high schools, the "middle schools" recommended by the Investigating Commission of 1924-25. By the end of 1927, there were four schools in the Province organized on a junior high school basis. ⁽³⁾ The distinction of being the first district to establish a junior high school went to the Municipality of Penticton. Under the direction of its principal, Mr. A. S. Matheson, ⁽⁴⁾ this school was organized in September, 1926, and followed a provisional course of studies

(3) Fifty-sixth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1927, P. 12. Putnam and Weir note that they investigated a school in Vancouver at the time of their survey that was called a junior high school. It was a school for over-age pupils who, with few exceptions, were unable to gain admittance to a regular high school. It was not, they conclude, "a junior high School" in the sense that the term is generally used. See Putnam, J. H. and G. M. Weir; op cit, P. 389.

(4) Later, Inspector A. S. Matheson.

pending announcement of the Department of Education's official, though tentative, programme. In September, 1927, two large junior high schools were opened in Vancouver, one under the principalship of Major H. B. King, (5) who was later to play such an important role in the establishment of the home-room guidance programmes of the 1935-1937 curriculum revisions. A fourth school, in Point Grey Municipality, (6) had a partial junior high school organization. Thus, the aim of a "middle school" devoted to the early adolescent period was beginning to be realized, and of necessity a curriculum had to be drafted for these schools.

This was introduced in 1927 and marks an important step in the achievement of one of Putnam and Weir's principal recommendations. (7) That the programme issued was purely a tentative one was stressed by the Department of Education. Criticism and suggestions were invited. English, social studies, health and physical education were stipulated as the compulsory subjects in all grades. In addition, mathematics, practical arts, (8) general science and music were required in Grades VII and VIII; as was art in Grade VII. A new principle was the

(5) Later, Dr. H. B. King.

(6) On January 1, 1929, Point Grey Municipality became a part of the City of Vancouver by amalgamation.

(7) Programme of Studies for the Junior High Schools of British Columbia, Victoria, B. C., King's Printer, 1927, 100 pages.

(8) This term as used in the Programme includes both industrial arts and home economics.

requirement in the lower grades that five study periods a week be assigned. In Grade IX, there were to be seven study periods each week. In the optional portion of his programme, the student could elect courses to suit his taste and needs. (9) In this group of subjects were the foreign languages, commercial training, additional work in industrial arts or home economics, agriculture and special English. In all grades, provision was made within the elective subjects for special try-out courses running from one-quarter to one-half year.

The programme, said its authors, aimed to give an enlarged and extended background of experiences to children in the early adolescent period, to make ample provision for a common integrating education through the "constants", and at the same time to give "abundant facilities for the progressive discovery and experimental direction of pupils' interests, aptitudes and abilities" through exploratory courses and "individual diagnosis, leading to educational and vocational guidance". (10)

This final statement bears examination. Among the noteworthy omissions in this programme when compared with its successor is any provision for group work in guidance. Time

(9) The terminology then applied and thereafter used referred to the compulsory subjects, Putnam and Weir's "irreducible minimum", as the "constants", and to optional subjects as "variables" or "electives".

(10) Programme of Studies for the Junior High Schools of British Columbia; op cit, P. 5.

was not provided in the programme for such activity and indeed no reference whatever is made to it in the tentative curriculum of 1927. Yet at the same time, in its preliminary statement, the programme's reference to "individual diagnosis" suggests that the committee drafting the curriculum had some form of counselling in mind. Even more to the point, they conclude their general statement with the remark: "Pupils should not elect courses against the advice of the principals and authorized counsellors." (11) This is the first use of the term "counsellor", in the guidance sense, in any official Department of Education document. The wording, "authorized counsellors", presents something of a puzzle. No other reference is made in the programme to counsellors as such. There was obviously no provision at the time for authorizing counsellors, and no suggestion as to how they were to be chosen or to function. No time-allotment for the teacher who was to act as counsellor was made and no counsellor's records were suggested. It seems, in fact, to be an isolated reference that was not officially carried beyond that point at the time. But it is an interesting addition to the general concept of the guidance services that was being built up during this period. Putnam and Weir gave no hint of a system of school counsellors.

(11) Programme of Studies for the Junior High Schools of British Columbia; op cit, P. 8.

They left interviews of this type to the principal or class teachers, except in the case of the vocational guidance bureau proposed for the Vancouver schools. (12) And one should judge that the bureau's work would be vocational rather than educational, and be concerned with prospective school-leavers rather than those selecting secondary school courses.

Thus the first curriculum revision following the Putnam-Weir Report marks the introduction of the word "counsel-ler" into the educational terminology of this Province. He was to assist the pupil in the choice of subjects. By inference then, the new junior high schools were to have counsellors, but beyond that no direction was given.

In 1928, a revision of the senior high school programme was undertaken. This was in part made necessary by the progress of pupils from the new junior high schools to the senior school. These students would have followed the new curriculum set up for junior high schools, and certain adjustments in the senior high school programme were therefore necessary. By the end of the 1928-29 school term, the junior high schools had a combined enrolment of 4,797 students, or 4.38 per cent of the student population. A general committee representing the Department of Education, city and rural high schools, and the University of British Columbia was appointed to consider

(12) Putnam, J. H. and G. M. Weir; op cit, pp. 101-102.

the question of revising the senior high school curriculum. (13)

At the outset, the committee was unanimous in its opinion that no revision, however careful or scientific, would be satisfactory without the addition of one year to the programme. Thus, the committee, proceeding on that assumption, began drafting a four year curriculum leading to a general graduation diploma. (14)

The new plan was introduced in September, 1930. (15)

It extended the basic principle of constant and elective subjects laid down in the junior high school curriculum of 1927. Five basic programmes were provided: matriculation, normal entrance, commercial, technical, and general. The "constants" were the same in each case: English, social studies, health and physical education. The principle of high school graduation, as opposed to "matriculation" as the standard of successful completion of high school training, was established. A credit system was introduced by which each subject taught carried credits towards graduation. These were to be given on the basis of one credit for each period in the week the

(13) Fifty-eighth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1929; P. 11.

(14) The four year programme is explained by the fact that the greater portion of the Province was not organized on the junior high school basis. Where junior high schools existed, the 6-3-3 plan was to be used with the senior high schools offering three years' training. In other districts, the elementary schools were to have eight grades, and the new arrangement would give the high school four grades, IX - XII.

(15) New Programme of Studies for the High and Technical Schools, Victoria, B. C., King's Printer, 1930, 198 pages.

particular subject was taught throughout the school year. In this way, subjects programmed six times a week carried six credits, those given five times a week carried five credits, and so forth in accordance with the number of teaching periods each week during the school year. For high school graduation, a pupil was required to earn a total of 120 credits in the four years, (16) Of this total, forty-six credits were in all cases earned in the "constants". This left students in the General Course with seventy-four credits to be gained in the elective subjects. The purpose of the General Course was frankly to make provision for the non-academic student who did not wish to specialize in either commercial work or industrial arts. He was thus given a wide choice of "electives". Should he choose either of these other courses, his programme apart from the "constants" would largely be consumed by subjects offered in the field of his specialization.

Students in the Matriculation Course had only six to twelve credits in the four-year period that could be earned in subjects chosen entirely outside the course requirements.

(16) It was recommended that the school day be divided into seven periods of from 40 to 45 minutes each. If the suggestion that each pupil be required to have one period per day as a "study period" were followed, for which no credit was allowed, a pupil could at most earn thirty credits in any one year (6×5), or the required total of 120 credits in four years.

Four years of mathematics and a foreign language ⁽¹⁷⁾, and three years of science accounted for fifty-two credits. From a restricted list he had to choose subjects totalling an additional ten to sixteen credits. ⁽¹⁸⁾ Therefore, in the four year period, the student proceeding to university had at most twelve credits that he could earn from elective subjects for which he had a completely free choice. The Normal Entrance Course was essentially the same as the Matriculation Course, substituting geography, art, arithmetic and grammar in place of reduced requirements in mathematics and foreign languages.

It was stipulated that students in the Matriculation and Normal Entrance Courses might be permitted to complete their course in three years by deleting elective courses if necessary, and by passing examinations set by the Department of Education gain entrance to the university or normal schools. ⁽¹⁹⁾ However, the Programme was emphatic in cautioning principals

(17) This allowed a choice of Latin or French. The choice of one foreign language is, along with the whole curriculum, generally in line with the Putnam-Weir suggestions. At page 84 of their Report, they write: "It seems startling to find in the secondary schools such a large proportion of the youth of both sexes devoting half their time in school and more than half their home study to two foreign languages for which only a small proportion have any real liking, and in the mastery of which only a few select make real progress and for which fewer still will in their life work have any genuine need."

(18) These subjects included various sciences (agriculture, biology, geography); Latin, French, Greek or German; home economics or industrial arts; or Senior Matriculation subjects.

(19) New Programme of Studies for High and Technical Schools; op cit; P. 9.

to "keep in mind that the purpose of the educational reform which is expressed in the revised curriculum will be defeated if the attempt is made to have the student body as a whole hurry over the course in less than four years." (20) Furthermore, students were not to receive a High School Graduation Diploma unless they earned the required total of 120 credits.

The concept of high school graduation was a new one—graduation based on four years of successful work rather than the passing of a set of formal examinations at the conclusion of the student's high school career. So too was the General Course. On the other hand, students in any of the other courses still moved in a restricted field and had little opportunity for a completely free choice of subjects. Yet even from the Matriculation student's point of view, the curriculum was an impressive advance over the traditional one that had preceded it.

The whole programme placed a great responsibility upon the student, or his parents, or both, for the choice of the course to be followed and particular subjects to be chosen, whether selected from the wide range offered by the General Course or the selected group open to Matriculation students. Of this fact the authors were keenly aware. In the "Foreword"

(20) New Programme of Studies for High and Technical Schools;
op cit; P. 6.

to the Programme they write:

"The new programme, being more favourable and providing more fully for individual differences than the programme which it has displaced, is inevitably more complicated. In consequence of this, the duty of guidance, which has always been one of the teacher's functions (21), receives new importance. In the smaller High School the Principal and his assistants will be able to give the guidance. In the larger schools, with their greater student population, their more complicated organization, and their greater variety of courses and optional subjects, there should be designated specially competent teachers, trained in educational and vocational guidance, who should be allowed adequate time for this essential and highly important work." (22)

Thus the concept of the school counsellor received further clarification. He was to be a specially qualified and trained person, and he was to have "adequate" time to do his counselling. No training programme for counsellors was outlined or introduced, nor was any statement given as to what was to be regarded as adequate time for counselling. It was a function that should be performed and it would require trained people, of this the authors were certain, but just what the training was, how it was to be given, and how much time was to be allotted for such a service were questions to which they offered no answers. Yet this statement is a marked advance, a much clearer concept of a school counselling service than the one contained in the junior high school programme drafted three years before.

(21) There is no evidence that this was so, if guidance and counselling are interpreted in the sense that these terms are used in the paragraph quoted.

(22) New Programme of Studies for the High and Technical Schools;
op cit; P. 6.

A second item of importance in an account of the development of the guidance services in British Columbia was the introduction of a course in Occupations. This was by express direction not to be given until a satisfactory Canadian text-book was available. (23) It was to occupy approximately one period a week throughout the school year and was to be given as part of the Grade IX Social Studies course. Teachers were advised to deal with as many vocations as could be handled well, and that those particularly appropriate to any locality should be stressed. The proposed course listed twenty-six topics, including the primary industries, various trades, business occupations and the professions. No outline or plan of how to study an occupation was given to assist teachers and no bibliography was listed. There is some doubt that the course was ever actually taught, yet it remains a pioneer effort in this particular aspect of the guidance services.

As has been said, the new high school programme contained a proviso that students of ability might be permitted to complete their training in three years. This regulation was not always strictly observed in the matter of its intention. There was a tendency to reverse the plan and to treat it as giving school boards the right to retain a three year organization so long as poorer students were allowed to take four years

(23)

New Programme of Studies for the High and Technical Schools;
op cit, P. 25.

to complete the programme. Such school boards justified their stand by reasoning that because the results of Matriculation examination in the past had been good, therefore the large majority of the students could complete the programme in three years. Perhaps a truer appraisal of the situation is the frank admission by one school board: "It was obvious that pupils could not be retained at high school for an additional year without increasing the staff of teachers." (24) However, by 1933, one of the Province's two high school inspectors, Mr. J. B. DeLong, was able to report:

"When the new course was inaugurated three years ago a large proportion of the schools started off with the idea of allowing the brighter pupils to cover the course in three years.....(yet) practically all the larger high schools are now working on a straight four-year basis, while about half the one-room schools are still attempting to cover the course in three years." (25)

None the less, the year 1930 was not a propitious one for the introduction of a school organization involving an additional year of free education. The effect of the economic depression that was to plague the business world for

(24) Fifty-ninth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1930; P. 36.

(25) Sixty-second Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1933; P. 29. It is interesting that in June, 1933, High School Graduation Diplomas were granted for the first time. In his report for the school year 1935-36, the other High School Inspector, Mr. Albert Sullivan, reports: "The principle of the four year High School Course has been endorsed in every high school in this inspectorate except Salmon Arm, and even there the Trustees at their meeting in March went on record as being in favour of the four year course." Sixty-fifth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1936; P. 35.

the next few years had an important influence upon the general progress of educational reform. Reports from school districts as early as 1929-30 give evidence of this fact. For example, the city superintendent of Vancouver, a city that had led in the establishment of junior high schools, stated the need of an additional unit of this type, but reported that the "School Board felt the time was inopportune for submitting money by-laws." (26) Again, by 1932 the growth in high school enrolment was creating an increasing difficulty, classrooms in neighbouring elementary schools were being used to house secondary school students, but the School Board was convinced that "under existing conditions, the ratepayers would not favour such expenditure for any project, no matter how urgently needed." (27) These statements are typical. They reflect a situation that was general throughout the Province, and one that materially affected the introduction of a broader, but by that same token a more expensive type of curriculum, quite as much as the provision of adequate school facilities.

It is not surprising therefore that the years from 1930 to 1934 brought little in the way of educational advance. Retrenchment rather than reform became the policy of local school boards and Provincial Government alike. One advance of

(26) Fifty-ninth Annual Report of the Public Schools, op cit; P. 33.

(27) Sixty-first Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1932; P. 36.

some importance was the introduction of a system of pupil records, similar to the one suggested in the Putnam-Weir Report. In 1931, the "Progress Record Card" was introduced, and in time provided the Province's schools with a systematic record of their pupils' academic progress. (28) In addition, minor changes were made in the elementary and secondary school curricula in 1932 and 1933. But the most significant event of the period was the raising of the age of free education from fifteen to eighteen years. (29) But this action may be ascribed as much to concern for the immediate welfare of the increasing number of youths who could find no source of employment as for any zeal for a better, more complete secondary education. However, this change, and the employment situation generally, did have an important effect upon educational matters. Student enrolment in the high schools rose from 10,597 in 1925 to 19,969 in 1935. At the time of the Putnam-Weir Report, it represented 10.81 per cent of the school population; by 1935 it amounted to 17.03 per cent of student enrolment. Added to these totals must be the 6,265 pupils registered in the ten junior high schools in operation in 1935. (30) Table I gives a summary of the comparative growth of senior high school population from 1925 to 1935.

(28) Sixty-first Annual Report of the Public Schools, op cit; P. 25.

(29) Sixty-third Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1934; P. 27.

(30) Sixty-fourth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1935; P. 18.

TABLE I (31)

Growth of Student Population

School Year	Enrolment at High Schools	Enrolment at Other Public Schools (32)	Total Enrolment	Percentage at High Schools of Total Enrolment
1924-25	10,597	87,357	97,954	10.81
1925-26	11,779	89,909	101,688	11.58
1926-27	12,906	92,102	105,008	12.29
1927-28	13,516	94,663	108,179	12.49
1928-29	14,545	95,013	109,558	13.27
1929-30	14,675	96,342	111,017	13.22
1930-31	16,197	97,717	113,914	14.21
1931-32	18,134	97,785	115,919	15.64
1932-33	18,552	98,264	116,816	15.80
1933-34	18,932	96,860	115,792	16.35
1934-35	19,969	97,264	117,233	17.03

The increasing proportion of students registered in senior high schools could imply but one thing. Young people who formerly left school to seek employment before entering secondary school, or shortly thereafter, were now continuing their education for a longer time. If to the total of 19,969 students attending senior high schools in 1935 are added the 6,265 pupils enrolled in regularly organized junior high schools, it will be seen that 22.38 per cent of the student population was in attendance at schools operating on the diversified secondary school curricula. This could only mean that a much greater percentage of these students than

(31) Sixty-fourth Annual Report of the Public Schools, op cit; P. 12.

(32) Pupils in attendance at junior high schools are included in the total given for "other public schools".

formerly likely required a non-academic, pre-vocational type of secondary education. Willingly or otherwise, the secondary schools of the Province were rapidly coming to the point at which the demand for many new courses, regardless of expense, would have to be met. In turn, this state of affairs could but serve to emphasize the need for a definite attack upon the problem of the educational and vocational guidance of these young people.

It was to meet this very situation that the Vancouver School Board made an abortive attempt to set up the city vocational guidance bureau suggested in the Putnam-Weir Report. During the 1930-31 school year a Director of Vocational Guidance was appointed, and classes in vocational guidance methods were organized for teachers. (33) The training programme, the first of its kind in the Province, met with considerable enthusiasm in its initial year. An enrolment of 116 high school teachers and 103 elementary school teachers is recorded. The School Board had every hope of establishing occupational information classes, in line with the suggestion in the Programme of Studies, as the first step in a vocational guidance programme. However, in an account of mounting financial difficulties and of a necessary reduction of various school services, the report of the Vancouver city schools in 1933 announces simply: "It was also

(33) Sixtieth Annual Report of the Public Schools, Victoria,
B. C., King's Printer, 1931; P. 42.

decided to close the Vocational Guidance Department at the end of June." (34) The failure of the experiment was unfortunate. Its fate, doubtless like the other worthwhile projects abandoned at the time, was largely dictated by the exigencies of the economic situation. The following year, the city superintendent expressed the desire to have the scheme revived in 1935, but events proved his hopes to be groundless. (35)

In many respects, 1934 was an eventful year. It was certainly one that prefaced change. The election of Dr. G. M. Weir to the Provincial Legislature and his subsequent appointment to the cabinet as Minister of Education have already been mentioned. So has the statutory change raising the age of free education to eighteen years. In this year too, mounting financial difficulties led to the appointment of a Commission on School Finance, composed of the Minister of Finance, the Hon. John Hart, and the Minister of Education. It was in part the report of the Commission's technical adviser, Dr. H. B. King, and his presence within the Department of Education, that precipitated the major curriculum changes following 1935. (36)

(34) Sixty-second Annual Report of the Public Schools, op cit; P. 50.

(35) Sixty-third Annual Report of the Public Schools, op cit; P. 48.

(36) A start was also made in the consolidation of rural school districts and of rural schools themselves with the beginning of the Peace River Consolidation. This movement is of interest in this study because it led to larger secondary school units in rural districts, in which adequate guidance services, not possible in one and two room high schools, became a practical reality. An account of the Peace River Consolidation will be found at pages 28-29, Sixty-fourth Annual Report of the Public Schools, op cit.

It is perhaps fair to say that his views on curriculum matters, occupying most of the first thirty-five pages of his Report, had a greater effect than his financial proposals. To Dr. King, as to his predecessors, Putnam and Weir, curriculum and school costs were inseparable. School finance and the type of education which is being financed cannot be considered apart from one another. Therefore, coupled with his financial suggestions, he makes the forthright recommendation: "That there be a thorough recasting of the educational system both administratively and from the standpoint of curriculum." (37)

There can be no doubt, he argues, that the recognition of individual differences is a sound policy financially as well as educationally. He points to the excessive numbers registered in courses for which they are not fitted as an example of unjustified waste, and continues;

"If society is to provide secondary education for the large numbers now demanding it, there will be an intolerable social and monetary waste unless the school system has adequate power to deal with its student population according to their respective and varying abilities and probable future needs, and unless also the public comes to recognize that not everybody can excel in the literary and scientific studies." (38)

Dr. King was especially critical of the strict departmentalization followed in the high schools, a tendency almost

(37) King, H. B.; School Finance in British Columbia, Victoria, B. C., King's Printer, 1935, P. 28.

(38) *ibid*, P. 29.

inevitable under the Programme of 1930. Once in the senior high school, the student had one of four choices—the academic, (39) commercial, industrial arts and general courses. The last was to a large degree nullified by the social prestige and glamour associated with the university entrance programme. (40) Thus, in reality, he must choose an academic course or the specialized training of the commercial or industrial arts courses. In some cases, this selection meant the choice of a school because of the existence of high schools of commerce and technical schools. But even in high schools of a composite nature, offering training of all three types, the student was frequently faced with what Dr. King called "water-tight compartments". His remedy was explicit: "Courses should be planned to suit individuals after careful diagnosis of the individual's capabilities and needs, and not, least of all, his tastes. This means there should be available at least a number of schools of the composite type, where barriers between courses, or organized curricula, are broken down." (41)

(39) Matriculation and Normal Entrance.

(40) The report of the Victoria city schools for 1931-32 complains of the same influence: "a prevailing public attitude which exalts the university matriculation above other courses which are equal in educational value and better as a preparation for the students' future careers." See Sixty-first Annual Report of the Public Schools, op cit, P. 39. There was evidently a need for educational guidance in the Victoria schools, even if not recognized at the time.

(41) King, H. B.; op cit, P. 30.

Thus did Dr. King advocate the composite high school with a fluid curriculum, a type of high school that today has become a major factor in secondary education in this Province. But such a school, with its pupils proceeding on individual programmes, presented an obvious danger without proper facilities for educational guidance. This Dr. King realized, and as a consequence advocated, perhaps more forcibly than anyone before him, the absolute necessity for such a service. He took the view that Guidance "upon an individual basis, with careful diagnosis, leading ultimately to self-discovery and soundly motivated behaviour" (42) was necessary from an educational standpoint and obvious in the effective use of school money.

The importance attached to the guidance programme by Dr. King is indicated by the fact that his proposal for the reorganization of the Department of Education administrative staff made provision for a Director of Vocational Guidance. The seniority within the Department to be accorded this officer is equally noteworthy. He was to be one of six directors, working immediately under the Superintendent and Assistant Superintendent of Education, who were to be in charge of various phases of instruction in the schools of the Province. (43)

(42) King, H. B., op cit; pp. 29-30. At page 29 he writes that the failure of schools to provide guidance services "is another way of saying that the school has not done all that it might have done and that the money spent upon education could be used more effectively than has been the case in the past."

(43) *ibid*, pp. 125-6. The other directors were to be those of Elementary Education; Secondary Education; Personnel, Research and Teacher Training; Vocational Education; Health and Physical Education.

As it turned out, his advocacy of curriculum reform bore fruit with surprising rapidity. Early in the year 1935, a general revision of the entire curriculum, involving all types of schools, was undertaken with Dr. King acting as special curriculum adviser to the Minister.

Before considering the changes wrought by the curriculum reformers of 1935-37, a word or two might be said of the man who was to be the dominant force in curriculum matters for the next decade. Dr. King, a pioneer in the junior high school movement, until his retirement in 1947 maintained an unceasing vigil on behalf of progressive educational policies, and exerted a profound influence upon the school system of this Province. Certainly among its early advocates, no one equals him in his championship of the guidance services or in the impetus he was able to give the movement because of the position he occupied as curriculum adviser and later as Chief Inspector of Schools.

Chapter III.

Major Curriculum Revisions, 1935-37.

The significance of the 1935-37 curriculum revision is that it was the most complete redrafting of the Programme of Studies undertaken at one time and as a coordinated effort involving all types of schools. Many changes had been made since the publication of the Putnam-Wair Report in 1925. Indeed, at one time or another, the entire curriculum had been recast. Many of the recommendations of those investigators had become accomplished facts. Yet at no one time had the whole programme, from Grade I to Grade XII, gone under review and been considered as an integrated whole.

Before recounting the accomplishments of the curriculum revision committees that began work in 1935, it would be advisable to examine in summary the achievements of the preceeding decade. The curriculum had by a series of fairly independent steps been redrafted, giving a more elastic Programme of Studies that at least offered some opportunity to recognize the theory of individual differences. A junior high school system had been established, and along with it one year added to the length of public education. High school fees had been abolished and the age of free education raised to eighteen years. Modification of the examination system was undertaken, resulting in expansion of the policy of "recommendation" of pupils for admittance to high schools and the introduction of examination

by individual subjects in the Matriculation Examinations. The principle of promotion by subject rather than by grade was thereby tacitly recognized. Equally important too, the policy of High School Graduation as marking the completion of high school training had replaced Junior Matriculation. A beginning at least had been made in establishing a concept of guidance services, and certainly a system of schooling had been invoked that made necessary some assistance of this kind to pupils. And finally, a province-wide pupil record system, a necessary adjunct to any guidance organization, had been set up and was in use.

This is no mean record of achievement. The problem of those revising the curriculum after 1935 was largely to consolidate and integrate, to do at one time in a more concerted fashion that which had been done by stages and never with the whole curriculum of the public school system under consideration. There were additions and new ideas to be sure, and noteworthy among these was the provision of an organized system of group guidance for the junior and senior high schools of the Province.

Dr. H. B. King, who as Curriculum Adviser was in large measure the chief architect of the new programme, advocated a careful review of this type in his report on "School Finance in British Columbia". Perhaps then his own words offer the best description of what was being attempted:

"The objectives of public education should be clearly conceived and set down, and criteria estab-

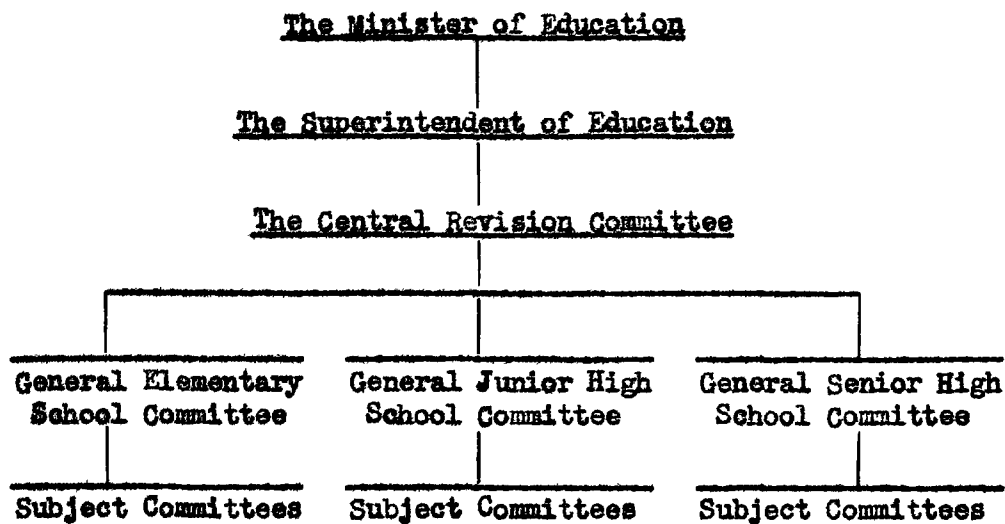
lished to select the content of instruction by the light of these objectives. This means that the curriculum should be revised in a thoroughly scientific way, with fundamental principles kept more clearly in mind than has ever hitherto been done. In this revision the presumed needs of students preparing for the university should not determine the content of the curriculum.

"When once the curriculum shall have been revised in harmony with these principles, there should be created machinery for its continuous revision upon the same principles." (1)

The actual organization set up to carry out the revision at this time gives some indication of the care that was taken in preparing the new programme. And of its various components, the Central Revision Committee, which in time became a permanent addition to the Department of Education as an advisory body, offered some hope for the realization of Dr. King's plan of constant evaluation and revision of the curriculum. The various committees organized to plan the new programme can be illustrated diagrammatically as follows: (2)

(1) King, H. B.; op cit, P. 159.

(2) Members of the Central Revision Committee were: Dr. D. L. MacLaurin, Assistant Superintendent of Education, chairman; Dr. H. B. King, curriculum adviser; Mr. H. N. MacCorkindale, Superintendent of Schools, Vancouver; Mr. C. B. Wood, Department of Education, University of British Columbia; Dr. J. Roy Sanderson, Principal, King Edward High School, Vancouver. Dr. MacLaurin acted as chairman of the General Elementary School Committee, Dr. King of the General Junior High School Committee, and Mr. MacCorkindale of the General Senior High School Committee. See Sixty-fifth Annual Report of the Public Schools, op cit, P. 27.



Under the General Committee over 250 teachers, supervisors, normal school instructors and inspectors of schools carried on the actual revisions. The Central Revision Committee held its first meeting on May 11, 1935. In October, the subject committees for Grades I - VI were appointed and work began on the elementary school programme. In January, 1936, the subject committees for the junior and senior high school curricula were appointed. By the fall of 1936, the elementary and junior high school programmes were completed and introduced. Completed in the following year, the senior high school curriculum was introduced progressively by grades during 1937 and 1938.

To a greater degree than in any of the previous revisions, stress was laid in this case upon the aims and objectives of education. For example, no less than sixteen pages of the Junior High School Programme of Studies ⁽³⁾ and twenty-three pages

(3) Programme of Studies for the Junior High Schools of British Columbia, Victoria, B. C., King's Printer, 1936.

of the Senior High School Programme of Studies (4) are devoted to a recital of these purposes. More than that, a special bulletin for parents (5) was issued describing to fathers and mothers of school children the features and ideals of the new curriculum.

The task of explaining the programme to the teaching body led to a major emphasis on in-service teacher-training. Evidence of this activity is abundant. For example, in 1936, the Provincial Normal School at Victoria organized a series of lectures and conferences for teachers in that area. (6) In Vancouver, during the same year, over 200 teachers enrolled in special courses. (7) In the adjoining municipality of Burnaby, an active programme existed, enrolling sixty-one teachers in one practical arts course alone. (8) Reports similar to these are prevalent during the next few years. The Provincial Department of Education's Summer School of Education was reorganized. (9) A "credit" system was introduced by which teachers were given credit for in-service courses taken towards specialist certificates. Graduates from Normal Schools were thereafter required to attend two sessions of the Summer School of Education before a permanent teaching certificate was granted.

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- (4) Programme of Studies for the Senior High Schools of British Columbia, Victoria, B. C., King's Printer, 1937.
 - (5) Programme of Studies for the High Schools of British Columbia - Parents' Bulletin, Victoria, B. C., King's Printer, 1937.
 - (6) Sixty-sixth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1937, page 35. The report of the Victoria city schools points out that 75% of the elementary staff attended summer schools (see page 58 of the same report). The Vancouver report for this year notes a similar activity on the part of teachers.
 - (7) *ibid*, Page 53.
 - (8) *ibid*, Page 65.
 - (9) *ibid*, Page 36.

All of this activity was wisdom on the part of the committees in charge and Department of Education officials responsible. It will be remembered that Putnam and Weir had listed as one of their first recommendations the promotion of the study of modern educational objectives. Much of the problem of implementing curriculum reforms to date and certainly making effective the teaching approach suggested in the revisions depended upon an understanding of their purposes by both parents and teachers.

The general arrangement of the new curriculum did not differ so greatly in outward appearance as one might expect. There was a thorough consideration by subject committees of materials used for individual subjects. Great care was taken in the final preparation and arrangement of all subject matters. A pattern was used in which the content of the subject in each grade was organized in units built around a central thought. But perhaps the essential innovation was how these units, and the curriculum of which they were a part, were to be taught. This is the crux of the 1935-37 revisions. It is well expressed in the following statement of the general aims of education:

"It is the function of the school, through carefully selected experiences, to stimulate, modify, and direct the growth of each pupil physically, mentally, morally and socially, so that the continual enrichment of the individual's life and an improved society may result." (10)

(10) Programme of Studies for the Senior High Schools of British Columbia, op cit, Page 67.

This is an objective diametrically opposed to the text-book dominated, subject-matter teaching that Putnam and Weir had found prevalent in the schools of the Province, and to which they had issued such strong objections. Step by step, the different curriculum reforms of the past decade had progressively eliminated its influence. But the statement above, like the Programme of Studies from which it is taken, is farther removed than any of its predecessors from the idea that education is knowledge acquired and retained. When analyzed, two objectives appear pre-eminent in the statement. First, the purpose of education is all-round development - social, moral, physical, quite as much as intellectual. (11) Education concerns the whole child and it is centred on the child's personal development. Personal development is never identical nor achieved in the same manner in any two cases. It is completely individual; no two persons start at the same stage or reach the same pattern of development. In the second place then education concerns itself with individual children.

Such a process of growth was to be accomplished by "experiences". (12) The purpose of the school was to select and to direct these experiences so that they would be of the greatest benefit to the individual student. In such a view,

(11) "All-round personal growth involves every aspect of the human being", see Programme of Studies for the Junior High Schools, op cit, P. 13.

(12) "To summarize, school should be thought of as a life to be lived where there is action, co-operation, and opportunity to develop desirable attitudes, habits, and ideals." See *ibid*, P. 13.

all that went on in the school was education. Small wonder is it then that much thought and time in preparation of the curricula were devoted to the extra-curricular activities of the school. These became a functioning part of education, some of its most essential experiences. The term "co-curricular" was used popularly to denote their new-found status.

The functioning of the whole plan largely depended upon knowledge of the individual student -- his needs, interests, potentialities and limitations. It presented what was essentially a "guidance" concept of education. Progress in such a curriculum can only be individual, and this was the purpose of the unit arrangement of subject matter. Pupils were to proceed on an individual basis from unit to unit. Promotion in a subject was to be "continuous from unit to unit, just as growth is continuous". (13) This, of course, was an ideal, and perhaps on a province-wide scale an entirely impossible one at this time. But it was most assuredly an objective without the remotest likelihood of accomplishment without a thorough system of child study and individual counselling in the school.

Moreover, it was an aim that could not possibly be fulfilled with even the degree of regimentation prevalent in the "water-tight" compartments of the high school curriculum of 1930. Thus one obvious change was the elimination of the various

(13) Programme of Studies for the Senior High Schools of British Columbia, op cit, P. 27.

"courses" forming the basis of that programme. In the Senior High School Programme of 1937 there was one "course", in the sense that the term was used in 1930. This was High School Graduation. (14) There were "constants", which all pupils studied, and there were "electives". There was to be a completely free choice of the second. Those students wishing to enter university of course would have to take such electives as that institution might demand for entrance. This was regarded as an individual choice on the part of the pupil, in consequence of which he could not have the complete freedom of selection enjoyed by other students. But having made his choice, he was, like his fellows, a candidate for high school graduation. On this point the Programme of Studies was very explicit: "Matriculation is to be regarded as a form of High School Graduation." (15)

Graduation was to be granted on the basis of the successful completion of four years of secondary education. (16) The student was required to earn 112 credits as opposed to the

(14) Programme of Studies for the Senior High Schools of British Columbia, op cit, P. 29.

(15) Programme of Studies for the Senior High Schools of British Columbia; op cit, P. 29. Again at page 31: "A student in attendance at a public school who wishes in his selection of courses for the High School Graduation Certificate to include the courses required for University Entrance must meet all the requirements for High School Graduation."

(16) Grades IX, X, XI, XII.

120 credits prescribed by the 1930 Programme. The reduction in the number of credits required for graduation is explained by the inclusion of weekly guidance and library periods for which credits were not granted. (17) There were thirty-five periods in a normal school week; thus in four years the total of 140 credits might be possible. However, this total was reduced by twenty-eight by the inclusion of guidance, study and library periods. The 112 credits to be earned for graduation were divided as follows: (18)

<u>Constants</u> (compulsory for all students)	<u>Credits</u>
English (in each grade):	
5 periods per week, 5 credits per year	20
Social Studies (in Grade IX, and two of Grades X, XI, XII):	
5 periods per week, 5 credits per year	15
Health (1 period per week in each grade) and Physical Education (2 periods per week in each grade):	
3 periods per week, 3 credits per year	<u>12</u>
	<u>Credits for Constants</u>
	47
<u>Electives</u>	<u>65</u>
<u>Total Credits for Graduation</u>	<u>112</u>

Students electing to fulfill university entrance conditions were required to complete the following programme in addition to the constants:

	<u>Credits</u>
General Science (in three grades):	
5 periods per week, 5 credits per year	15
Foreign Language (in three grades):	
5 periods per week, 5 credits per year	15
Mathematics (in all grades):	
5 periods per week, 5 credits per year	<u>20</u>
Total	50

(17)

The daily "study period", recommended in the 1930 programme, became a required feature of the curriculum to be deleted only for students whose work was of a high calibre.

(18) See Programme of Studies for the Senior High Schools of British Columbia; op cit, P. 29.

Thus while the student proceeding to high school graduation in the normal manner could earn 65 of his 112 credits, or over half his programme, in subjects for which he had complete freedom of choice, the pupil wishing to enter university had only 15 credits to be earned in subjects that for him were truly "elective". This situation was aggravated in the following years by the imposition by the University of British Columbia of additional requirements as prerequisite to entry into certain faculties. In certain cases, students were given permission to delete study periods from their programme and were thus able to increase the number of elective subjects they could study. But regardless of this, the time consumed in meeting the entrance requirements set by the university still meant a serious curtailment of a student's ability to select exploratory courses or those which reflected avocational interests. His programme remained an almost totally academic one. As a preparation for university it was probably an excellent device; as a preparation for the well-rounded personal development sought by the curriculum there must be serious doubts. On the other hand, it would be completely unfair to accuse those planning the curricula of 1936-37 of temporizing with their basic philosophy. They cannot be blamed for the admission requirements set by institutions of higher learning. Furthermore, it must be admitted that they did their utmost to remove university entrance standards from the eyes of the student, and of the public at large, as the mark of successful completion of public school education.

Their educational creed, so ably expressed in the Programme of Studies, had a marked effect upon education in British Columbia, perhaps more apparent in the methods of teaching adopted than in the actual provisions of the curriculum itself. Their elimination of the "water-tight" compartments typified by the various "courses" of the 1930 curriculum was a distinct contribution. Apart from those proceeding to university, the choice was now definitely upon a subject basis as opposed to the election of a well-defined and distinct programme that once chosen largely had to be adhered to by the student.

With such a freedom of choice available, it was to be expected that in schools equipped to offer any number of "electives" a small proportion of students would have precisely the same choice of subjects. Students' daily or weekly time-tables became individual rather than class programmes. In such a school, any group of thirty-five students registering in the morning as a class could rarely be expected to proceed throughout the day as an unbroken unit. The wider the choice of subjects offered, the more likely was this to be the case. Although this situation presented serious administrative difficulties for the school, as may well be imagined, the problem of course selection it posed for students was, if anything, even more acute. Once again, both from the point of view of the mechanics of school organization and the welfare of students, some form of educational guidance was an evident necessity.

Chapter IV.

Group Guidance, 1936-1944.

There should be little surprise that it was with the new junior and senior high school curricula that a province-wide guidance programme was inaugurated. The following statement sums up the three principal features of the plan adopted at that time;

"Much of the work of guidance will be done in groups during the time allotted in the time-table for that purpose; the remainder will be done by individual interview and indirectly through the various contributing agencies such as the Student Council, clubs, home room, and the like." (1)

In the first place then, the major emphasis was placed on group guidance. This was a compulsory feature of the programme, with one period per week provided in each year, from Grade VII to Grade XII inclusive. A detailed programme of topics for discussion and study was given, to be dealt with in the time thus allotted. Second, there was to be individual counselling, though in point of fact this was a recommended and not a required feature of the plan. No suggestion was made as to how the actual time of the teacher used in counselling was to be allocated or of how he could be relieved from his regular classroom duties for such a purpose. Third, a close relationship in the curriculum was seen to exist between the formal group guidance classes and the "co-curricular" activities of the school. So much was this the case that suggested plans of student council organizations and club programmes

(1) Programme of Studies for the Junior High Schools of British Columbia; op cit, P. 239.

were incorporated in the guidance syllabus. School clubs were not alone stressed for their educational worth in providing valuable experiences. From two points of view they were important in the guidance of students: first because of their educational and vocational exploratory value and again because of the assumption of "guidance for the worthy use of leisure" as one of the principal objectives of the plan.

The outline of topics provided for the group guidance periods was a comprehensive one. Arranged by units, it followed the pattern used in the other courses in the curriculum. The result of the unit arrangement in this case was a division of the programme to be fallowed into definite compartments. One suspects that this was the result of approaching the task of building the programme not so much from the point of view of personal problems of students that could well be handled in group discussions as of the preparation of a course to be studied and mastered. Thus we have clearly marked divisions, such as "Orientation", "Educational Guidance", "Moral and Social Guidance", "Civis Guidance", "Guidance for Leisure and Leadership", "Vocational Guidance". In every grade a portion of the periods assigned was devoted in turn to each of these topics. Group work, as supplementary to counselling - as a programmed opportunity for giving and obtaining information preparatory to the individual interview - and as a meeting of young people of a like age at which certain problems might profitably be

discussed by the group was clearly not the view of the curriculum builders at this time. Reliance was placed on group guidance as such, a programme of fairly well-defined discussions, the group treatment of which would solve many, or even most problems. Counselling was an adjunct, a special technique to be used when necessary. It was reserved for serious problems only, and not offered as a service to all students. The limitations of such a view are not its only weakness. Unfortunately, in the minds of many it tends to identify the child as "the problem" when he is referred to the counsellor, rather than as a young person seeking help in the solution of his problems.

It is surprising that a curriculum that in all else stressed the individual approach should have adopted in this case, the most highly personalized of all school services, the group approach. Individuals, whose differing natures were so emphasized in all other phases of the curriculum apparently were judged to be so alike in their personal, social, educational and vocational problems that these could be disposed of satisfactorily in a series of weekly class discussion periods of approximately forty minutes' duration. Only relatively few were to require the individual and personal approach offered by counselling. One is forced to the conclusion that all this is a remarkable contradiction of the general thesis maintained elsewhere throughout the curriculum.

It must be remembered, however, that the authors were

delving into a new field of educational endeavour. Their reliance was in large measure placed on other schemes of the type and on the writings of R. D. Allen and H. C. McGown (2). Perhaps too, they were conscious of the newness of the task that handling these classes would present to a body of teachers largely unprepared for it. In their endeavour to give them a sense of familiarity with its procedures, of likeness to an ordinary course of study to be taught, they may well have used the system of formal discussion topics. (3) Of the value of the programme they suggested there can be no doubt. But as a technique to meet the situation that was bound to exist in such a curriculum as was then in use, with counselling regarded at best as a supplementary effort, its inadequacy must be apparent.

Of greatest importance in the final analysis is the simple fact that at last some form of guidance has been officially recognized. It had a definite place in the curriculum and it was given the status of a compulsory feature of the programme.

(2) This is apparent from the frequency with which the works of these writers are used as references in the programme.

(3) Some indication that the authors were aware of the dangers this involved is indicated by the caution given: "A high school should not follow the programme slavishly, but should start gradually and build up its own techniques."; Programme of Studies for the Senior High Schools of British Columbia, op cit, P. 443.

As had been said, the relative position of counselling to group guidance at this time was that of an auxiliary service. True, with practically no professionally trained counsellors it would have been the utmost folly to attempt to establish such a system in a hurried fashion. Yet no scheme was proposed that would lend particular encouragement to its development or encourage prospective counsellors to seek training. After all, people do not prepare themselves at considerable cost in time and money for non-existent jobs, or work that can at best be done under unsatisfactory working conditions.

The curriculum recommended counselling. It was even regarded as necessary in meeting specific problems that otherwise could not be handled. For this purpose, schools were urged to have counsellors. But no suggestion was given as to how principals were to find free teaching-time of a staff member to handle these duties. Nothing in the nature of financial assistance was offered to local school boards to enable them to establish a system of counselling in their schools. The cost of instructing a class of pupils, whether it be engaged in studying English, social studies or group guidance, could in part be financed by provincial government grants. The teacher in charge of this same class, once relieved of classroom duties and assigned free-time for the counselling of individual students, was the entire financial responsibility of the local school board. Regardless of pages

in the Programmes of Study devoted to the philosophy of modern education, in spite of repeated recommendations pointing out the need of having a counselling service, local school boards do and perforce must consider from whence comes the money to pay for this or that feature of their schools, no matter how highly desirable it may be. Schools were operated on funds derived from local taxation and from government grants, which were paid on the basis of class units. Because it involved a class of pupils, group guidance was given provincial support in the same way as any other subject on the curriculum. The cost of counselling, on the other hand, became entirely a local charge because it involved the services of a non-classroom member of the staff.

This situation did not encourage the development of counselling. And the absence of any training programme for counsellors did not ensure the gradual accumulation of a group of teachers professionally capable of handling counselling duties should this position change. Some interested teachers sought training outside the Province. Larger school systems did select counsellors and give the students the benefit of the limited service they were able to offer under existing conditions. But most schools paid only lip-service to the idea, and in those schools that did attempt to establish some form of counselling, the free-time allowed those in charge was so inadequate that the results were not encouraging.

None the less, the various references to counselling in the curriculum represent a considerable advance. For one thing, principals were given a much clearer idea of the type of person they should select to do this important job. The counselor was to be "marked by ability to establish friendly student-teacher relationship.....possess the ability to cooperate with other members of the staff.....and be conversant with records and research." (4) Understanding youth, emotional poise, a sense of humour, a liking for people, adaptability, common sense and fairness, and an ability to organize were qualities he should possess. In addition to interviewing students, he was to organize the guidance work in the school and to lead in establishing a healthy and rich student activity programme. Proposals were even offered for setting up vocational placement and follow-up programmes in schools. Moreover, a provincial scheme of counselor's records begins with the curricula issued after 1935. The records were simple, obviously inadequate for a well-developed system of counselling, but none the less probably highly satisfactory in meeting immediate needs. They made a much-desired addition to the provincial Progress Record Cards, which were in the nature of a record of academic achievement. In assessing the situation, therefore, there can be no doubt that much that was basic in the gradual evolution of a school counselling system is directly traceable to those who planned the curricula of 1935-37.

(4) Programme of Studies for the Senior High Schools of British Columbia; op cit, P. 445.

Another opportunity at least to lend prestige to counselling came with the introduction of high school accrediting in 1938. (5) Under the accrediting policy, students in accredited high schools who had final grades on their year's work of "A", "B", or "C+" were granted university entrance standing in the subject without further examination. Accrediting, it should be noted, marked the achievement of another important step in the programme recommended by Putnam and Weir. From another point of view, it was important because it gave the Department of Education an opportunity to exercise influence over the actual conduct of secondary schools of the Province by establishing a basis on which the special privilege of accrediting might be granted. The original terms of accrediting give evidence that this was fully realized, and that accrediting was to serve a two-fold purpose: the fulfilment of one of the principles on which the curriculum was based and a means of persuading high schools to follow the new Programme of Studies in the spirit as well as in the letter. (6)

The prescription for accrediting high schools might therefore be regarded as a "policy statement" embodying those features of the curriculum that the Department believed to be most essential and should therefore be given greatest emphasis.

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- (5) Sixty-seventh Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1938; P. 28.
- (6) Sixty-eighth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1939; P. 33.

School buildings, grounds and equipment, qualifications of teachers, and the curricular and "co-curricular" programme of the school were fundamental factors in determining accredited standing. The organization of the school was to be such that it might achieve the aims of education set forth in the Programme of Studies. A good social and club programme, due provision for individual differences, modern methods of classroom teaching, a testing and promotion policy in accordance with the Department's suggestions, and a strict adherence to the requirements of the curriculum with regard to subject offerings were to form the basis of approval. The last mentioned might naturally be construed to include classes in group guidance had they not been given specific mention. However, accrediting rules required that "the course in Guidance outlined in Bulletin I of the Senior High School Programme of Studies (1937) shall be taught regularly." (7) But throughout the entire recital of factors that were to determine the accredited standing of a school, no mention is made of counselling. There is an absence of any indication that accredited schools at least "shall have" a counselling service. Once again, group guidance was prescriptive, but so far as high school accrediting was concerned, no form of counselling was apparently necessary. Thus, an opportunity was lost which might have established the offering of such a service as a mark of excellence

(7) *ibid*, P. 33.

to be expected in those schools granted the preferred position of accredited standing.

A further word should be added with respect to the system of accrediting then adopted. Although final grades of "C+" or higher were accepted as a basis for granting a pupil university entrance standing in the subject, grades of "C" and "C-" were permitted if compensated by grades higher than "C+" in other subjects required for university entrance. (8) Thus, in effect, the grade "C-" became the passing grade in this group of subjects. On the other hand, the rule governing high school graduation was that grades of "D" or higher were required. The effect of this double standard, though perhaps not apparent at the time, was to undermine the Graduation Diploma as the symbol of successful completion of high school training. This was unfortunate. The principle of graduation from high school as opposed to matriculation was an essential element in the new curriculum. The high school was intended to offer a broad experience, to be of value in itself and not to give a programme whose chief purpose was the preparation of students for entrance to institutions of higher learning. It was one thing to state such a principle, but quite another to develop an appreciation and understanding of this fact in the minds of parents and students. The public had too long been familiar

(8) "Compensation" was determined as follows: grades in university entrance subjects were assigned the following values: "A" = +2; "B" = +1; "C+" = 0; "C" = -1; "C-" = -2. The sum of the numerical values of the grades obtained was not to be negative. See Sixty-eighth Annual Report of the Public Schools, op cit, P. 351.

with the view formerly held. The constant struggle of school administrators against the social prestige attached to university entrance subjects has already been mentioned. A concentration of pupils in these courses and the consequent neglect of the more practical subjects was an obvious result of this social prestige. Employers added to this tendency by demanding "matriculation", actually a term no longer in official use, as the sole basis of employment in positions frequently requiring training of a non-academic type. From the point of view of proper guidance, this pressure from parent and public alike led many students to elect courses for which they had little ability, but which they chose in an attempt to meet the accepted standard of matriculation. Against this, the view of the High School Programme of Studies was that matriculation, or more properly, university entrance, should be regarded as a form of high school graduation. (9)

By the standards of the Programme of Studies, all students who successfully completed their high school training "graduate", and they were to do so upon completing a course of training suited to their own needs. For some, an academic course was desirable, for the small percentage entering the professions it was necessary. But for many, in fact the majority, this was not the case. If it were not so, there could be no reality to the theory of individual differences, and there should be little need for guidance services. The stand taken in the

(9) Programme of Studies for the Senior High Schools of British Columbia (1937); op cit, P. 29.

Senior High School Programme of Studies was and still is, correct. Everything that could have been done to add weight and conviction to this position should have been done. There was difficulty enough in establishing in the public mind the idea that there was a variety of training suited in turn to a variety of individuals, and that whatever the nature of the particular course followed, the Graduation Diploma was the hallmark of successful completion of a worthy training. Unfortunately, although not denying the value of high school graduation, the effect of the rule permitting different passing grades for graduation and university entrance purposes was to set the second up as a preferred form of graduation and thus to add prestige to it. The struggle for acceptance of the idea that students should take courses suited to their needs and abilities, which is essential if the secondary school is to operate on the theory of individual differences, was not made any easier as a result of the rule in question. And, it might be added, the task of effective guidance in course selection was not simplified.

One further aspect of the guidance programme introduced at this time should be mentioned. Each class was to have a "home-room period". Conducted by the teacher registering the particular class, the period was to serve several purposes. As listed in the Programme of Studies for the Junior High Schools, these may be summarized as follows: (10)

(10) See: Programme of Studies for the Junior High Schools of British Columbia, op cit, P. 296.

1. To help students with personal problems.
2. To obtain knowledge of the home and the neighbourhood life of the student, and his work experiences outside of school.
3. To obtain knowledge of his educational and vocational plans.
4. To assist him in selecting courses and school activities.
5. To interview students doing unsatisfactory work.
6. To recognize peculiar and difficult problems and refer such cases to the counsellor.

The home-room period is discussed in the section of the Programme of Studies dealing with guidance and from the list of purposes given it obviously was to be part of the guidance programme. But there is no suggestion in the Programme of Studies that the home-room period and the group guidance period were to be one and the same period. In fact, the evidence is to the contrary. In the statement of purposes of the whole plan, it was made clear that work of instructing in the course outlined for guidance was to be done in the time allotted and would be supplemented by such auxiliary activities as counselling, school clubs, and the home-room period. (11) Yet for administrative and other reasons, the principle of combining the weekly guidance class and the home-room period was soon generally adopted. The objectives assigned to the two periods, judging on the one hand the guidance syllabus and on the other the list of purposes given for the home-room period, were identical. The counsellor, if he existed, bore the same relationship to the home-room teacher and the guidance teacher. Administratively the plan

(11) This is discussed on page 51.

of combining the two periods had many advantages. If a principal was to be required to assign one period a week for group guidance and also to allow time for a home-room period, nothing would be more natural than using the expedient of combining the two. Especially was this so because both served similar purposes.

This fusion would have occurred in many cases had it not had official support. But the theory of home-room guidance was also popular in the guidance literature of the time, and it became the official view of the Department of Education. A new issue of the Programme of Studies for the Senior High Schools was printed in 1941 and in it the following pronouncement was added:

"The main work of Guidance should be done by the home-room teachers.....Home-room teachers who have difficulty in developing an acceptable programme in Guidance will find invaluable help in 'Home Room Guidance' by McGown." (12)

The full significance of this statement is more evident when it is compared with its predecessor in the 1937 Programme of Studies for the Junior High Schools. The home-room period by 1941 was no longer officially part of "the remainder"; it had merged with the group guidance programme.

The plan of home-room guidance was considered to have two advantages. It was desirable because the home-room teacher

(12) Programme of Studies for the Senior High Schools, Victoria, B. C., King's Printer, 1941, P. 5.

was felt to be better acquainted with his students than any other staff member, and it was thought that to encourage a guidance consciousness, an awareness of its need and purpose, all members of the staff should participate. The theory presumed, of course, that the home-room teacher could establish a closer liaison with students in his class than could any other teacher. This, however, was by no means universally true. Personality factors, club and athletic interests, and the effect of individual course selection upon time-table construction often gave other staff members a closer contact with many pupils in the class. Furthermore, the successful operation of a group guidance class requires certain abilities and some training, and most assuredly interest on the part of the teacher in charge. Although complete effectiveness of a school guidance programme undoubtedly requires the co-operation and understanding of all staff members, these cannot be gained by a policy that decrees that all teachers shall teach a guidance course.

Nevertheless, general support was given to the plan of home-room guidance and the teaching of the guidance course outlined in the Programme of Studies by the home-room teacher. Dr. H. B. King, who by this time had become Chief Inspector of Schools, took this view. (13) The report of the special survey of the

(13)

Dr. King became Chief Inspector of Schools on September 19, 1939. References to the desirability of home-room guidance are found in his reports as Chief Inspector for the years 1941, 1942, and 1943.

Greater Victoria schools, conducted in 1937-38 at the request of the Victoria City Council, and involving several members of the Department of Education's inspectoral staff, reported:

"The surveyors believe that the programme of guidance should centre around the home-room teacher and the regular class meeting, and that part-time counsellors should reserve their time for general direction of the programme - including the preparation of all necessary records - and for dealing with special cases which are passed on to them by the home-room teacher or brought direct by the pupils concerned." (14)

This was the prevailing view of the Department of Education officials. Many schools followed the practice advocated, but there was a good deal of resistance from teachers who had little familiarity with the technique required and frequently less interest in any teaching situation that would take them out of their general subject field. Such an attitude cannot be defended, yet it was a condition that had to be recognized and met in any attempt to make the home-room guidance rule universal in its application. In many schools, a contrary practice soon developed. Dr. King notes this in his report in 1940, mentioning that "in some high schools of considerable size one teacher is given all the work of guidance, usually some unfortunate who happens to have taken a course in a summer school." (15) This

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- (14) Gray, William and H. H. MacKenzie, "Survey of the Schools of the Greater Victoria Area", Victoria, B. C., King's Printer, 1938, P. 38. It is interesting to note that the surveyors found little evidence of guidance activities in most schools in the area.
- (15) Sixty-ninth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1940, P. 35.

policy, of course, was equally bad, if not worse than the attempt to force all teachers, interested or otherwise, to conduct guidance classes. Certainly nothing could have been more futile than the equally common practice of assigning guidance classes to the newest and most inexperienced staff member.

In the report mentioned above, Dr. King stresses the fact that guidance "is a function of the school", that "It is not a subject." (16) Of the soundness of this observation there can be no question. Unfortunately however, the system of group guidance, interpreted as home-room guidance or handled throughout a school by one or two inexperienced and often uninterested teachers, degenerated into subject teaching, in far too many cases in its poorest form.

There is no single explanation for the gradual breakdown of the scheme introduced in the 1936-37 Programmes of Study. Rather it was a combination of several factors that adversely affected the experiment. In the first place, the formula for home-room guidance advocated by Dr. King was never given a fair trial. His argument in favour of the home-room method was based on the premise that the teacher conducting the guidance class had to know his pupils fairly intimately and be well-known by them. But in a high school of any considerable size there is no assurance that this will be so in the case of the home-room or "registration" teacher. Dr. King touched the essential weakness of

(16) *ibid*, P. 35.

the plan in his annual report for the year 1940-41. He writes:

"When a teacher teaches only English, or Social Studies, or any one subject only, it necessarily follows that he meets so many pupils that he knows very little of them. He will have difficulty in recording anything but examination marks upon the pupil's report card. He will be unable to give effective guidance." (17)

To meet this difficulty, Dr. King suggested that all home-room teachers instruct their class in more than one subject and register the same group in succeeding years. This was never done to any appreciable extent. In fact, in large high schools it would have been an extremely difficult feat of time-table construction because the pupils' individual choices of optional subjects had the effect of giving each child a somewhat different daily schedule. Classes as such did not move in unison throughout the day. Nevertheless, the plan was seldom attempted and in the majority of cases the home-room guidance scheme was allowed to proceed without one of its essential elements: that the home-room teacher should have an intimate knowledge of his students.

A second factor of considerable importance was the almost complete lack of trained personnel. It is perhaps not too harsh to say that the whole programme was introduced by prescription. The effect of the Programme of Studies was that of an edict that there should be guidance classes in all secondary schools. If the home-room plan had been followed, it would have

(17) Seventieth Annual Report of the Public Schools; Victoria,
B. C., King's Printer, 1942, P. 40.

involved directly the vast majority of secondary school instructors as guidance teachers. A pitiful few were acquainted with what was required of them. Only the unusual school had a staff member with any training who could give leadership and assistance to the others. In all fairness to the teachers, it should be pointed out that the average teacher takes pride in his instructional methods and derives considerable satisfaction from the knowledge that a lesson has been well conducted. In the unfamiliar educational surroundings of a group guidance class teachers were not long in discerning a feeling that these lessons required a professional background that they lacked, that the result of their efforts, in many cases sincere and painstaking, were not successful by the standards they had come to use in judging a well-taught lesson.

Again, the time allotment provided did not add to the programme's chances of success. Meeting a class one period a week, with the consequent loss of any continuity to discussions, does not make effective classroom instruction easy regardless of the phase of education involved.

Furthermore, it is the belief of the writer that there are inherent weaknesses in the theory that supports the group guidance technique. The whole functioning of a guidance programme is based on the assumption that pupils differ in interests, abilities and limitations, and in their needs and problems. The provision of a stated period for a planned discussion of these

matters in no sense meets the situation. Guidance is necessary because pupils are individuals. Surely then it begins with the individual, rather than the group approach. Group work in guidance has its function, but it is supplementary to the individual approach that is offered by counselling. The programme of group guidance developed in the Programmes of Studies of 1936-37 was a worthwhile course. Much of it provided excellent topics that could be discussed with profit, and some of it could be defended as subject matter that should be taught. But was it guidance? Can young people actually be "guided" in groups? It is safe to say that there must at least be grave doubts about the answers to these questions.

Finally, the whole scheme was a new venture, directly involving a large proportion of secondary school teachers, and requiring the understanding support of all teachers and parents. In this challenging innovation, a much greater degree of leadership by the Provincial Department of Education was needed than was given. Guidance as it was conceived in 1936-37 was not to be allowed to develop gradually as the need for it was felt and personnel to administer it became available. It became a mandatory, province-wide programme with the introduction of the new curriculum. Difficult, perhaps impossible as this attempt was, nevertheless the urgent need of assistance and leadership that might have been given by a provincial guidance office was not given until 1944.

Chapter V.

The Appointment of a Provincial Director of Guidance, 1944.

The point has been emphasized that British Columbia embarked upon a new and ambitious scheme of pupil guidance in 1936 with an inadequately trained teaching staff and without provision for leadership on a provincial level. The appointment of an officer to head the programme, with sufficient rank within the Department of Education to give the position the prestige necessary in dealing with school boards and other local agencies interested in education, as well as with school inspectors and teachers, might well have been regarded as an essential step at that time. Though this need was not recognized in 1936, the experience of the next few years removed any doubt that may have existed as to the wisdom of provincial direction for the programme.

Provision was finally made in the Government's estimates in 1944 for the establishment of a provincial guidance office. Writing to the Minister of Education in February, following the announcement of the Government's intention, Dr. H. B. King summarized a condition that is by no means apparent to one reading the "Annual Reports of the Public Schools" for the preceeding years. The following quotation is a frank admission on the part of the Chief Inspector of Schools that the whole programme was in need of professional leadership:

"A fair number of our high school teachers have taken courses in Guidance; most of them, however, have

had to depend upon our printed bulletins (1) and such books on Guidance as they have bought or secured from the school library.....The majority of teachers engaged in Guidance need expert advice and direction. The principals also should know more than they do about Guidance." (2)

In fairness to Dr. King, as one of the chief architects of the guidance programme then in operation, it should be pointed out that as early as 1935 he had advocated the establishment of a provincial office with a director of vocational guidance. (3) In his report on "School Finance in British Columbia", he had made this post one of the seven directorates which were to operate immediately under the Superintendent of Education. Dr. King, therefore, not only becomes one of the first educational authorities to urge the appointment of a provincial guidance director, but in his plan gave the office the relative importance and status within the Department of Education mentioned as a prime requisite earlier in this chapter. It is a matter of some surprise however, in view of the guidance programme introduced in the next two years under Dr. King's leadership, that his suggestion was limited to a director of vocational guidance.

The plan received no further notice until 1943, when attention again was directed to it by a committee set up by

(1) Presumably, the Programmes of Study.

(2) King, H. B. to Hon. H. G. T. Perry, February 25, 1944; unpublished correspondence, Office of the Chief Inspector of Schools, Victoria, B. C. Used by permission.

(3) King, H. B., op cit, P. 125; also see P. 37 of this thesis.

the Provincial Government during the previous year to investigate the many and varied problems with which the Province was expected to be faced following the cessation of hostilities in the Second World War. The Hon. H. G. T. Perry, at the time Minister of Education, was chairman of the committee which began work on March 23, 1942. Its report was filed in January, 1943. The report contains a strong advocacy of vocational guidance as a prerequisite to the expanded vocational training programme envisaged for the Province, and recommends:

"There should be a Provincial Guidance Department, which would be in a position to give direction and leadership to vocational training all over this province." (4)

As has been pointed out, the Minister of Education was himself chairman of the Post-war Rehabilitation Council, a committee representing both Government and Opposition parties in the Provincial Legislature. That the above recommendation was a strong and very likely a deciding factor in influencing the Government's action at the following session of the Legislature can hardly be doubted. The purpose of Dr. King's letter of February 25th was to lend support from the purely educational point of view for a plan of action already adopted.

One other event may have given some impetus to the plan and at least should be mentioned. In 1943, the Province

(4) Interim Report of the Post-war Rehabilitation Council; unpublished typescript, January, 1943, P. 288. This Report is on file in the Department of Education, Victoria, B. C., and is quoted by permission.

of Nova Scotia appointed a Provincial Director of Guidance. (5)
 Dr. King used the precedent thus established in urging the adoption of the Post-war Rehabilitation Council's recommendation. However, the Chief Inspector of Schools wisely and significantly urged a broader concept of the office than that apparently held by the Rehabilitation Council. In November, 1943, he wrote to the Minister of Education and chairman of the Council;

"If, or when, such an official is appointed, he should be a Director of Guidance rather than of Vocational Guidance because Guidance includes Educational Guidance as well as Vocational Guidance." (6)

In view of the developments that had already occurred in the field of guidance, Dr. King's reference to the limitation expressed in the Post-war Rehabilitation Council's recommendation is a natural one from an educator's standpoint. It will be remembered that the Putnam-Weir Report had advocated both educational and vocational guidance in recommending the provision of assistance to pupils in "selecting courses and in choosing careers." (7) Although Dr. King's own plan of 1935 had called for a director of vocational guidance, the group guidance syllabus set out in the Programmes of Study for Junior and Senior High Schools in 1936 and 1937 had gone beyond this and included guidance in social and personal matters, and in the worthy use of leisure as well as educational

(5) Mr. Stewart Murray.

(6) King, H. B. to Hon. H. G. T. Perry, November 9, 1943, unpublished letter, Office of the Chief Inspector of Schools, Victoria, B. C.; used by permission.

(7) See P. 8.

guidance. To Dr. King, therefore, in 1943 anything more circumscribed than educational and vocational guidance could hardly be acceptable. He might indeed have gone further and adopted an even broader interpretation of the functions to be performed.

A vote of \$5,000 was included in the estimates for the fiscal year 1944-45 to establish a provincial guidance office and on August 16th British Columbia appointed its first Director of Educational and Vocational Guidance. (8) It is interesting to note at this time that the title chosen for this officer contained those very limitations that by inference are suggested in Dr. King's letter of November 9, 1943, to the Minister of Education. In point of fact, this limitation of the responsibility of the director was never operative, nor could it be for the obvious reason that he was charged with responsibility for the administration of the guidance programme contained in the curriculum, which itself went beyond the confines of educational and vocational guidance.

As in most cases of the kind, the deciding factor was the appointee's own concept of his duties and its acceptance by his superiors. A comparison of the statement of duties of the Provincial Director of Educational and Vocational Guidance contained

(8) In 1945, the title "Division of Educational and Vocational Guidance" was officially adopted for the office of the director - See Seventy-fifth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1947, P. 37.

in the official announcement of the appointment by the Superintendent of Education, Dr. S. J. Willis, (9) and those outlined in the first annual report of the director (10) will establish the fact that general agreement existed as to their scope. Briefly, two statements of duties may be summarized as follows:

1. To organize and supervise the guidance programme in the schools.
2. To develop a counselling service for all students that would ensure for all pupils individual consultation.
3. To develop a system of personal records of students adequate for the needs of proper guidance.
4. To stimulate the interest of civic, business and professional groups, parents and teachers in the problem of guidance.
5. To encourage and to assist in the in-service training of teachers.
6. To assist teachers by making available to them literature useful in guidance activities.
7. To maintain close contact with other educational systems in order to ensure the use of the most efficient and progressive methods in guidance and curriculum planning.

It will perhaps be wise at this point to analyze the concept expressed above so that it may be considered in the light of subsequent developments. That the Provincial Director would be expected to organize and supervise the group guidance programme currently provided in the curriculum might pass without comment. It is an obvious assumption. However, the remaining six points of the programme outlined for the Division

(9) Superintendent's Announcement, Victoria, B. C., Department of Education; August, 1944; Page 2.

(10) Seventy-fourth Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1946, Page 147.

of Educational and Vocational Guidance bear examination. To a very considerable degree they represent a list of positive objectives that required fulfilment in the opinion of the director and were accepted as such by the Superintendent of Education.

In the first place, attention was to be given to the development of a counselling system in the schools for all children. As has been remarked on more than one occasion, from the outset counselling had been linked with the group guidance system invoked in 1936; but it had never been treated as a service of major importance by comparison with classroom activities. Furthermore, as a completely voluntary adjunct to group guidance, it had failed to develop to any degree. Lack of specific direction on a provincial level, the absence of financial assistance to local school boards to aid them in establishing such a system, and the limited number of trained counsellors available were among the major factors impeding its growth. Therefore, this initial statement is significant both as an indication of the importance attached to school counselling by the newly-organized guidance office, and as a promise of an attempt at the provincial leadership so long needed.

Equally important, counselling was interpreted to be a service for all children. The concept that counselling was for the special case - for the child whose problems, or rather

whose lack of adjustment to his problems, so vexed his teachers that to them he had become a "problem child" - was abandoned in its entirety. Counselling was to be regarded as an accepted function of all schools for all children, the well-adjusted along with the poorly adjusted. It is perhaps fair to add that a natural corollary is that, to borrow from medical terminology, the preventative aspect of counselling was to receive emphasis as well as the curative or therapeutic.

To anyone familiar with the counselling process, the provision of adequate pupil records will be accepted as an obvious necessity. Apart from the Progress Record Cards, which were purely academic in nature, the major source of recorded information about pupils was the Counsellor's Record Cards, introduced at the same time as the group guidance programme. Conceived as an experimental beginning for a programme that was at best in an embryo stage, the inadequacy of the Counsellor's Record Cards for any but the most meagre of counselling systems can well be imagined.

That arousing the interest of representative public bodies, as well as of teachers and parents, in the aims and objectives of the guidance programme should be regarded as a duty of the Division of Educational and Vocational Guidance is not surprising. No system of guidance can function without the support and understanding of these groups, both within and without the school. "Guidance" in 1944 was still a relatively new

term. In many areas of the Province, it was an untried and unknown school service. Unfortunately, to no slight degree it would be quite true to say the same thing of some schools and of not a few teachers. The lack of teachers trained in counselling procedures has already been mentioned. Yet this was but a fraction of the problem involved. A major concern at this time was the training of the rank and file classroom teacher, whose understanding and support could easily make the difference between the success or failure of whatever plan might be adopted.

A parallel need in 1944 was for the provision of materials of various kinds for the assistance of school guidance personnel. In a new and growing professional field, eight years can witness the publication of many useful reference books, both for students and teachers, and the outmoding of many others. Yet eight years had passed since the introduction of the programme of group guidance in 1936, and with one exception the only guide to students' and teachers' reference books was the list originally published with the Programmes of Study for the Junior and Senior High Schools. The problem was particularly acute in the case of the occupational information programme in the guidance syllabus. The Department of Education had recognized this need and alleviated it to some extent by the publication and distribution of seven booklets dealing with manufacturing, transportation and communication, and the various basic industries in British Columbia. (11) However, these publications

(11) "The Vocational Information Series", (Volumes I-VII), Victoria, B. C., King's Printer, 1939.

covered only a limited field and had to a large degree been rendered obsolete by the economic changes that had occurred in the Province by 1944.

Finally, the opinion that much was to be learned from experiment and experience in other school systems represented the only attitude possible in a new venture of this kind. Noteworthy, but certainly by no means unique, is the added indication that curriculum planning and guidance must play inter-related roles. Stated briefly, this means that the nature of the curriculum will determine the functions to be performed by guidance, and that the knowledge of pupil needs, basic as it is to all guidance work, will have a distinct contribution to make in the planning of curricula to serve those needs.

Chapter VI.

The Programme of the Provincial Guidance Office, 1944-1949.

The Superintendent of Education's announcement of August, 1944, indicating the programme proposed for the newly-created Division of Educational and Vocational Guidance, has been considered at some length. The question naturally arises as to the extent to which in fact this pronouncement foreshadowed a course of action that was followed to any degree in the succeeding years.

Programmes conceived in advance are not necessarily carried out, in whole or even in part, under the frequently uncompromising demands of practical situations. It might be wise at this time therefore to examine some of the attempts made to implement the plan outlined at that time.

In a province of large geographic proportions and of considerable distance between centres of population, any attempt at direct supervision, in the form of individual classroom visits of the inspectorial type, even if desirable, was for all practical purposes an impossibility. The supervision suggested in the announcement of 1944 had of necessity to be indirect in nature: the creating of a better understanding on the part of teachers, and particularly of school administrators, of the aims and purposes of the whole programme, and the rendering of assistance in many forms to those attempting to carry on the work in the schools.

Again, all programmes must have general as well as specific objectives. That the leadership exercised by the Division of Educational and Vocational Guidance was gradually moving towards an amended concept of the proper functioning of the guidance programme in the schools of British Columbia , though perhaps apparent in a number of the activities discussed in the following pages, is a topic that will be dealt with at greater length in Chapter VII. The present concern is with those more immediate objectives which the Division sought to realize in its first five years of existence. Of these, the attempt to establish counselling services in the schools and the institution of an accompanying counsellor-training programme, will not be considered until a later chapter because of the greater detail and more exhaustive treatment that its importance merits.

One of the first problems to receive attention was the absence of instructional and reference materials. Shortly after the organization of the Division of Educational and Vocational Guidance, the first of a series of "Guidance Bulletins" was issued. (1) It listed eighty-six reference books for guidance workers that were to be available in the Teachers' Professional Library of the Province's Public Library Commission.

(1) Organizing the School Guidance Programme, Guidance Bulletin No. 1, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1944.

The rules of the library were sufficiently liberal to offer no deterrent to the use of the references, and the province-wide scope of its activities made it possible for teachers in the more remote areas to obtain needed help. (2) This was admittedly an interim measure to meet the need of additional reference material and to give some impetus to in-service training in the field of guidance. A more formal programme of in-service training was begun in July, 1945, with the inauguration of a "Guidance Workshop" at the Department of Education's Summer School of Education. These workshops became an annual feature of the summer school, and in time were expanded into the more ambitious counselor-training programme, which will be dealt with in a later chapter.

There can be little doubt that the greatest need of direct assistance was in the field of occupational information. The Programme of Studies gave little help other than providing an outline of suggested discussion topics. But of all areas covered by the guidance programme, none required more accurate and factual answers to explicit problems that would be raised by students, and in none could the average teacher draw upon his own knowledge or experience with less success. Guidance Bulletin No. 1 emphasized the need for a good supply of refer-

(2) Teachers were permitted to borrow six books for a period of six weeks. All postal charges, both out-going and return mail, were paid by the Library Commission.

ence materials dealing with this subject, and the parallel problem of obtaining training for vocational competence. It suggested three sources that might be utilized;

1. Free publications, such as university calendars, nursing school bulletins, apprenticeship regulations, etc.
2. A survey conducted by the school of local employment needs and opportunities.
3. Pamphlet material issued by publishing houses specializing in the occupational information field. (3)

Guidance Bulletin No. II, (4) issued in January, 1945, dealt with the problem in more detail, and gave the first listing of inexpensive materials that were available, a feature that became a regular service of the Division of Educational and Vocational Guidance.

Before proceeding with a discussion of the programme begun in 1945, a word or two of explanation should be added. The stand was taken at the outset that occupational information literature is basically of three types. The first is the text or reference book. Because the expense involved seriously limits the number of books that can be purchased by the average school, it was felt that books of this nature should be purchased with considerable caution. Preferably they should deal with a number of occupations rather than one, and treat the subject in general terms rather than in a specific or detailed fashion. In such a case the purchase could be just-

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- (3) Organizing the School Guidance Programme, op cit, P. 5.
 (4) Methods in Vocational Guidance, Guidance Bulletin No. II, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1945.

ified by the number of pupils who would use the book, and by the fact that the information it gave would remain substantially accurate for a long enough period to warrant the expenditure made. The second type of reference material is the monograph or brochure. Because they are inexpensive, many of these pamphlets can be purchased for the same amount of money normally spent on a single reference text. They can therefore suitably deal with single vocations and be more detailed in their analysis of individual occupations, because the resulting tendency to become out-of-date is not a serious matter since in each case a very small investment is involved. However, in a very real sense, both the text and the monograph can at best be "general" in their approach; that is, they cannot with any accuracy give factual details such as employment possibilities, earnings, hours and conditions of work, or training requirements. These matters vary so considerably from province to province even within the Dominion of Canada that literature prepared on a national scale expressly for Canadian students is subject to serious limitations. If such publications are to be factual and specific in their detail, they must be accurate in their application to the conditions under which the students will work. This brings us to the third type of occupational information, which, for want of a better term, might be called "local". Now, obviously, the ideal would be completely local information, - the result of regular and frequent community surveys. But few, if any, school systems were ready to embark on such a programme.

The final decision in this case, as is usual, had to be a compromise with the ideal. The only agency, in British Columbia at least, equipped to produce and keep up-to-date such literature is provincial in scope. Hence, though differences in conditions still exist to some extent, "local" had perforce to be interpreted as "provincial".

One may or may not agree with the view expressed above, but one must be aware of it in order to understand the plan adopted in British Columbia for assisting schools in connection with occupational information literature.

The listing and annotating of good reference books presented no great difficulty. Literature of the monograph type, however, suggested certain problems both of listing, and if purchased in any quantity, of filing in the schools. To meet the first need, the Division of Educational and Vocational Guidance in 1945 began issuing "Lists of Inexpensive Materials Available" in alternate months of the school year. No pamphlet costing more than one dollar was listed. All pamphlets referred to were first carefully reviewed, and if considered to be of use, appeared in the publication in a classified list. For classification, a modification of the plan suggested by the Sixth National Conference of State Supervisors of Occupational Information and Guidance was used. (5) Simultaneously with the com-

(5) See: Proceedings of the 6th. National Conference of State Supervisors of Occupational Information and Guidance, Occupational Information and Guidance Series No. 14, Vocational Bulletin No. 235, Washington, D. C., United States Government Printing Office, 1945, P. 21.

ment of these publications, a standard filing system for all pamphlet materials was introduced for use in the schools. (6) An arrangement by families of occupations was followed in the plan. The order used in the publication, "Lists of Inexpensive Materials Available", followed the same scheme as was adopted in the filing system. Thus a beginning was made in solving the vexing problem of equipping schools with an orderly supply of reference materials.

There still remained the question of the local or more factual type of occupational information. The establishment of a provincial guidance office made possible the organization of some form of informational service, but the details of a workable plan were not at first apparent. The Department of Education had already published a series of booklets under the title, "Vocational Information Series". (7) The series had attempted to emulate the monographs usually published by firms specializing in occupational information materials and those issued by certain professional organizations, at the same time giving in detail facts with regard to hours of work, rates of pay, numbers employed, etc. Published in relatively small numbers and issued free of charge, the pamphlets could not be produced with the expensive, but nevertheless extremely important illustrations

(6) See: The Occupational Information File, Guidance Bulletin No. VII, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1946.

(7) See P. 79.

usually found in commercial publications. Again, the "facts" quoted were in many cases no longer factual in any sense of the word within a few years after the distribution of the booklets to the schools. It was obvious that the cost of re-printing a thirty-page booklet in order to bring certain facts up-to-date was prohibitive. A possible solution to the problem appeared to be the use of a loose-leaf binder, in which brief, individual reports on occupations could be filed. This project was presented to the Superintendent of Education for his consideration early in January, 1945. The plan was outlined on January 9th in a letter which should be quoted verbatim;

"Consideration has been given to various possible methods of publication. The printing of a text-book on occupations is not feasible, because of the cost involved and, more especially, because of the inability of keeping such a book up-to-date. At best, a text-book can give a summary of the type of work done in and conditions surrounding various occupations. To do this it should be copiously illustrated with pictures, diagrams and other visual aids. Its object is to describe the job in general terms rather than to present specific data relative to educational and other prerequisites for entry, methods and costs of training, laws governing the vocation, and opportunities for employment in a certain area, such as British Columbia.

"There are several good text-books on vocations available, but information of the latter type, which must apply to this Province, is not accessible at present to our students. The proposed Occupational Information Series is designed to meet this need. A loose-leaf arrangement will be used, thus enabling new or revised job summaries to be included in the book without necessitating complete republication. The intention is to supply schools with enough books to meet the needs of the guidance classes. The books themselves will be provided with coloured signal sheets, which will divide the material contained into the proper arrangement of 'job families'. This division will parallel the filing system for other occupational information in the school, if the school concerned

has adopted the plan already set forth in the Second Guidance Bulletin." (8)

The plan received the approval of the Superintendent of Education, and, under the title "B. C. Occupations Series", (9) the loose-leaf books together with their initial supplements were issued in the fall of 1945. As was pointed out in the letter to the Superintendent of Education, the scheme had the virtue of permitting constant expansion through the issue of new supplements and at the same time made it possible to revise out-of-date materials at the minimum of expense. Furthermore, the fact that the text followed the same sequence as that used in the standard occupational information filing system made cross-reference from text to other reference materials a simple matter. This process was further facilitated because each supplement listed the best of the available monographs that should be on file under the same heading in the school's occupational information file.

As a means of giving further assistance to schools, a special supplement to the Programme of Studies was issued in 1946. Its purpose was to clarify the outline of topics suggested in the original guidance syllabus, which had treated

(8) Johns, H. P. to Dr. S. J. Willis, January 9, 1945; unpublished correspondence; Division of Educational and Vocational Guidance, Department of Education, Victoria, B. C. Used by permission.

(9) B. C. Occupations Series, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1945.

the whole question of occupational information in a most cursory manner. The supplement planned in some detail a course of study that was frankly informational in its approach so far as Grades VII, VIII and IX were concerned, because "students cannot be expected to make a wise selection of a life work unless they have a background of information about many types of vocations upon which to base their decision." (10) Thus, in the junior high school grades, an occupational information course was introduced. In senior high school, the emphasis was placed on the guidance aspect of the problem, or in the words of the supplement, on "the individual, first in his relation to certain types of work, and finally to certain definite vocations". (11) Considered in detail along with these questions was the parallel problem of course selection and its relation to ultimate vocational choice. Finally however, as the supplement pointed out, the problem of choosing and preparing for a career reduced itself to an "exclusively individual" matter requiring the provision of an adequate counselling service by the school.

Discussion of these attempts to meet the vexing problem of equipping schools with suitable occupational information materials leads naturally to a review of certain activities

(10) Programme of Studies for the Junior and Senior High Schools of British Columbia: Supplement to Guidance - Occupational Information Outline By Grades, Victoria, B. C., King's Printer, 1946, P. 7.

(11) *ibid*, P. 7.

that might be classed as stimulating "the interest of civic, business and professional groups" in a manner envisaged in the Superintendent's announcement of August, 1944. Early in 1945, discussions were begun with representatives of the British Columbia Products and Industrial Bureau, an organization representing the leading industrial and manufacturing concerns of the Province, which culminated in a cooperative scheme for the preparation of monographs dealing with occupations in the Province's principal industries. (12) Twenty-four of these studies, prepared in conformity with the plan adopted for the "B. C. Occupations Series" and issued as supplements to the text, had been distributed by the Department of Education by the end of the 1948-49 school term. (13)

The project gave an unequalled opportunity of placing the whole question of school guidance services before the leading businessmen of the Province, and it is largely because of this feature that the scheme has been mentioned at this point. Furthermore, it set a pattern for similar action by certain professional organizations in British Columbia. (14)

(12) The programme received the unanimous endorsement of the British Columbia Products and Industrial Bureau at its meeting of February 15, 1945. See Johns, H. P. to Dr. S. J. Willis, February 16, 1945; unpublished correspondence, Division of Educational and Vocational Guidance, Department of Education, Victoria, B. C. Used by permission.

(13) It should be noted that the entire cost of preparing and printing these supplements was borne by the firm making the study, the only expense to the Department of Education being that involved in their editing and distribution.

(14) Notably the Pharmaceutical Association of British Columbia, the Chemical Institute of Canada (British Columbia Section), and the All Canada Insurance Federation (British Columbia Branch).

The value of the materials received in the schools is in itself an ample justification of the plan, but the worth of the scheme as a means of interesting the public in the aims and objectives of the Guidance Services is equally important. (15) Other appeals to the public through such agencies as service clubs and parent-teacher organizations have been used with some success, but because of its continuity and the cooperation it requires of representatives of business and education in a project of mutual interest, this joint enterprise is of unique value.

The activity of the British Columbia Products and Industrial Bureau was further expanded in the fall of 1945. At that time the Bureau itself set up an annual bursary fund of \$2,850.00 to be awarded to students throughout the Province who made the best original job studies of occupations in British Columbia industry. The plan had a threefold purpose: to interest students in the problem of vocational guidance, to give them practice in obtaining for themselves facts that were important in considering a vocational choice, and at the same time to acquaint youth with the many and varied employment opportunities open to them in their native Province. Bursary awards to assist the winners in continuing their training for some vocation after completion of public education were made on the

(15) Other aspects of the guidance programme besides educational-vocational matters inadvertently received much attention as a result of discussions of the scheme under consideration.

basis of the accuracy of the study produced and its thoroughness as a vocational guidance study project. (16) Once again, business and education authorities were engaged in a cooperative effort. At the community level, the plan gave rise to organized plant visits, "career days" with visiting speakers, and similar programmes sponsored by local business and professional groups.

Of the programme originally suggested for the Division of Educational and Vocational Guidance there remains to be discussed the question of students' personal records. As early as 1925, Putnam and Weir had stressed the importance of adequate pupil records, and they were explicit in referring to non-academic matters as well as to school progress. (17) The introduction of the Progress Record Card in 1931 had given British Columbia a province-wide record system of a limited nature. The Counsellor's Record Card had added another possible source of information about individual children. These cards, however, presumed the presence of school counsellors to develop and use them, an assumption that in fact had little foundation. Moreover, as an effective

(16) The extent of the success of this programme is indicated to some extent by the increase each year in the numbers of the original job studies made by students. In 1945-46, the first year in which the plan was in operation, less than 5,000 studies were submitted. In 1948-49, 12,321 job studies were made by students.

(17) See P. 11.

record for a school counsellor, the existing cards, even if used to their full extent, left much to be desired. Yet this question of the adequacy of records presented something of a dilemma, which was: to discover the point at which they are full and complete enough to be of the most benefit possible but at the same time not so time-consuming in their preparation and maintenance that they serve to invite hostility to the whole guidance programme.

In an attempt to arrive at a meeting-ground between adequacy of details and efficiency in the use of time, Guidance Bulletin No. IV was prepared and issued to all schools in November, 1945. ⁽¹⁸⁾ It presented a summary of various types of record systems in use in guidance programmes, and suggested samples of adaptations that might serve a useful purpose in British Columbia. Principals and teachers engaged in guidance work were asked to offer comments, and to suggest possible amendments or deletions. The plan finally adopted, after consideration of the many ideas contributed by the teaching profession in response to the request contained in Guidance Bulletin No. IV, can be outlined in summary form.

1. Standard-sized record folders were used in place of the former Counsellor's Record Cards.
2. Printed outlines on the filing folder provided space for records dealing with: home background, school record and test results, activities (hobbies, sports, school and outside clubs, etc.), work experience, educational-vocational plans, record of interviews by the counsellor.

(18) Personnel Records, Guidance Bulletin No. IV, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1945.

3. Printed "insert sheets", directed in questionnaire or anecdotal form to teacher or pupil as each case required, were made available and in turn covered the items listed on the folder itself. The plan was that instead of requiring the counsellor to record on the folder the various details needed, the "insert sheets" might be used and filed in the folder for future reference.

Instructions made it clear that the chief reason for the items being printed on the folder was to indicate the type of information that should be recorded. There was no suggestion, it was pointed out, that all facts should be recorded in detail on the folder itself. The "insert sheets" provided by the Department of Education or similar ones devised by the school might be used, so long as the information on file gave an adequate record of the facts listed on the folder. (19)

4. No attempt was made to duplicate the complete academic record already furnished by the Progress Record Card (which covered Grade I - Grade XII), but a brief summary of the pupil's academic history was incorporated on the face of the folder for convenience in reference by the counsellor.
5. A simple Transfer Record Card was provided by which the salient features of the child's career could be summarized and forwarded to the new school in case of transferral of the student.

The development and maintenance of pupil records will probably never be solved on any basis that is universally satisfactory to all schools in the Province. Nor is there any particular reason that this should be so. Local initiative,

(19) See: Guidance Services: New Records for Counsellors, in British Columbia Schools, Secondary Edition, Vol. 2 No. 1, the issue of October, 1947, P. 51.
Note: "The British Columbia Schools" is the official journal of the British Columbia Department of Education.

an ability to meet the peculiar needs of the particular school, and an adjustment of any plan suggested to conform with the stage of development reached in the school's counselling scheme should always be encouraged. The purpose of the system adopted in 1945 was twofold: to give some indication of the kind of information that should be sought and to set a modest standard that should be possible for any school intending to operate a counselling programme. It is naturally too early to form any conclusive opinion as to the success of the plan. Doubtless experience and expansion of the Guidance Services in schools will indicate frequent and perhaps major changes or additions. This much can be said however: the use of the standard-sized filing folder has two distinct virtues. It incorporates a tried and accepted method of filing documentary information of any kind, and, so long as the printed directions on the folder are interpreted as suggestive of the type of information sought and not prescriptive of detailed entries that must be made, it is subject to an infinite amount of amendment to meet changing needs.

Individually, the various activities of the Division of Educational and Vocational Guidance outlined in this chapter record in part at least a fulfilment of the programme originally outlined for the provincial guidance office. Collectively, they indicate a shifting emphasis, perhaps even a fundamental

change in concept, in the system of group guidance invoked by the Junior and Senior High School Programmes of 1936-37.

Certainly the idea that guidance centred around an organized series of classroom activities using as its basis discussion topics outlined in the Programmes of Study was rapidly disappearing. In its place there was developing a group of inter-related services for the assistance of pupils in their normal progress through the school system and adjustment to adult life after school.

Chapter VII.

A Changing Viewpoint, 1944-1949.

Two facts must be apparent in the events recorded in the foregoing chapters. One is the close interplay of curriculum planning and the functioning of school activities that have been labelled "Guidance". The other is that the thinking with regard to school guidance itself has undergone significant changes. The initial concept of the guidance programme was linked with the growing awareness that secondary education had neglected its duty to a large body of the student population by its over-emphasis on a college-preparatory curriculum, and that in so doing it had overlooked what Putnam and Weir referred to as the pre-vocational importance of secondary education. The philosophy of guidance was at that time limited largely to the question of educational and vocational planning. A more liberal curriculum, with its emphasis on personal development, appearing in 1936-37, was accompanied by the first attempt at a province-wide compulsory guidance programme that broadened its base to include social, personal, civic and ethical problems along with the original components. Again, in methods and technique, equally important changes had occurred. Putnam and Weir gave no clear indication of the methods to be used to meet the problem. The 1936-37 revision adopted the group guidance technique. It will be wise at this point, therefore, to inquire into any significant changes in concept and method indicated after the establishment of the Division of Educational and Vocational Guidance in 1944.

It would be entirely incorrect to assume that these various changes, both before and after 1944, were the product of experience and thinking in British Columbia alone. The Province was to no slight degree influenced by developments elsewhere. Events within British Columbia should be considered in part at least as reflecting changes in the philosophy and techniques of guidance on a national or even international scale. Before referring to events after 1944, therefore, a brief summary of developments in the field elsewhere might be in order as a background to changes occurring within British Columbia.

On this continent, the modern guidance philosophy in essence sprang from a number of separate movements that in large measure have developed independently, but at times, particularly in the public school system, have merged out of sheer necessity in the face of the human impossibility of subdividing the individual child. Among the more important elements fused in the school guidance programme of today are: the vocational guidance movement, most often associated with the name of Dr. Frank Parsons in its initial stages; mental hygiene, especially those elements of its programme that stressed personal adjustment; child guidance, which emphasized psychology and psychiatry; the science of testing that grew out of Dr. Binet's original experiments in measuring intelligence and which because of its preoccupation with school progress might well be called educational guidance; and industrial personnel,

from which came the job analysis technique and the use of testing as applied to vocational competencies. 100

In any well-developed school guidance programme evidences of these movements are apparent. Too often, as in the case of the programme introduced in British Columbia in 1936-37, they are all too evident. It might be accepted as proof of the hybrid development of school guidance that the tendency to compartmentalize programmes into separate entities, such as educational guidance, vocational guidance, social guidance and so on, was fairly common in the 1930's.

Within school systems generally, the initial guidance activity has in large measure owed its origin to problems of choosing courses and deciding upon careers. Hence, as in British Columbia, to the two antecedents termed educational and vocational guidance the school programme largely owes its inception. The natural association of the two from the student's point of view, who after all must consider both elements in choosing either a course or a career, is strong evidence of the inevitability of the broader fusion of all elements that affect the healthy development of the child to the greatest degree and in the best manner of which he is capable. Yet it is true that many attempts are still made in schools to provide only specialized services, such as vocational guidance, or occupations courses, or child guidance clinics. And even where more complete programmes are offered, the tendency to compartmentalize the various headings or divisions embraced in the guidance movement, as was done in

British Columbia, is still a common practice. Where the child is concerned, and from his point of view, there surely can be only one form of guidance, and that is a service to him which is broad enough in its concept and administration to meet all his needs as a school pupil. 101

Earlier in this chapter, another opinion was advanced. This was that guidance and curriculum were inevitably bound together as interrelated educational problems. Again, by way of background, it will be wise to add a few comments on this particular subject.

During the early years of the last decade, considerable emphasis was placed on the theory that education and guidance were one and the same thing. In fact, Dr. John M. Brewer of Harvard published a major contribution to guidance literature in 1932 under the title, "Education As Guidance". In its preface he pointedly asked: "Why do we not set up living and guidance..... as the curriculum." (1)

Dr. Brewer's thesis, like that of many others who shared his beliefs, is perhaps best understood when interpreted as a forthright acknowledgment of the futility of the isolated efforts of independent guidance "departments" in schools dominated by a curriculum and method of instruction that emphasized subject-matter teaching.

(1) Brewer, John M.; "Education As Guidance"; New York, The Macmillan Co., 1937 (third printing); P. vii.

the whole programme must have its setting in a "favourable environment". This is axiomatic. It is still the case, regardless of curriculum changes that have occurred since 1932; but it was understandably more obvious in a school system in which the purposes of the curriculum and the theory of the guidance programme were mutually exclusive. The two presented the analogy of oil and water. There was little room or need for effective guidance in the average secondary school curriculum of 1932. The work of the hardy pioneers of the present guidance activity was not only carried on in most cases in the form of a special department, segregated as a distinct entity in the school organization, but they attempted to function in a curriculum that largely failed to acknowledge the very purposes for which they existed.

The demand for greater fusion of guidance and curriculum is therefore both understandable and sensible. On the other hand, one might well question the wisdom of giving guidance and curriculum a single identity. Dr. Brewer's suggestion is at best an ideal that can only be attained with an ideally selected staff and teaching conditions. Even then, there is real danger that guidance efforts would be diffused, with little or no concentration on certain specific objectives; that in reality, they might well be every teacher's business, but the prime function of none. There are, moreover, phases of the programme that require organizing and the use of techniques that cannot be expected of all classroom teachers, even in the most favoured of schools.

Brewer's, that is more generally accepted today. It identifies certain definite services or functions to be performed, some by selected staff members, some requiring class time and instruction, some through the use of clubs and other student activities, but all demanding a curriculum emphasizing the individual development of children and a teaching staff understanding the total guidance programme and contributing to its success.

This viewpoint is well expressed by Howard M. Bell, who suggests that as the physician does not confuse the human body and the glandular system that gives the former its order and balance, so the educator must distinguish between education and the Guidance Services that operate throughout its whole area, much like the glands of the human body, and for the parallel purpose of creating a proper balance of the many forces involved. (2)

Thus it might be stated that to be effective these Guidance Services must function in all areas of the curriculum, that they are directly concerned with the type of curriculum in which they operate, and that they have a distinct contribution to make in formulating and planning the curriculum.

This was in essence the concept of the Guidance Services advocated in British Columbia following the inauguration of

(2) Bell, H.M., Matching Youth and Jobs, Washington, D.C., American Council on Education, 1940, P. 24.

the Division of Educational and Vocational Guidance. As will be seen from the foregoing, it was by no means original; yet, at the same time, it represents a distinct departure from the general principles outlined in the Junior and Senior High School Programmes of 1936-37. The most complete statement of policy is found in Guidance Bulletin No. III, issued in January, 1945. (3) It is significantly titled "The Guidance Services", and embodies three major innovations in the philosophy and methods of guidance as they apply in British Columbia.

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The first of these amendments might be described as the emphasis placed on the essential unity of the various enterprises carried on in the name of guidance in any school; and the basis of that unity is the individual child for whom the whole guidance programme exists. Like the curriculum of which it is a part, guidance deals with the whole child. It is no more subject to such artificial divisions as vocational guidance, or social and civic guidance, or mental hygiene than can one part of the child's nature be segregated from all the rest of him. In a very true sense then, the unit in guidance activities is the child, in the strict meaning of the word unit, that it is the least whole number and not subject to division. One quotation from the third Guidance Bulletin will illustrate the stand taken:

(3) The Guidance Services, Guidance Bulletin No. III; Victoria, B. C., Division of Educational and Vocational Guidance, 1945.

"To put the matter very simply, school guidance or personnel work is concerned with helping the pupil to become adjusted to his present situation and to plan for his future in line with his interests, abilities and social needs. It is essentially an individual matter because individuals differ widely in their interests, abilities and social background." (4)

It is clear then that regardless of the fact that the title of Division of Educational and Vocational Guidance perpetuated the practice of compartmentalizing guidance, such leadership as the Division was to exercise would be directly opposed to such a policy.

The second major departure is suggested by the Bulletin's title; "The Guidance Services". (5) For all practical purposes, group guidance in British Columbia had led to the conclusion that the objectives listed in the Programmes of Study of 1936-37 under "Guidance" were to be accomplished by means of a weekly class period. Granted that the methods of instruction used were considerably different from those employed in the usual classroom situation, none the less the programme became a period on the time-table. In this sense, guidance was spoken of in much the same way as one might refer to mathematics or social

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- (4) The Guidance Services, op cit; P. 1. Note also; "The guidance services reach into all phases of education, for they go wherever the individual's need of adjustment and development is concerned; they are not limited to any particular field, such as vocations; but on the other hand, they cannot be dismissed simply as being another name for education." (ibid, P. 1)
- (5) The report on terminology adopted by the Seventh National Conference of State Supervisors of Occupational Information and Guidance is of interest at this point. It reported; "There is need for a term to describe the comprehensive activities of procedures and techniques of the guidance field. For this purpose the phrase 'guidance program' or 'guidance services' will serve. Because of the tendency to use 'guidance' as synonymous with counseling or occupational instruction, or education, the use of guidance as a noun will be avoided." Report of Committee Work at Seventh National Conference of State Supervisors of Occupational Information and Guidance, unpublished typescript, on file in the Division of Educational and Vocational Guidance, Victoria, B. C.

studies. The view expressed earlier, that guidance should 106
function as a service in all areas of school activity, could
not in actual practice be applied to British Columbia prior to
1944. Guidance Bulletin No. III, on the other hand, adopts
it without reservation. In the Bulletin's view, anything
approaching an interpretation of "guidance" as a classroom
activity should be completely abandoned; rather "the guidance
services are concerned with all matters that affect each
student in securing the fullest measure of development of his
personality and talents; in making - and in developing the
ability to make - proper and satisfactory adjustments to the
circumstances in which he is placed." (6) What had been termed
"guidance" was in reality a group of coordinated and well-planned
services that might be considered to fall into five main div-
isions;

1. The individual inventory (or child study).
2. Counselling.
3. Information services.
4. Placement.
5. Follow-up.

If we accept the tenet that in schools we are teaching
individuals and not teaching a body of knowledge to individuals,
the only acceptable starting point must be to study each indiv-
idual so that we may know his needs. From the point of view
of Guidance Bulletin No. III this was essential for the teacher
teaching the child, but it was even more so for those who were

(6) The Guidance Services, op cit, P. 1.

to attempt to advise and assist him within the orbit of the guidance programme. In this sense it was the starting point both for classroom instruction and for the functioning of the Guidance Services. The resources at the disposal of the school for child study are many and varied. They range from the use of standardized tests of many kinds or the pupil's academic record to informal but enlightening observations of teachers in the classroom or on the playing field. Nor are they limited to the school itself. They can come from the home, a place of employment or the family physician. If explored, they offer a rich source of information that can be used in helping the child, but one that can rarely be developed without an organized and conscious effort. Because it was necessary for the success of their own efforts, and as a service to teacher and student alike, those charged with the duty of organizing the guidance services should, in the view of Guidance Bulletin No. III, provide leadership and assume responsibility for a planned programme of child study. Putnam and Weir had some concept of the possibilities of such a concerted attack upon the problem of gathering information about children. (7) The Programmes of Study of 1936-37 had clearly indicated the desirability of obtaining such data. But neither had suggested a workable plan for the systematic gathering and efficient use of such information. To say that the whole question of the individual inventory, or child study, comes

(7) See P. 11.

within the area of responsibility of the Guidance Services was 108
to add little, obviously, unless at the same time some plan of
action was suggested. Mention has already been made of the
attempt to improve pupil records, and one of the chief functions
of the Guidance Services Committee, which is discussed in
Chapter IX, was the assistance it could render in gathering and
utilizing data in the individual inventory. (8)

Once again, if we accept the individual approach and
if we agree that the Guidance Services should attempt to assist
individual students as individuals, the place of counselling as
a service need not be argued. The emphasis that the third Guidance
Bulletin places on the need to study children, to know
their individual educational requirements, interests and problems,
abilities and limitations, leaves no room for doubt that
the Division of Educational and Vocational Guidance would regard
counselling as an essential rather than auxiliary service in
any guidance organization.

So far, it might be argued that Guidance Bulletin No. III
suggested changes of degree rather than of kind. In a sense this
is true, but the total effect of this change of emphasis was
cumulative and therefore considerably greater than if single
items are considered by themselves. What has been called
"Informational Services", however, represents a major innovation,
and with it must be linked a new concept of group activities in

(8) See P. 146.

guidance. The weekly period was retained, but chiefly as a 109
device that was useful in operating the other services. It
offered an opportunity for valuable discussions that were
not of a highly personal or confidential nature, from which
students "in a good many instances will profit by discussing
their problems together." (9) From this point of view, the
weekly period was of value because of the economy in time
involved and because it was important as a preparatory step
to the individual interview of the counselling situation.
Secondly, it was highly desirable as a technique for obtaining,
either by the use of standardized tests, inventories or
questionnaire forms, information that would be of assistance
to counsellors and teachers. Finally, it was of equal value
as a means of giving information to students.

Here again, the position was taken that the Guidance
Services should include in their number a service that attempted
to obtain for and give to students information of many kinds
that they sought or should have. Again, this was not a new
idea. In any group guidance class, information about the
school, or courses to be selected, or occupations, was usually
given. The extension of the idea was that giving information
was not limited to a class period, nor to be presented in the
form of an organized "course" divided into units, each devoted
to its specific topic. The provision of occupational informa-
tion files in all secondary schools is a good example of the

(9) The Guidance Services, op cit, P. 9.

change of policy. So too is the stress placed on counselling 110
as a service for all pupils, for those who merely sought
information as well as for those who came to the counsellors
with more serious problems.

There were even cases in which the giving of informa-
tion might frankly take the form of a planned course of
instruction with no pretence whatever of "guidance" in the
sense of group guidance. A case in point is the organized
programme of occupational information. This might easily
have been termed an occupations course. The position taken
in this instance was that all students, regardless of sex,
should be given a broad background of the main avenues of
employment, or the vocational families, before they reached
Grade X. In this there was a twofold purpose: first, the
belief that students could only be expected to make a good
choice of a life work if they had a broad perspective of the
many types of occupations available and an appreciation of the
general nature of the main varieties; second, the belief that
quite apart from the guidance aspect of the situation, intel-
ligent citizenship demanded that its members know more of
the work done by other citizens in the community in which
they themselves make a living. In a province in which there
is a fair amount of change in residence from one section to
another, and less of a tendency than in some of the more
settled sections of the Dominion for sons and daughters to
remain within the community of their birth, there was need

Similarly, because the general plan and application of the curriculum is provincial in nature and also because of the frequent movement of families from one part of the province to another, certain minimum requirements with regard to educational information to be given had to be set up. After all it is a duty of the school to prepare its students "for any decision as to course selection that they may be required to make in any grade, either because of the organization of the school itself, or because of the requirements of the Programme of Studies." (10)

In general, both of these organized programmes of educational and occupational information might be summed up very simply by the twofold requirement set forth at this time:

1. That by the time the pupil reached Grade X he have a good general background of the major occupational families as they applied to British Columbia.
2. That he be aware of the various levels of employment and training represented in each, and of the effect of his educational choices upon his future entry and progress in the different fields at each level.

The choice of Grade X was an obvious one, because it offered the student the last opportunity by his choice of courses to meet university entrance requirements, and thus to engage in any occupation demanding these as a basis of entry.

(10) Programme of Studies for the Junior and Senior High Schools of British Columbia, Supplement to Guidance: Occupational Information by Grades, Victoria, B. C., King's Printer, P. 7.

It was also the grade in which a greater degree of specialization in other fields, such as commercial education, industrial arts or home economics, became possible.

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The last two guidance services listed in Guidance Bulletin No. III can be dismissed with but a few words. Placement and follow-up are established procedures wherever vocational guidance is concerned. Of importance, however, was the broad interpretation given to the terms at this time. They were to apply to all phases of the child's activity at school. In progress within the school system, "placement" occurred at every grade level and should be treated with the same care advocated in the case of vocational placement. Similarly, the follow-up techniques should be used throughout the school. Particularly did this apply in any grade promotion that involved the pupil moving from one school to another, such as usually occurs at the end of Grade VI and Grade IX. Even in the case of school clubs and other such activities, the satisfactory "placement" of the pupil should be regarded as a matter of educational importance; and similarly some check on the success of his adjustment to others in these voluntary groups should be attempted. The use of the follow-up technique had a second and important value. In the words of the third Guidance Bulletin this was "to assist administrators in judging the efficiency of their school system in meeting the needs of young people and their employers. This second function, the research feature of follow-up, should furnish much of the information on which revision of the school's

In each of the five guidance services outlined, all teachers have a part to play. In that sense, as well as in the general attitude of the staff usually described as "guidance mindedness", the whole programme is the concern of every staff member. At the same time, certain phases of the work are the well-defined and special responsibility of individual teachers. The counselling service offers a good example of this principle. No member of the staff can escape responsibility for the proper functioning of counselling in the school. All teachers "counsel" in that from time-to-time they discuss problems with or advise individual students in their class or club. Again, all teachers should assist in gathering pertinent data that may be of use in a counselling situation. But the classroom teacher does not claim to have the specialized training in many of the techniques used by the "school counsellor", whose special duty is to provide an individual counselling service for a group of pupils assigned to him. Nor in a practical situation is it possible to provide all classroom teachers with time free from instructional duties to care for such interviews. Moreover, the classroom teacher cannot be expected to have the knowledge, for example of the occupational world or of certain testing devices, that is part of the counsellor's professional equipment. Actually, counselling is in large measure a matter of degree, and the

(11) The Guidance Services; op cit, P. 13.

over-all success of the service depends on teamwork. The class 114
teacher must know when to refer the child to the school counsellor and when to handle the situation himself. Similarly, the school counsellor must be fully aware of his limitations and know when to call in the school psychologist or physician. But at no point can counselling as a school service, interpreting it to mean the thoughtful and kindly advice given by the good classroom teacher, the individual interview of the school counsellor, or the work of the various specialists and clinical staff, succeed unless a general awareness of its purpose and a willingness of all to play their part, each in his own way, permeate the school. To this extent, with counselling as with all of the other services associated with the guidance organization in a school, no one has yet successfully quarreled with Dr. Brewer's thesis.

There still remains the third major innovation indicated by the Guidance Bulletin issued in March, 1945. This concerns the place of the school counsellor in the success of the whole guidance effort. The Programmes of Studies of 1936-37 had relied chiefly upon group guidance. The Guidance Bulletin of 1945 and subsequent publications of the Division of Educational and Vocational Guidance made it clear that "counselling is the heart of the guidance services". (12) If guidance is concerned with individuals, if it exists in part because children differ greatly in the needs that education must meet for them, if as has been urged the child is the "unit" in the modern

(12) The Guidance Services; op cit, P. 6.

This must be individual. Ultimately, a situation in which two individuals meet, one older and more experienced than the other, but both having a mutual trust and understanding, even a bond of friendship, - in other words the ageless "counselling situation" -, must be available and be valued highly enough by students to be freely sought.

At the time of the publication of the Programme of Studies amendment "Occupational Information by Grades", the Division of Educational and Vocational Guidance again went on record in this matter. In the introduction to the amendment will be found this paragraph:

"No guidance organization will function properly without good counselling. Information can and should be given in group periods. Problems connected with the making of decisions by students can be discussed with profit, and certain routine decisions can be reached by many students. However, the whole question of course selection and of vocational guidance is a highly individual matter, and in the majority of cases can be cared for only by the individual approach - in other words, by counselling." (13)

What is said with respect to matters of educational and vocational guidance, the particular concern of the document from which the quotation is taken, applies just as forceably in the broader aspects of guidance discussed in this chapter and urged by Guidance Bulletin No. III. Even more explicit in their inference of definite action that had to be taken are the final two sentences of the 1945-46 Annual Report of the Division:

(13) Programme of Studies for the Junior and Senior High Schools of British Columbia, Supplement to Guidance: Occupational Information by Grades, op cit, P. 7.

"The actual functioning of the guidance services in any school is largely dependent upon the efficiency of the counsellors in the individual school and the adequacy of the conditions under which they must operate. Even to a casual observer it is now obvious that our greatest need is to secure more and better-trained counsellors and, equally important, to ensure for them sufficient time allotments in which to do a satisfactory job." (14)

(14) Seventy-fifth Annual Report of the Public Schools, Victoria,
B. C., King's Printer, 1947; P. 150.

Chapter VIII.

A Financial Basis for Counselling, 1947.

Two problems were clearly evident in the attempt to organize a counselling service in the schools of British Columbia. And in reality they were so closely associated that they could be regarded as two aspects of the same problem. The one was the establishment of suitable working conditions for those who were to have charge of this task, in particular the provision of an adequate amount of time during the school day in which the person was freed from all classroom duties. The other was the lack of trained personnel to assume the responsibilities involved in counselling. However, the solution to the second was in large measure dependent upon the satisfactory adjustment of the initial difficulty: teachers in the numbers required could hardly be expected to spend their time and money in preparing for a type of specialized work that did not exist, or at best could only be practiced under conditions that offered little hope of success. Nor was the Government likely to undertake a training programme until such time as the requests of teachers and school boards for it seemed to justify the financial outlay involved.

The difficulty faced by any school board that sought to appoint a counsellor for its students has already been mentioned. (1) The British Columbia Government bases its contributions to local school boards in part upon a grant paid

(1) See P. 56.

on behalf of each teacher employed in accordance with a prescribed pupil-teacher ratio. (2) School boards employing teachers in excess of the number permitted under the pupil-teacher ratio receive no grants for these additional staff members. In this fact lay the root of much of the problem so far as counselling was concerned. 118

Though from their inception in 1936-37, the Province's revised junior and senior high school curricula had supported the plan of having school counsellors, the importance of this service as the core of the whole programme of guidance had not emerged as a basic concept until the years following 1944. The idea had been accepted in some areas, and some of the larger cities had succeeded in establishing fairly satisfactory counselling systems. This was particularly true in the case of some schools in the Greater Vancouver area, and in Victoria, where the Victoria Schools' Guidance and Placement Department had been in operation since 1942. (3) But for the great majority of school boards, the appointment of counsellors, who could devote an adequate portion of the school day to this work, was an impossibility. Regardless of the number of teachers among

(2) For secondary schools, the pupil-teacher ratio is as follows: less than 25 pupils, one teacher; 26 - 50 pupils, two teachers; 51 - 80 pupils, 3 teachers; 81 - 120 pupils, 4 teachers; over 120 pupils, one teacher for each 30 pupils or fraction of that number. See Manual of the School Law and School Regulations, Victoria, B. C., King's Printer, 1944, subsection 1 (c) of Section 145, P. 97.

(3) A report of the Victoria Department's activities will be found in the Seventy-third Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1945, P. 81. The original organization of the Department is reported in the Seventy-first Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1943, P. 71.

whom the task of counselling might be divided and time free from classroom duties apportioned, the total of the teaching time so expended soon added up to the point at which an extra staff member was required. And except under unusual circumstances, this meant the employment of a teacher or teachers above the quota allowed for the school under the pupil-teacher ratio. For such additional staff no provincial grant could be paid. Since it was not difficult to attribute this state of affairs to the time spent by other staff members in counselling activities, the reluctance of school boards to become involved in programmes of this kind can readily be understood. 119

Not only did this condition present a financial barrier which few school boards could or would surmount, but even in those areas where an attempt was made to provide counselling services it created an undesirable situation. In an effort to make one reason for the presence of staff members over the allotted quota less obvious, the work of counselling was usually divided among a number of teachers, each of whom was given a few "free" periods during the week to carry on this work. This policy necessitated the use of a disproportionately large number of teachers as counsellors at a time when very few had the training required. It meant that to those given the task of counselling, these duties, because they involved such a small fraction of their weekly time-schedule, never assumed the importance of a major task by comparison with their teaching assignment, except in rare cases that can only be explained

by the personal interest and enthusiasm of the individual. And 120
again, the inevitable result was that neither singly nor collectively did those in charge of counselling have sufficient time to do a workmanlike job of counselling, such as would be professionally satisfying to them and eminently satisfactory to the school administrators, teachers, pupils and parents with whom they worked.

Regardless of the position given counselling in the philosophy advocated by the Division of Educational and Vocational Guidance, little real progress towards the establishment of an efficient service with well-trained counsellors in charge could be expected until some means was found by which the hardship worked by the basis of teacher grants was removed.

Fortunately, a precedent in a similar if not parallel situation already existed. In order to encourage the development of home economics and industrial arts courses, and in recognition of the additional staff they often required, teachers of these classes were by Subsection 2 of Section 145 of the Public Schools Act not to be counted in determining the number of teachers employed, though this fact was not to "affect the grants payable on behalf of those teachers under this Act".⁽⁴⁾ In other words, school boards were allowed to employ teachers of home economics and industrial arts as extra staff members over the number permitted under the pupil-teacher ratio.

(4) Manual of the School Law and School Regulations of the Province of British Columbia, op cit, Subsection 2, Section 145, P. 97.

special grants was given by the "Report of the Commission of Inquiry into Educational Finance" in 1945. This Report, the work of Dr. Maxwell A. Cameron, although it dealt with financial and administrative matters as its title suggests, made pointed reference to a situation that was of vital interest to the guidance movement in British Columbia. Once again assistance came from a government-appointed investigating commission. Dr. Cameron reported;

"Another salary cost which all but the very smallest districts must meet is the extra payment of principals and often vice-principals, counsellors, and coaches..... A small allowance for these extra payments would not increase the cost of salaries a whit, but would merely recognize the existence of a cost which all must meet. Hence it is recommended that there be included in the grant scale an allowance for posts of special responsibility....." (5)

A subsequent amendment to Section 145 of the Public Schools Act added to the list of exceptions not to be counted in determining staff numbers, under the pupil-teacher ratio for grants, those of supervising principals and full-time librarians. (6) This more closely approximated the situation that existed in the case of counsellors than did the original exceptions dealing with home economics and industrial arts teachers. Taken together with the recommendation of Dr. Cameron, it gave a very strong indication of action that

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- (5) Cameron, Maxwell A., Report of the Commission of Inquiry into Educational Finance, Victoria, B.C., King's Printer, 1945, P. 73. Dr. Cameron's recommendations for consolidation of small school districts, later enacted, should also be noted as an indirect aid in establishing counselling services.
- (6) Manual of the School Law and School Regulations, Victoria, B.C., King's Printer, 1946, Subsection 2 of Section 145, P. 105.

In the amendments to the Public Schools Act in 1947, counsellors were included in the list of special teachers who might be employed as extra staff members. It is perhaps important to note that this action might well be taken as final proof of the acceptance by the Department of Education and the Government generally of the major importance of counselling as a school service. The amendment, as it finally passed the Legislature of the Province was as follows:

"(2.) For the purposes of subsection (1), in reckoning the number of teachers in the service of a Board of School Trustees no supervisor or supervising principal of a large school or full-time counsellor (or in the case of two counsellors in one school whose total time spent in counselling amounts to that of one full-time counsellor, one of their number) appointed with the approval of the Superintendent of Education and no full-time school librarian and no teacher of industrial arts or home economics shall be counted; but nothing in this subsection shall affect the grants payable on behalf of those teachers under this Act." (7)

Legal authority was thus given to the Department of Education to pay special grants for counsellors in approved counselling programmes. Four results of this legislation were obvious: the objection of local school boards to counselling because of the expense involved had largely been removed, (8) the Department of Education acquired added influence

(7) An Act to Amend the "Public Schools Act", Victoria, B.C., King's Printer, 1947, Section 100 (amending Subsection 2 of Section 145), P. 25.

(8) There naturally still remained the difference between the government's grant and the actual salary paid the counsellor.

because of the approval clause which could be used to ensure the setting up of satisfactory organizations in schools as a basis of approval, those engaged in counselling would have that work as a major portion of their assignment, and finally the fact that counsellors would have to be trained gave rise to the need for a provincially-sponsored counsellor-training programme.

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The immediate problem at the moment, however, was to determine a pupil-counsellor ratio on which grants would be paid. On November 28, 1947, the Department of Education announced the following basis for the allowance of special grants to school boards for counsellors; (9)

<u>Enrollment of School</u>	<u>Special Grants</u>
250 - 500	1 full-time, or 1 of two half-time counsellors
501 - 1,000	2 full-time, or 2 of four half-time counsellors
1,001 - 1,500	3 full-time, or 3 of six half-time counsellors
1,501 - 2,000	4 full-time, or 4 of eight half-time counsellors

The grant schedule was obviously based in the main upon a counsellor-pupil ratio of one full-time counsellor for each 500 students. However, in actual operation the arrangement was somewhat more liberal, because the appointment of additional counsellors in each case became possible as soon as the school's population exceeded 500 pupils or a multiple of that number. Thus a school of 501 students might employ two or a school of 1,001 pupils, three full-time counsellors.

(9) Superintendent's Announcement, November 28, 1947; Victoria, B.C., Department of Education, 1947, P. 2.

Furthermore, special consideration was shown smaller schools, 124
which qualified for a special grant as soon as the enrollment
reached 250.

Schools with less than 500 students naturally presented something of a problem. The question was; how far below that figure should the school population be permitted to go and a special grant for a counsellor still be possible? The limit was set at 250 pupils. It was unfortunate that the smaller schools were denied the benefit of special counselling grants. Yet a final line of demarkation had to be set.

Difficult though it is for the small high school, with a less experienced staff and one that often lacks the permanence of those of larger urban units, it is sometimes urged that there are some compensating factors so far as the Guidance Services are concerned. For example, the greater intimacy of pupil-teacher relationships in the small school is perhaps an advantage that eliminates many of the problems that grow out of the complexity of large secondary schools. Though in itself it is an unfortunate limitation, yet it is a fact that the three or four-room high school cannot offer the wide selection of courses and therefore present many of the questions of educational guidance that prevail even in a school of 500 pupils. Be this as it may, it is nevertheless inescapably true that these smaller schools continue to face a serious problem and that relatively little has so far been done to assist them in offering competent Guidance Services. It is perhaps but

another example of the great difficulty involved in any attempt to arrive at a system that will effectively equalize educational opportunity. Certainly there can be no question that some enrollment limit below which the grants could not be paid had to be set, and the 250 pupils required by the British Columbia regulations does not appear unreasonable in the face of practices elsewhere. No one will seriously deny that some scheme should be devised to assist small schools, particularly those in isolated areas, but whatever the solution it would not appear to lie in the direction of a special grant system such as the one introduced in 1947. The answer may be in a staff of field workers, assigned to a group of schools through the cooperative efforts of several school boards or as part of the provincial programme of the Division of Educational and Vocational Guidance. In a number of cases, the obvious solution is a consolidation of schools. Whatever the remedy, no great progress in the solution of the problem has been made save in the gradual extension of school consolidation plans.

A clearer picture of the way in which the counsellor grant ratio applied to the schools of British Columbia at the time of its inauguration is given by TABLE II.

TABLE II.Enrollment in Secondary Schools of British Columbia (1948) (10)

<u>Elementary Schools Offering High School Work</u>	
<u>No. of Pupils</u> <u>(Grades IX-XII) (11)</u>	<u>No. of Schools</u>
Less than 50	28
51 - 100	12
101 - 150	2
151 - 249	1
.....	
250 or more	0
<u>Junior and Senior High Schools</u>	
<u>No. of Pupils</u>	<u>No. of Schools</u>
Less than 50	7
51 - 100	8
101 - 150	4
151 - 249	14 (12)
.....	
250 - 500	29 (13)
501 - 1000	21
1001 - 1500	8
1501 - 2000	1
Over 2000	0

There were, it will be seen, forty-three elementary schools regularly offering instruction in Grades IX - XII. These were naturally in the more isolated areas of the Province. Only three of these schools had over 100 pupils

(10) Seventy-seventh Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1949, Pages 137-171.

(11) Such schools are still organized on an 8-4 basis; i.e. Grades I-VIII, elementary, Grades IX-XII, high school. Pupils in Grades VII and VIII do not follow the regular Junior High School Programme of Studies.

(12) Two "Elementary-Junior High" schools have been included. In these, the junior high school section is operated as a separate department and is regarded as a regularly organized junior high school.

(13) As above, two "Elementary-Junior High" schools have been included.

engaged in high school work, and in the majority of cases the enrollment was less than 50. No elementary school offering high school instruction qualified for a counselling grant, and in most cases the student body was so small that it is difficult to see what could have been done to assist them in any plan such as the one at present under discussion.

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Of the regularly organized junior and senior high schools, in only 33 cases did the student body fall below the 250-pupil limit, and again a number of these schools were so small that any solution to their problem can only be regarded as coming from an entirely different approach. In a number of cases, the normal growth of student population will soon raise the schools above the limit, and in others the obvious remedy is in consolidation of adjacent schools. (14) The great majority of secondary schools fell within the prescribed limit. That this was so can be explained by three factors: the degree of urbanization in British Columbia, a well-developed and progressive policy of school consolidation, (15) and the organization of combined junior and senior high schools in many areas. (16)

The amendment to the Public Schools Act setting up the counselling grant system required the approval of the

(14) Two examples of areas in which this applies are North Saanich and Courtenay-Comox-Cumberland. In the first there are two high schools, with enrollments of 180 and 177 situated within four miles of one another. In the second there are three high schools, enrolling 59, 188 and 68, within a radius of five miles.

(15) See P. 7, Footnote 10, P. 34, Footnote 34, and P. 121 Footnote 5.

(16) See the remarks of Putnam and Weir with reference to combining the small "middle" and high schools, P. 7, Footnote 10.

Department of Education in each case before a grant could be paid. This made it possible for the Division of Educational and Vocational Guidance, through the Department, to set up certain standards as a basis for approval. Acceptance of school boards' applications was based upon four points:

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1. The suitability of the persons selected as counsellors. Their previous training and experience, and their willingness to undertake further specialized training.
2. The time allotment for counselling, which was to be either full-time or half-time for each counsellor.
3. The organization proposed to care for the counselling programme in the school.
4. The physical conditions and equipment provided, such as counselling rooms, counselling and test materials, pupil records, occupational information file, etc. (17)

In its interpretation of the legislation permitting the payment of special grants, the Department of Education ruled that counsellors were to be engaged as such on either a full-time or half-time basis. Of the two types, a definite preference was expressed for the second. (18) It was felt that the case of the half-time counsellor had a number of advantages. From the outset, the position was clear that the counsellor was a teacher, one thoroughly familiar with the teaching situation, an educational worker among others with similar basic training and interests, though with different areas of specialization. As such, the maintenance of contact with the classroom, allowed in the half-time counselling assignment, was invaluable. Again,

(17) See: Annual Application for Grant on Behalf of Counsellors, Victoria, B.C., Department of Education (No date).

(18) For example, see Guidance Services: Ten Rules for Counselling Success, in British Columbia Schools (Secondary Edition) Vol. 3, No. 2, the issue of December, 1948, P. 45.

there was the recognizable danger of the counsellor, especially 129
one engaged on a full-time basis, becoming an administrative
official. His success depended as much upon his ability to
work with other teachers as with his counsellees. In achiev-
ing this liaison, as one of a group of classroom teachers he
had a distinct advantage. Furthermore, if he were given an
unbroken half-day - morning or afternoon - for his counselling
duties, it was felt that he had many, if not all, of the
advantages usually urged for the full-time counsellor. By no
means the least advantage of half-time counselling was the
fact that many teachers who would make excellent counsellors
would be loath to give up all association with classroom
activities. If faced with the uncompromising choice of hav-
ing to give up classroom instruction entirely or remain out
of counselling, not a few desirable counsellors would have
been eliminated. Though no definite ruling was made at this
time, the Division of Educational and Vocational Guidance, for
the reasons mentioned, made its preference clear and encouraged
schools wherever it was feasible to use counsellors on a half-
time basis.

The one drawback to this policy was naturally that it
doubled the number of counsellors that would be required - at a
time when at best all too few were available. However, it was
felt that progress would be on much firmer ground if schools
were not encouraged to embark upon counselling schemes until
they had suitable counselling personnel, and that in any case

the rapidity with which the special grant system was adopted by school boards was not an item of major importance at the moment by comparison with the success of the programme in those schools that did organize reimbursed counselling schemes.

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Some idea of the problem of obtaining trained counsellors is indicated by the fact that ninety-nine counsellors, or double that number if the half-time basis were adopted, would be required if all schools qualifying under the amendment in fact applied for special grants. (19) Actually, in the first year that the scheme was in operation, thirty-three schools applied and received grants in aid of counselling. In these, seventy counsellors were employed on a half-time basis, acting as class teachers in the remaining portion of their weekly schedule, and ten were engaged as full-time counsellors. Many of these had little formal training of a specialized nature, but all had had some experience with this type of work and were believed to possess the personal qualifications so necessary to the successful school counsellor. A small proportion had studied general guidance methods extensively, mostly at American universities, and a number of these had taken special training in counselling techniques.

There can be no question therefore that the need for a provincial counsellor-training programme now existed and that it had to be met with expedition. As a preliminary

(19) See TABLE II. P. 126.

step, a thorough investigation was made of similar plans in 131
operation elsewhere, and of the views of authoritative groups
and experts in the field of counsellor-training. (20) As a
result, the following basic principles were enunciated; (21)

1. Counsellors must be drawn from the ranks of trained and successful teachers.
2. Specialized training in counselling procedures should only come after such teaching experience.
3. Undergraduate or teacher-training courses should be limited to general principles.
4. A minimum of one academic year of work on the graduate level should be expected.

The requirements for the Counsellor's Certificate, which in itself provided an outline of the training programme to be offered, prescribed the year's specialized instruction recommended above. The Order-in-Council legalizing the certificate was passed on February 13, 1948, and set up the following requirements.

Prerequisites:-

1. University graduation, permanent teaching certification in British Columbia, and five years' teaching experience.
2. Undergraduate or teacher-training courses in Educational Psychology, and Tests and Measurements.
3. A minimum of twelve months' work experience outside the teaching profession, or two months' approved work experience in the personnel department of a business establishment, or, with the approval of the Department

(20) Among the agencies consulted were the Office of Occupational Information and Guidance Services, United States Office of Education; the Institute of Counseling, Testing and Guidance, Michigan State College; and the National Vocational Guidance Association. Personal advice and assistance was given by Dr. Franklin R. Zeran, Dr. Clifford E. Erickson, Carl M. Horn, Dr. D. Welty Lefever, and various State Supervisors of Occupational Information and Guidance Services in the United States.

(21) See: Guidance Services: The Training of Counsellors, in British Columbia Schools (Secondary edition), Vol. 3, No. 1, the issue of October, 1948, P. 45.

- of Education, a minimum of 320 hours spent exclusively in counselling in the public schools of British Columbia.
4. Nomination by a committee of the Department of Education before the completion by the candidate of the first five credits towards the Counsellor's Certificate. (22)

Required Training:-

Completion of 15 units (one academic year) of approved work in the following fields, with a minimum of $1\frac{1}{2}$ credits in each to be taken after graduation and teacher certification.

1. Organization and administration of guidance services.
2. Counselling techniques.
3. Individual Inventory.
4. The use and interpretation of tests in counselling.
5. Occupational Information.
6. Human adjustment or mental hygiene. (23)

Requirements for the certificate were such that the teacher could specialize in certain phases of the work. Each of the six "fields" had to be covered, but beyond that, in earning the total of fifteen credits, major emphasis could be placed on a certain aspect of the training, for example in a study of counselling techniques, or occupational information, or mental hygiene, etc. There was no demand made that the training had to be taken within the Province; courses given elsewhere, if approved, were granted credit bearing status. To this statement there was one exception. At least one course ($1\frac{1}{2}$ units) in Occupational Information had to be taken in British Columbia. The certificate itself was valid for six years, and was subject to renewal upon the completion of " $2\frac{1}{2}$ credits in courses approved by the Department of Education, or two months' approved work experience in the personnel department of a business enterprise." (24)

(22) This prerequisite was deleted in 1949.

(23) The requirements will be found in the Bulletin of the Summer School of Education, King's Printer, Victoria, B. C., 1948, P. 65.

(24) *ibid*, P. 65.

the certificate was undertaken by the Provincial Government through the Summer School of Education, an in-service training institution operated each year by the Department of Education. (25)

The first courses were offered at the 1948 session of the school. Thus an assault was begun upon the second major problem mentioned at the beginning of this chapter. In the words of the Annual Report of the Division of Educational and Vocational Guidance;

"With the adoption of the Secondary Advanced (Counsellor) Certificate and the system of grant payments on behalf of counsellors, one of the major concerns of this Division has been the development of an effective counsellor-training programme. The need in this case is for courses specifically in the field of counselling, embracing the techniques proven to be most reliable and useful, rather than the general orientation or introductory Guidance course that has so far been offered by summer schools in Canada." (26)

Three courses, embracing a full day's programme, (27) were offered in the summer of 1948. These were "Laboratory in Counselling Techniques", "The Use and Interpretation of Tests in Counselling", and "The Individual Inventory". Enrollments of 55, 45 and 50 respectively were attracted by these courses. During the following winter, through an arrangement with the Vancouver School Board, instruction in "Occupational Information" and "Procedures in Vocational Guidance" was offered as

(25) As a means of encouraging in-service training, it should be noted no fees are charged to British Columbia teachers and transportation costs (other than those for meals and berths) in excess of \$20.00 are paid by the Provincial Government.

(26) Seventy-seventh Annual Report of the Public Schools, op cit, P. 123.

(27) Four hours of lecture and laboratory work, totalling five credits.

part of the approved in-service programme for counsellors.

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Thirty-seven teachers of the Greater Vancouver area attended. At the 1949 session of the Summer School, these courses were repeated, together with two special workshops, one for experienced and one for beginning counsellors. Of those in attendance, there were twenty-nine trainees who were continuing with their second summer's programme and eighteen who were beginning their training. (28)

The problem of ensuring an adequate supply of skilled counsellors remains a major one. But a beginning has been made and a basis for future development is available, both in the training programme that has been inaugurated and in the means provided by the grant system of defraying the local costs of financing counselling systems. An immediate concern must now be that those selected for counselling duties are by personality and temperament suited to the tasks which they will undertake, because in the words of Guidance Bulletin III:

"The success of counselling in any school depends in a large measure upon the general attitude of the student body towards the counsellor - in other words, upon his status in the school.....He must be an individual who commands the respect of young people. His popularity must be founded upon an evident interest in their affairs, an approachable and understanding attitude, fairness and impartiality in all his dealings, good judgment of character and situations, sound common sense, and the characteristic that appeals universally to youth - enthusiasm. He will fail if he seeks to be popular. He cannot 'sell' the idea of counselling to the student body; he must

(28) Numbers in classes are from Class Record Books of the Summer School of Education.

establish its worth by years of practical service to young people. He must be a happy, adaptable, socially-alert person, who has successfully made his own adjustments to the environment in which he works and lives." (29) 135

There remains too the provision of a workable system by which the many functions of guidance, which must permeate all school activities, may after the manner suggested by Howard M. Bell in reality create a proper balance of the forces involved in modern secondary education. (30) Finally, as has been repeatedly stressed throughout this study, there must also be an adaptable curriculum and a constant programme of curriculum planning through which the educational needs of students can be fully served, and to which process the Guidance Services themselves can and should make a distinct contribution.

(29) The Guidance Services, op cit, Pages 6-7.

(30) See P. 103.

Chapter IX.

Organizing the Guidance Services in the School, 1948.

The amendment of 1947 to the Public Schools Act and the subsequent commencement of a provincially-sponsored counsellor training programme established a pattern that was highly favourable to the initiation of counselling services in the secondary schools of British Columbia. Yet the presence of counsellors, even those with considerable training, could not alone ensure the successful operation of Guidance Services or, for that matter, of the specialized phases of the work carried on by these officers themselves. Unless some means was found or organization developed which would embrace all activities of this type carried on in the school, one which would enjoy the understanding and support of its teachers, the best efforts of the most skilful counsellor could well be futile. Guidance remains a school function. To view it otherwise would be to invoke a new kind of departmentalization, by identifying counselling as "guidance", and segregating this service as the prerogative of the few, highly-skilled experts. Such a position is entirely contrary to the principle expressed in Guidance Bulletin III and outlined in Chapter VII of this thesis. Regardless of the importance of the counselling service as the core of the entire programme, it is meaningful only as a part of a whole, of a plan of action that concerns the school, and in large measure the community. How then is

specialization, in the form of counselling, and this broad basis of activity to be reconciled?

Much depends upon two factors: the interpretation placed on counselling, and the organization provided in the school for the operation of all of the Guidance Services. Obviously, in 1947 these were questions of immediate concern in British Columbia.

The role of the counsellor had been dealt with at some length in Guidance Bulletin No. III, (1) and following the introduction of the special grant system the subject was given major attention at a series of conferences with school boards, and through the medium of the Department of Education's official journal, "British Columbia Schools". (2) These measures and the general in-service training programme that had been begun in 1945 (3) at least laid the framework of a guidance philosophy that was now well-known in the Province. The control made possible by the clause requiring government approval of all counselling programmes for which special grants were to be paid added a further safeguard of some importance. In more than one way, therefore, the ground had been well-prepared.

(1) The Guidance Services; op cit, Pages 6-8.

(2) For example, see Guidance Services: Ten Rules for Counseling Success, op cit, P. 45.

(3) See Page 83.

Yet an analysis of the various announcements and directives issued by the Division of Educational and Vocational Guidance, and other literature emanating from this provincial office, will reveal three problems that were viewed with some concern at this time.

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The first question was that of the ordinary expenses of operating counselling services in schools. Provincial grants covered in part for the salary of the counsellor, and the physical equipment - both offices and their furnishings - could be met on a 50 per cent basis by the regular government grants of this type. (4) But there was no question that the day-to-day expenditures created an item that would have to be borne in its entirety by the local school district. Provincial grants to school boards for operating costs were based on "class units". (5) The situation in this respect was therefore not unlike that which formerly applied in the case of the salaries paid to counsellors. Since no "class unit" was involved in counselling, the additional operating expenses thus incurred were entirely a school board responsibility. To this situation there is up to the present no alternative. The danger in 1947 was that this item might

(4) Manual of the School Law and School Regulations, Victoria, B. C., King's Printer, 1949, Page 25 (Section 23).

(5) That is, \$16.00 per pupil in kindergarten - Grade VI, \$20.00 in Grades VII-IX, and \$23.00 in Grades X-XII and in Senior Matriculation, with a minimum grant of \$250.00 for each classroom in operation. See, *ibid*, P. 22 (Section 20, subsection (1)).

easily be overlooked by school boards, and thus counselling programmes established but insufficient funds provided locally to operate them effectively. There is, perhaps, a general tendency in all such cases as the present one in welcoming a government aid which has been long sought to overlook the acceptance of concomitant responsibilities.

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Not only would the counsellor require supplies of many kinds. It was also desirable that he know how much he had to spend so that a business-like programme could be planned, and that he be given responsible control of the expenditure of these funds. Thus a definite warning was given to all school boards that those considering the establishment of a counselling programme should have a clear understanding of the expenses involved, and that "a budget should be prepared and the counsellor permitted free use of the funds as allocated." (6)

Of like concern at this time, was the counsellor's use of the time allotted to him for "counselling". Obviously, in its broader sense, this is but to repeat that there had to be an appreciation of the role the counsellor was to play. Yet there remained over and above this an immediate problem, the importance of which was perhaps momentary and would with experience quickly disappear. It should be remembered that in many schools the presence of counsellors with five half or

(6) Guidance Services: Ten Rules for Counselling Success, op cit, P. 45.

full days each week free from classroom duties would be an entirely new experience for the principals. Though school administrators might be fairly conversant with the aims and objectives of the counselling programme, there was nevertheless the distinct possibility that the availability of the counsellor, the ease with which he could be reached without interrupting classes in session, might lead these principals to impinge upon the time allotted for counselling by assigning to the guidance worker many of the incidental and sometimes trivial tasks that occur constantly in the operation of a school. This danger will perhaps explain the definite guarantee demanded in the "Application For Grant on Behalf of Counsellors" in the form of an unequivocal answer to the following question;

"Will the counsellors be free from all class-room duties and all other responsibilities, other than the functions of the counsellor as outlined below, during the above periods?" (7)

Similarly, there was a somewhat allied danger in the fact that certain principals might consider the counsellor's time not fully occupied unless he was actually engaged in interviewing pupils at all times. Again, the warning was issued; "Counselling must not be limited to interviewing pupils; in his counselling time, the counsellor must be

(7) The application has to be signed by the school superintendent or inspector, the principal, and the Secretary, on behalf of the Board of School Trustees.

allowed complete freedom to be absent from his office or the school in the performance of his duties." (8) 141

These dangers are, of course, but incidental aspects of a failure to appreciate fully the counselling programme. With the more complete understanding of its operation that could only be achieved by actual experience, they would in all probability disappear. But though they are most likely of a temporary nature, these were nonetheless factors of some importance in British Columbia in 1947-48. They presented specific obstacles that, if not overcome, could easily destroy confidence in the whole programme of school counselling before it had an opportunity to establish its worth in operation.

The third problem that received major attention as a crucial test in this period was the relation of counselling to the group guidance plan of the Junior and Senior High School Programmes of Studies. This plan, it should be remembered, remained in force with some modifications, notably the detailed occupational information programme. Undoubtedly, ease of administration might suggest the assignment of the weekly guidance periods to the counsellors. Thus, a counsellor might be expected to devote one-half his daily schedule to counselling duties and during the other half be allotted the respons-

(8) Guidance Services: Ten Rules for Counselling Success, op cit, P. 45.

ibility of conducting these formal "guidance periods". Such a policy would, of course, largely defeat the purposes that had led the Department of Education to express a preference for the half-time as opposed to the full-time counsellor. (9) So explicit was the advice of the Division of Educational and Vocational Guidance on this point that its expressed opinion should be quoted verbatim:

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"The counsellor should give assistance to teachers in charge of group work in guidance; he should have free access to these classes if and when he wishes to secure details from or give information to the group, but he should not automatically be placed in charge of these classes because he is a counsellor; other teachers should be encouraged to work into the field through these classes and, if he wishes, the counsellor should be allowed to pursue teaching in his particular subject field in such instructional class time as he is given." (10)

The relationship of counsellor to the group guidance periods is but one of a number of questions involved in the more inclusive problem of how the many-sided activities embraced in the Guidance Services can best be coordinated in the school. There must be, as was pointed out earlier, some form of organization provided.

The plan suggested in Guidance Bulletin III was the establishment of a Guidance Services Committee in each school. As outlined at that time, and subsequently set up in schools coming under the special grant system, four, and later six, groups were represented on the Committee. Inasmuch as the

(9) See P. 128.

(10) Guidance Services: Ten Rules for Counselling Success, op cit, P. 45.

Guidance Services Committee has become an integral part of the plan adopted in British Columbia, some consideration should be given at this point to its composition and operation. 143

In the first place, it was urged that the principal or his delegate should be a member, representing the administrative authority in the school. So many of the questions that concern guidance reflect in some way upon the policies adopted by the principal that his inclusion was deemed necessary. Without him, the Committee would be forced to delete entirely from its discussions many matters that are of vital interest to it - such as planning of elective course offerings, or programming of the school's club, sports and social activities - or to set up a cumbersome and time-wasting procedure by which recommendations and counter-suggestions would be referred to and from the school's administrative officials through some intermediary such as the Committee's chairman.

The second group to be included was the school's counsellors. These were the "specialists" from whom the other members of the Committee had a right to look for expert advice and to whom in many cases would fall the task of carrying out the actual details of plans evolved. Next, it was suggested that representative classroom teachers should be included. By changing the composition of this group yearly, each teacher would in turn have an opportunity to work as a committee member. It was felt that the classroom teacher had a definite contrib-

ution to make in developing plans as well as in carrying them 144
out. Obviously the success of much that is attempted in a
guidance programme requires the active cooperation of these
teachers. If then they have had a voice in the formulation of
these policies, how much more likely are they to become enthus-
iastic participants in the actual operation of the schemes! And
in a very real sense too, their advice is "expert" in questions
relating to the practicality of suggested classroom activities
to be carried on in connection with the Guidance Services.

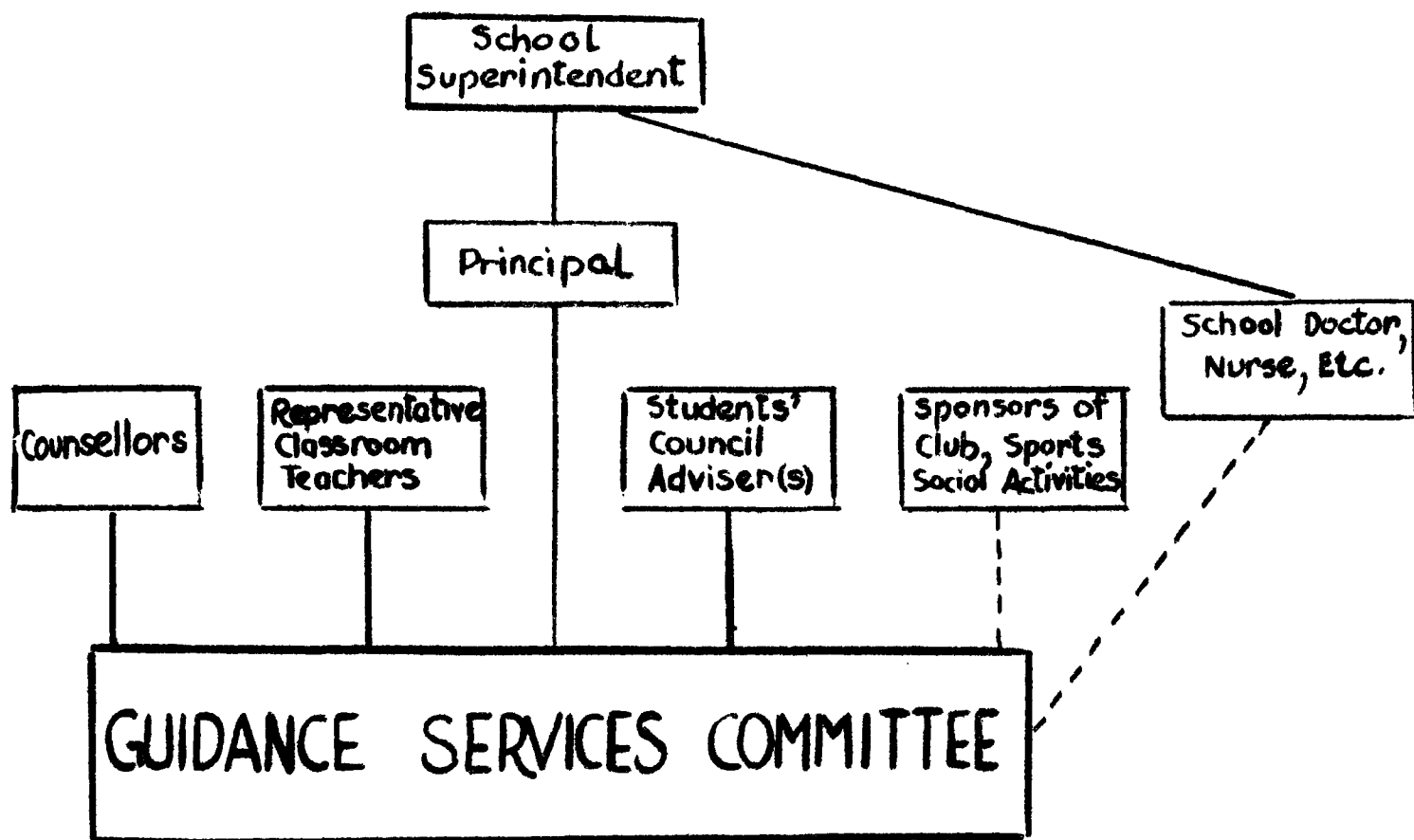
Guidance Bulletin No. III also suggested the inclusion
of non-teaching specialists, such as the school doctor or nurse,
or the social service worker, who should "be asked to attend
committee meetings to discuss conditions that directly affect
their work." (11) This group, naturally, would not be in attend-
ance at all meetings, but would be present if and when matters
of concern to their special field were to be considered.

In actual practice, representation was given on these
Committees to two additional groups. Teacher-sponsors of club,
athletic and social activities were included, in a manner like
those of the non-teaching specialists; that is, they were invited
to attend when the agenda to be dealt with involved matters of
direct interest to them. And finally, when committees were
organized in schools, it was found advisable to include as perm-
anent members the staff advisors of the "Students' Council".
Thus in its final form, the composition of the Guidance Services
Committee might be represented diagrammatically as shown in Figure I.

(11) The Guidance Services, op cit, P. 3.

FIGURE I

The Guidance Services Committee



Note: Unbroken line (——) represents permanent or regular members.

Broken line (- - - -) represents those who attend on invitation.

all phases of school activity; in operation, the intention was that it should furnish a focal point from which might spring the whole-hearted cooperation which above all else would make guidance the active concern of the whole school.

The work of the Committee can be considered under three main headings. It was to be a general advisory body for all matters pertaining to student personnel. As such, it would deal with questions relating to school health and attendance, the programme of elective courses to be offered by the school, examination and promotional policies, retardation and remedial education. Secondly, the Committee was to act as a coordinating body for all non-classroom student activities, - the "co-
of the
curricular" programme/junior and senior high schools' curricula of 1936-37. And lastly, as its name suggests, it was to assist in organizing all phases of the Guidance Services. To it, for example, would be referred such problems as the most efficient way of gathering information required by the Individual Inventory, and the best method of making its study and use the concern of all teachers. (12) It would assist in programming discussions to be held in the group guidance periods, over which individual

(12) The following opinion may be of interest on this point:-
"The use of the Individual Inventory should be encouraged by all teachers; only then will they willingly contribute to it and profit by it: the Inventory must not be regarded as the private possession or secret file of the Guidance Department." - See Guidance Services: Ten Rules for Counseling Success, op cit, P. 45.

schools were now given much more control. (13) Such activities 147
as Career Days or Community Surveys would be initiated by the
Committee. From it too would come suggestions for placing
the whole question of student guidance before parents and
the community to the end that it might be better understood
and appreciated. Much of the detailed work in all these mat-
ters must naturally fall to the counsellors, but with the Com-
mittee's presence these tasks would be carried out with the
support of and indeed at the express suggestion of a group
representing the entire school.

In one sense, therefore, the major contribution of the
Guidance Services Committee was that it offered a practical
means, and perhaps the most effective one yet developed in
British Columbia, of making the Guidance Services a school
enterprise, of achieving that kind of a situation envisaged
in Bulletin No. III as the prime requisite of success:

"Unless the school is 'child centred', unless the
teachers are interested in the student rather than in
the subject, unless there is teamwork between the var-
ious officials - the principal, the doctor and nurse,
the librarian, the sponsors of clubs and athletic activ-
ities - the efforts of the best personnel worker are
in danger of resulting in a superficial attempt that
will not justify the time and money spent on it. Guid-
ance cannot exist as a separate division, which functions
in its own water-tight compartment. The five functions
mentioned above (The Guidance Services) are intertwined

(13) See: The Guidance Services, op cit, Pages 9-10.

and fused with all that goes on in the school - and in the community. The truly successful guidance system must reach out beyond the limits of the classroom and the playing field to the home, and to the community at large as it affects young people." (14)

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The provision of an organization, such as the Guidance Services Committee, should not be regarded as more than a basis upon which the cooperation and approach mentioned above might be built. But success in building such an educational system requires much more. It demands intelligent leadership on the part of the principal. It cannot be achieved in the large secondary school without good counsellors and effective counselling. And equally important, these must be accompanied by an active and continuing in-service training programme in the school that will embrace all staff members, including the principal.

Nor should the physical requirements of a good guidance programme be overlooked. The problem of supplies has already been discussed. Reference has also been made to the establishment of occupational information files in each school. In addition to these matters, there is the question of providing adequately equipped counselling rooms and "guidance laboratories". With the introduction of the counselling grant system, floor plans for these rooms were supplied by the Division of Educational and Vocational Guidance. With some modifications to meet local situations, these suggestions have been adopted by most schools coming within the special grant arrangement.

(14)

ibid, P. 2.

FIGURE II

Floor Plan of Counselling Rooms and Guidance Laboratory

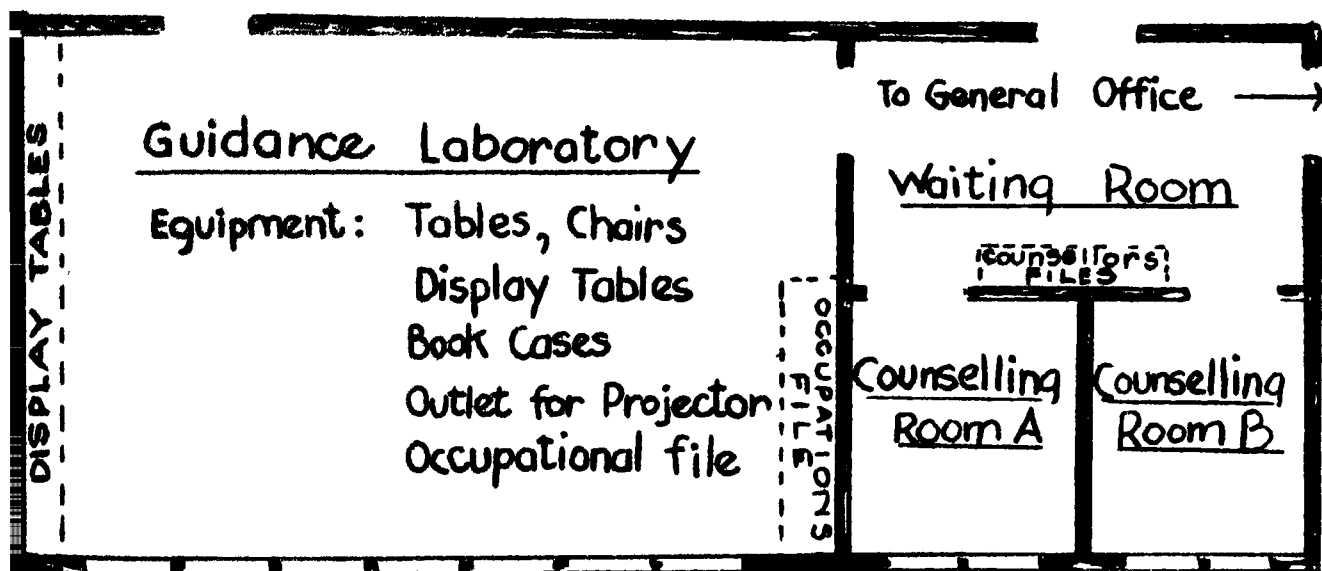


Figure II shows the plans in some detail. The "guidance laboratory" was intended to serve as a suitable location for group work. It was to be "a room that is suited to students' committee or group work and one that can be equipped with such books, pamphlets, charts and information files as they must use." (15) 150

To the provision of adequate funds and physical equipment, skilled counsellors, and a Guidance Services Committee to coordinate the personnel efforts of the school, there must be added wise and energetic leadership on the part of the principal, and a well-planned in-service training programme. But even with the presence of all of these factors, there yet remains one other requisite to success: a curriculum broad enough in its concept to meet the needs of proper guidance. Unless those in charge of the Guidance Services have within the curriculum possible educational solutions to the questions with which they and their students are faced, there is a real danger that the whole guidance programme too frequently will function in a situation that offers advice but no remedy, that identifies needs without the ability to provide the means of meeting them.

(15) Guidance Services: Give Us the Tools! in British Columbia Schools, Secondary Edition, Vol. 2 No. 2, the issue of December, 1947, P. 49.

Chapter X.

A Blueprint for Secondary Education, 1947-1949.

In review, it must now be apparent that from their inception organized guidance efforts in British Columbia have been closely associated with the problem of curriculum planning. The initial suggestions that the school should provide some form of guidance were a direct result of the curriculum studies made by Putnam and Weir during the course of their investigations in 1924-25. The new concept of curriculum urged by these investigators included among other innovations "the provision of assistance to pupils in selecting courses and in choosing careers". (1) In the view of Putnam and Weir, this was not only in itself a proper function of the secondary school, but it was as well a necessary adjunct to the "more elastic" curriculum which they advocated. The success of their entire plan, with its new complexities so foreign to the simple pattern of university entrance preparation of former days, could easily depend upon the wisdom with which students were placed in suitable courses.

Again, another great leader in curriculum planning, Dr. H. B. King, had linked inseparably the achievement of the objectives he sought to establish with some form of pupil guidance. He went further than Putnam and Weir, demanding an even

(1) See P. 8.

broader curriculum, one "varied enough genuinely to discover students' ability", but he too was emphatic in urging as a prerequisite to such a programme "a proper system of guidance and counselling".⁽²⁾ Dr. King's curriculum proposals added considerably to the complexity of the secondary school by abolishing the five distinct course patterns that characterized the curriculum of 1930; ⁽³⁾ his plan of a composite high school with one basic course - high school graduation - was more flexible, but it depended upon wise guidance to a much greater degree than its immediate predecessor.

The major curriculum reforms of the 1935-37 period were to no small degree a personal triumph for Dr. King. Many of his ideas were embodied in the revised Programmes of Studies for junior and senior high schools issued in 1936 and 1937. Not the least of these was the incorporation of a province-wide, compulsory guidance system. In it he was able to carry to fruition his expressed opinion that the provision of pupil guidance was quite as much a necessity for the proper functioning of the curriculum as it was a desirable service that should be rendered to young people by the modern school. And his belief in a fluid and constantly developing curriculum might well have lead him to add another purpose to be

(2) King, H. B., op cit, P. 143.

(3) See P. 23.

served by guidance, later advanced by Guidance Bulletin No.III, 153
namely: that those engaged in school guidance had a distinct
contribution to make in the actual planning of curricula
because of their intimate knowledge of pupil needs and their
unique ability to evaluate the success of the schools' present
programme through use of the follow-up technique. (4)

Dr. King's plans for a provincial system of group guidance were by no means an unqualified success. In part they were premature, for there can be little doubt that the main force of the teaching body was not yet prepared for a venture of this kind. Many leaders among the teachers were enthusiastic in their advocacy of such a scheme (5) and a large number of classroom teachers were undoubtedly prepared to accept it, but few of either group were trained to carry out a programme of the type incorporated in the curriculum. This was perhaps another example of the wide gulf that often separates the will "to do" and the skill "to do". Moreover, Dr. King's original plan was never carried out in its entirety. (6) But equally important in contributing to the final result, in the opinion of the writer, was the fact that emphasis was placed almost entirely on one phase of the Guidance Services without provision of a workable pattern for the establishment of the basic services - child study and counselling. During the years following 1944,

(4) The Guidance Services, op cit, P. 13.

(5) See P. 12.

(6) See P. 67.

the major attention given to these services together with the initiation of a vigorous training programme had created a system that gave promise of meeting the needs of the great majority of school districts in British Columbia.

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The question now remained: in what kind of a curriculum were the Guidance Services to function? Few curriculum changes and none of major proportions had been made since the introduction of the Programmes of Studies of 1936-37. A fairly constant activity in the revision of individual subjects had been maintained, (7) but nothing approaching a complete examination of the whole curriculum in the light of changing needs had been attempted. The general structure of the Programmes of Studies remained intact. The guiding principles too were the same, but it should be remembered that one of these was the concept of the changing as opposed to the static curriculum. And in this process there is need for a periodical assessment or evaluation of the total programme with a consequent redefinition of the curriculum, as well as constant attention to the more immediate content and arrangement of individual subjects.

The absence of any general revision of this type in the decade after 1937 can in part be explained by two events,

(7) One interesting departure was the introduction in 1939 of three courses, Biology, Chemistry, and Physics, which were to be offered as optional courses in Grade XII for students who had completed General Science in Grade XI. See: Sixty-eighth Annual Report of the Public Schools, op cit, P. 32.

both of which were important deterrants to undertakings of the kind involved in curriculum planning. The first was the outbreak of the Second World War which brought with it many diverse problems that demanded immediate attention and left little time for consideration of the schools' Programme of Studies. Somewhat after the manner of the "Great Depression" years of the early 1930's, a world catastrophe became a major factor in determining educational developments in British Columbia. The following quotation from the Annual Report for the 1943-44 school year is eloquent in its testimony of the problems that forced their attention upon educators of the Province:

"The schools during the past year have been operated under handicaps with which every one is familiar, but it can be said that their work has been carried on more successfully than might have been expected. In some places the concentration of population caused by military camps or industry has resulted in crowding which could be overcome only in part. The scarcity of teachers, however, has been the main handicap of the schools and, while most of the schools have been staffed more or less satisfactorily, the fact that the younger teachers have gone in large numbers to the war has affected the general efficiency of the schools." (8)

(8) Seventy-third Annual Report of the Public Schools, op cit, P. 32. Again, note the preceeding year's Annual Report: "The war has continued to draw heavily upon the teaching personnel of the Province.....Many of the replacements have turned out to be excellent teachers who have readily adjusted themselves to the British Columbia programme. Unfortunately this has not been universally the case and the rural schools have been the greatest sufferers. A particularly heavy task has been thrown upon the Inspectors who have had to give help to teachers from other parts of the world, and to teachers trained many years ago either in this Province or elsewhere, with respect to the meaning of our Programme of Studies." - Seventy-second Annual Report of the Public Schools, Victoria, B. C., King's Printer, 1944, P. 32.

origin. In November, 1944, Dr. Maxwell A. Cameron, of the Department of Education, University of British Columbia, was appointed as a special commissioner to investigate educational finance and administration in the Province. The result of his recommendations (9) was a complete redrafting of the basis of provincial grants to local school boards and the immediate consolidation of the Province's 649 school districts into 74 "administrative areas". The amended School Act came into force on April 1, 1946. (10) Of this event, the Annual Report for 1946-47 points out: "It would be untrue to say that no difficulties have been encountered." (11) One can well imagine the conservative nature of this statement. Nor should there be great surprise that the attention of the Department of Education was thereafter for some time chiefly directed to matters of administration.

Yet two events of major importance in the development of curriculum planning occurred during the same school year. One was the establishment of a formal Curriculum Division with Mr. H. L. Campbell, who had succeeded Dr. H. B. King as Chief Inspector of Schools, as its director. (12) The other

(9) Cameron, Maxwell A., op cit.

(10) Seventy-sixth Annual Report of the Public Schools, Victoria, B.C., King's Printer, 1948, P. 27. In addition to the 74 "administrative areas", there remained 16 "unattached" schools which operated outside of any one of the school areas. In all cases but one, these were small schools whose inaccessibility made it impossible to combine them with any other group of schools for administrative purposes. The University Hill School, located on endowment lands of the University of British Columbia, was the sixteenth "unattached" school. See Cameron, Maxwell A., op cit, Pages 88-89.

(11) *ibid*, P. 28.

(12) *ibid*, P. 30.

was the announcement that a general reorganization of the secondary school curriculum would be undertaken. The guiding principles underlying the proposal were explained as follows:

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"That the number of constants or required courses for university entrance be reduced, that the minimum university entrance requirements in certain subjects be made less, and that advanced elective courses be provided in the major subject fields in order that students might pursue their intellectual interest further in high schools than is now possible. The result of these proposals, when they are implemented, will be that the student may, if necessary, defer until Grade XI the decision to seek university entrance, and that university entrance may be secured with extensive options or electives in technical and commercial education." (13)

Before considering in more detail the curriculum revisions suggested, in large measure the contribution of Dr. King's successor, it might be wise to examine one aspect of the attempt to devise a secondary school programme that would serve a broader section of the youth. Table III gives unquestioned evidence of the increased pupil retention of high schools under a more diversified curriculum.

TABLE III

Pupil Retention in Schools (14)

Grade in Which Enrolled	Percentage of Students Beginning Grade I Who Remained in Schools.	
	1929	1942
VIII	71.6 p.c.	82.0 p.c.
IX	55.0 p.c.	70.0 p.c.
X	34.0 p.c.	59.6 p.c.
XI	21.0 p.c.	46.0 p.c.
XII	(15)	35.0 p.c.

(13) *ibid.*, p. 30.

(14) See: Seventy-third Annual Report of the Public Schools, *op cit.*, p. 34. The figures are taken from a study made by Dr. H.B. King.

(15) In 1929, Grade XII was Senior Matriculation.

One result of this increased enrolment in secondary schools was a major change in the character of the student body. Of this fact, Dr. King, in one of his final reports, states:

"While the high school student body contains few students of low ability, it has more of average ability. The high school is still probably too selective, for some of the 30 per cent. who do not reach Grade IX. and of the 40 per cent. who do not reach Grade X. are surely educable above the elementary level, but they are not likely to remain in high school unless they are presented with a programme adjusted to their capacities and interests." (16)

Of itself there is ample reason given here for a re-examination of the total curriculum. A further and somewhat different need was advanced in 1948 by Mr. Campbell:

"The secondary school of to-day is no longer a selective institution, and its curriculum must meet the needs of students of widely varying abilities. This is socially desirable, but provision must be made that the ablest students are challenged in their capacity." (17)

That the secondary school should cease to be a "selective" institution had been a fundamental objective of Putnam and Weir, and to no less a degree of Dr. King, who in 1944 suggested that the basis of secondary education should once again be broadened. The above statement of Mr. Campbell recognizes this principle, but at the same time it re-directs attention to that group of students who at one time had been

(16) Seventy-third Annual Report of the Public Schools, op cit, P. 37.

(17) Seventy-seventh Annual Report of the Public Schools, op cit, P. 28.

The opinion had frequently been voiced by educators in this Province that with the ever-widening of curriculum offerings to meet the requirements of a progressively more diverse student body, the needs of students of considerably better than average ability had been overlooked. (18) The extent to which the modern secondary school has failed to offer sufficient challenge to these students is, of course, a matter of opinion. But some concern in the matter had been expressed in British Columbia, and by 1948 the fact was apparent that those responsible for curriculum planning gave it some credence.

However, the remedy proposed was not a multiplication of the already extensive requirements for university entrance, to which so many of these students aspired. The fault - and this is peculiarly a "guidance" point of view - lay in a failure to challenge the particular interest of the very able students, and to insist upon a mastery of some line of study. To lengthen the list of requirements for those proceeding to a university career would simply be to demand the study of a greater number of subjects, or of the same subjects more extensively, in many of which students had little interest and for which they would have no express use in the future, for the sole purpose of selecting young people

(18) Dr. King refers to such opinions in the report quoted above. See Seventy-third Annual Report of the Public Schools, op cit, Pages 37 - 38.

of ability and industry. (19) With the techniques of child study now available to educators, such a programme should not be necessary in order to determine either the pupil's ability or his willingness to work to the limit of his capacity. 160

The present requirements for university entrance were already so prescriptive in nature and so demanding in the time required to fulfil them that they imposed upon students a rigid programme strangely at variance with the concept of a curriculum flexible enough to meet the different interests and needs of individual pupils. In fact, as is indicated in the following quotation, the opinion was expressed that herein lay one of the chief causes of the apparent failure of the secondary schools to offer a sufficient challenge to their students of highest academic ability:

"Too few of our ablest students come to develop in high school strong preferences for fields of study. The present curriculum for University Entrance consists so largely of constants that there is little opportunity to pursue advanced elective courses in fields of developing interests." (20)

The plan suggested, in line with the preliminary announcement made in 1947, was a lessening of the compulsory features of the university entrance programme, thus permitting a greater number of elective courses; but at the same time,

(19) Note a similar opinion expressed by Putnam and Weir with respect to the whole secondary school programme before 1925. See P. 25, footnote (17).

(20) Seventy-seventh Annual Report of the Public Schools, op cit, P. 28.

"four years of continuous study" (21) were to be required in 161 subjects that would form a basis for the major work of the student at university. To an extent not contemplated before, the curriculum now proposed would extend the principle of elective courses to students in the university entrance group.

The introduction of any such plan would naturally depend upon the willingness of the University of British Columbia to amend its entrance requirements. (22) But in any case this was a question that could not very well be circumvented; it was equally a factor in resolving some of the other curriculum problems raised at this time. One of these was the fact that students were required to decide whether or not to pursue the university entrance programme at too early an age. The opinion was expressed that "such election should be possible, if necessary, as late as entry into Grade XII", (23) a possibility that was out of the question under existing regulations. Again, a similar problem existed for the many capable students who because of their

(21) In Grades IX, X, XI, and XII. See *ibid*, P. 28.

(22) The suggested arrangement would also make it necessary for the University to provide parallel introductory courses in many subjects, one to be taken by students who had completed the full four-year programme offered at high school, and one for those who had met only the basic or minimum requirements in the subject.

(23) Seventy-seventh Annual Report of the Public Schools, op cit, P. 28.

interest "elected in Grades IX and X a considerable number of 162
courses in Industrial Arts, Home Economics and Commercial Educa-
tion (and) are thus barred from securing University Entrance". (24)
Nor would it be possible, in practice at least, to offer
optional courses for university entrance students in such
fields as forestry, agriculture and mineralogy - all of which
are important in the economy of this Province - without some
modification of the university entrance regulations then in
force.

If on the one hand the adjustment of the secondary
school curriculum concerned itself with achieving greater
flexibility in the university entrance programme, to no less
a degree it extended the same principle to other areas of the
Programme of Studies. Many new optional courses were proposed.
But basically the problem of providing for individual differ-
ences would never be completely solved merely by the multiplica-
tion of possible elective studies. There still remained the
"irreducible minimum" of Putnam and Weir. Admitting the
accuracy of their reasoning, that all students regardless of
their varying interests must have training in a basic core of
subjects, it is nevertheless a fallacy to assume that all
students are capable of studying these subjects with the same
degree of understanding and appreciation. The English or

(24) *ibid*, p. 28.

social studies course that would offer sufficient challenge 163
to one student would invite certain failure to another. Of
this there can surely be no doubt. Yet neither the curric-
ulum revisions of 1925-30 or 1935-37 had faced this problem.
The recognition of the principle of individual differences,
which is after all a basic cause of the long series of attempts
to achieve a more flexible curriculum, could never be complete
until differentiated courses were provided within the group of
constant subjects. By envisaging such a programme and estab-
lishing a pattern by which it might be incorporated in the
curriculum, the adjustment suggested by Mr. Campbell, if car-
ried through in its entirety, offered a solution to a prob-
lem that had been quite as vexing as the question of university
entrance regulations and one which in all probability affects
a greater number of students.

Thus the way has been opened for the extension of
courses suited to the needs of pupils of varying interest
and ability to the two groups for whom it has heretofore been
most difficult to provide them: those students who are of
the highest academic ability, and those who, at the other
extreme, had been required to complete successfully each year
the identical courses in the constant subjects as their more
gifted brethren.

Some indication of the extent of the change contemplated

is given by the tentative programme already adopted by the Central Curriculum Committee and approved by the Minister of Education. It proposes no major alteration in the curriculum presently followed in Grades VII and VIII. Thereafter, there are to be certain basic changes. The constant subjects (25) remain unaltered, except that provision is made ultimately for the offering of differentiated courses in these subjects. That is, for example, not all groups in the school under this arrangement would study the same course content in Grade IX English or social studies, though all would be required to devote five periods a week to each of these subjects and to complete successfully the particular course being studied.

Within the programme required for university entrance, major changes are proposed. The number of years the student is required to study mathematics, science and a language other than English is reduced in each case by one year. (26) This modification will permit the selection of additional elective courses, and at the same time allow students with ability who

(25) That is, four years of English, three of social studies, and four of guidance, physical education and health, in Grades IX - XII. A fused course incorporating the weekly guidance period, health, mental hygiene, and home and family living is also proposed. This expanded and co-ordinated programme, which will require three periods weekly, will eliminate the objections to the single weekly period as an effective instructional method. Guidance and health are at present each taught once a week, usually by different teachers.

(26) That is, mathematics was to be required for three years; science and the language for two years.

had not studied science or a language in Grades IX and X to complete in Grades XI and XII the two years' study required in these subjects for university entrance. Thus the avowed objective of postponing the final choice of meeting university entrance requirements to "as late as the entry into Grade XI" would be achieved if the student had completed before that grade at least one of the three years' study of mathematics demanded by the regulations.

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Paralleling this reduction in the length of course requirements in mathematics, science and a language other than English there is the introduction of the stipulation that students seeking university entrance shall complete a four-year programme in some "major" field, such as social studies, mathematics, languages, commerce or home economics. To encourage interest and scholarship, advanced courses in these and other subjects will be offered as electives. (27) In this way, students, each according to his particular interest and ability, will pursue additional and more specialized courses in the third and fourth years of high school, and thus enter university after having successfully completed "four years of continuous study" in at least one major field.

(27) Advanced courses are proposed in history and geography; mathematics; physics, chemistry and biology; languages; commerce; home economics; and industrial arts.

important changes: first, a major extension of the principle of elective courses, even within the university entrance group of subjects; second, the introduction in time of differentiated courses within the "constants", with subject matter selected to suit pupils of varying abilities; and third, the establishment of the additional requirement that students proceeding to university shall pursue at least one major field of study throughout the four years of secondary school above Grade VIII.

The task of initiating this programme will be a difficult one. But with the obtaining in 1949 of formal consent from the Senate of the University of British Columbia to the necessary modification of the university entrance requirements, the way is now open for a beginning to be made. The challenge has therefore been placed directly before the teaching profession of British Columbia, under the leadership of the Department of Education, to establish the new pattern.

As the "blueprint" now becomes a possible reality, it is well to consider the situation that will have to be met by those in charge of the Guidance Services in British Columbia. More closely than any other curriculum yet devised in this Province, the new programme is synonymous with the most basic assumptions of the guidance philosophy. Never before has a plan been devised for the schools of British Columbia that so

fully recognizes the principle of individual differences. But 167
by that very token, no curriculum yet formulated has in operation depended more completely upon the provision of some means of studying the educational needs of individual children and with it the establishment of a sound programme of individual counselling.

Under the new curriculum, young people and their teachers will be faced with a multiplicity of decisions in educational matters that could hardly have been foreseen by their predecessors in the era before 1925. Never before has the simple concern expressed by Putnam and Weir - "That no boy or girl shall set out to pursue a course of study for which he or she has no natural talent or no expectation of completing" (28) - presented so complex a problem. On the other hand, no curriculum yet developed in this Province has, under wise guidance, offered greater resources to meet the differing needs of these boys and girls.

By a fortuitous circumstance, the Guidance Services are to-day more able to cope with this new challenge. Improved student records, better informational services, a vigorous in-service training programme, and a workable financial basis for the support of counselling services in the schools have all played a vital part in building a system of Guidance Services

(28) Putnam, J. H. and G. M. Weir, op cit, P. 113.

that will, in no small measure, contribute to the success or failure of the new experiment.

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The fact that the efficient functioning of the Guidance Services will be an important determining influence in the operation of the programme now to be attempted emphasizes once again the alliance that must exist between curriculum planning and these Services. In the final analysis, this interdependence of the two, together with the provision of a curriculum the breadth and flexibility of which goes far beyond anything suggested by Putnam and Weir, can only be regarded as the logical culmination of events set in motion by the studies of these early investigators, and extended with vigour and determination a decade later by Dr. H. B. King.

CONCLUSION

In 1924, the Province of British Columbia began a thorough evaluation of the educational system then in operation. As a consequence, it embarked upon a new and challenging venture.

During the more than twenty years that have since elapsed, through successive stages of development, those in charge of curriculum planning have sought to establish a programme of studies that would more suitably meet the purposes which they believed to be paramount in education. To do so meant the abandonment of a philosophy of education that had long been dominant, and the acceptance of another and, so far as British Columbia was concerned, hitherto untried one. Through the many by-paths of experiments tried, there emerge three basic concepts which in truth form the foundation upon which they sought to build.

In the first place, these educators accepted the principle that children differ materially in the needs that education must serve. They believed, moreover, that schools should assume a responsibility for the whole child, for his total, all-round development - social, emotional and physical - as well as his intellectual growth. And finally, they believed that all schools, secondary as well as elementary, should serve all youth.

and assumed a greater responsibility for each child, but they set a pattern that inevitably led to a larger and more divergent student body, especially in secondary schools. In other words, they acted upon a philosophy that embraced the guidance viewpoint and thereby created a system, of secondary schools at least, that cannot function with any degree of satisfaction unless Guidance Services in some form are provided.

Furthermore, whether from the viewpoint of belief in individual differences or from that of the acceptance of responsibility for the total development of the pupil, the basic unit in their educational programme is the individual child. The Guidance Services then must not only be present, but they perforce should parallel in approach the philosophy that makes them necessary. That is to say, they too must centre around the individual child. Their core must be a system of individual counselling, from which other and allied services spring.

Lastly, in such a philosophy of education there can be no assumption of finality in matters of curriculum. The Programme of Studies must offer a curriculum capable of adaptation and growth, one requiring constant experimentation and revision. With it, curriculum planning becomes a major and ever-present factor. Here, again, the Guidance Services render their second great contribution, for from them with their knowledge of

individual pupil needs should come the specifications upon which 171
those planning curricula will build.

Thus, as experience has shown in British Columbia, an inevitable connection exists between curriculum planning and the Guidance Services. The efficient functioning of each depends in no small degree upon the other, and the well-being of the whole school system is bound up with the intelligent and understanding administration of both.

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Bulletin No. II is devoted exclusively to two problems: the use of vocational guidance techniques in the weekly class-period assigned to "guidance" and the establishment of a systematic method of filing all occupational information materials. The first listing of guidance materials available is given and a filing arrangement (later developed in Guidance Bulletin VII) is outlined.

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Programmes of Studies for the elementary, junior high and senior high schools are issued from time-to-time embodying in each edition any changes that have been made in the arrangement and content of particular subjects. Minor revisions of this type usually are first published in the form of "Supplements", dealing with the subject or subjects concerned, pending issuance of a new edition of the general Programme. A complete revision of the curriculum, such as was undertaken in 1935-37, naturally gives rise to the publication of an entirely new edition of the Programme of Studies. The edition listed above and those which follow later in alphabetical order are of particular importance in the study of curriculum development in the secondary schools of British Columbia.

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Issued shortly after the establishment of a provincial guidance office, Bulletin No. I outlines in brief the functions of the principal and staff in the operation of a guidance programme. Reference books on file in the guidance section of the Teachers' Professional Library are given. The place of counselling, guidance records, occupational information, placement and follow-up are treated in a very cursory fashion.

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The original guidance syllabus gave no indication of how an occupational information programme was to be operated. This supplement attempts to fill this need by suggesting a systematic plan of study in each grade of the secondary school. It states briefly the general purpose of the plan and its relation to other phases of the Guidance Services.

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The Programme of 1936 contains the results of the major changes produced by the curriculum revision committees appointed in 1935. The philosophy of the "new" programme is dealt with at length. This volume also contains the original guidance syllabus.

Programme of Studies for the Senior High Schools of British Columbia, Victoria, B. C., King's Printer, 1937, 520 pages.

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Drs. Putnam and Weir were appointed as an investigating commission by the Government of British Columbia in 1924. Their Report is a complete analysis of the school system at that time. Administration, finance, curriculum, and teacher-training are covered. Some historical background is given. Their detailed suggestions represent the first authoritative proposals for a revision of the curriculum that would abandon the theory of formal discipline.

The Guidance Services, Guidance Bulletin No. III, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1945, 26 pages.

No single document states so completely the philosophy and techniques of guidance advocated by the provincial office following its inception. The idea is expressed that guidance is in reality a group of services for the assistance of the individual child, with counselling occupying the focal point from which spring the other services associated with the student personnel programme.

The Occupational Information File, Guidance Bulletin No. VII, Victoria, B. C., Division of Educational and Vocational Guidance, Department of Education, 1946, 35 pages.

Bulletin No. VII presents in detail the plan of the occupational information filing system now used in the secondary schools of British Columbia. Blueprint plans for the construction of a filing cabinet are also shown. A listing of free and inexpensive (\$1.00 or less) occupational informational materials available at that time is given. Following the publication of Bulletin No. VII, the regular distribution of "Lists of Available Materials" was begun. The arrangement of these lists parallels that used in the Bulletin.

AN ABSTRACT

of the thesis:

Curriculum Planning and Guidance Services in British Columbia.

By: Harold Percival Johns

This thesis traces the development of various curriculum reforms in British Columbia and stresses the inadequacy of the differentiated and expanding course of study thus formulated without provision of adequate guidance services.

Three periods of major curriculum change are dealt with, each marking a progressively less academic and subject-matter centred Programme of Studies.

The movement away from an exclusively college-preparatory type of secondary education with its emphasis on formal discipline is ascribed to the findings of the Putnam-Weir Investigating Commission of 1924-25. Stemming from the suggestions of this Commission, five significant modifications of the curriculum are noted:

1. Abandonment of formal written examinations to determine promotion and in particular their use as the basis of entry to high school.
2. Formation of "middle" or junior high schools to include Grades VII - IX and the provision of a curriculum for these schools permitting a wide choice of exploratory courses.
3. Establishment of a more elastic curriculum for senior high schools, requiring a basic core of subjects (English, Social Studies, Health and Physical Education) to be taken by all students, but beyond this offering a choice of five distinct programmes: Matriculation, Normal Entrance, Commercial, Technical, and General.
4. Emphasis on activities and projects in place of text-books and the lecture method of classroom instruction.
5. The addition of one year, Grade XII, to the public school system.

In this period, numerous references to the need of assisting pupils in selecting courses and choosing careers are noted. In practice, little advance of this type was made. An "Occupations Course" was drawn up, but due to an absence of instructional material did not become operative. The most significant groundwork laid at this time for the pupil personnel services of to-day was the provision in 1931 of a compulsory system of Progress Record Cards for all pupils in the Province's schools.

The era of reform beginning in 1925 terminated early in the 1930's as a result of mounting difficulties attributable to the world economic depression. The thesis notes, however, that the growing secondary school population evidenced during this period brought with it an increasing proportion of students seeking non-academic training of a wide variety. This state of affairs augured further broadening of the curriculum and an even more-evident need of some form of guidance service for the assistance of pupils. The expanded secondary school enrollment estimated at 22.38 p.c. of the school population in 1935, as compared with 10.81 p.c. in 1925, is attributed to three factors: the tendency of pupils to remain longer in school, partly as a result of the scarcity of employment; the raising of the age of free education from fifteen to eighteen years; and the transfer of Grades VII and VIII of the junior high schools to the secondary school system together with the addition of Grade XII to the senior high schools.

The second period of major curriculum development dealt

with begins in 1935. This era differed from its predecessor in being an organized and simultaneous revision of the whole school curriculum, elementary and secondary. Three assumptions of these reforms are noted:

1. They were frankly based on the premise that the purpose of education is all-round development - social, moral, physical, as well as intellectual:- therefore, education concerns the whole child and its central aim is his personal development.
2. Education is an individual matter because the needs of individuals are different; it must concern itself with individual children.
3. Growth and understanding are achieved by experience: the purpose of the school is to select and to direct these experiences so that they will be of the greatest good to the individual student.

These assumptions are regarded as a logical extension of the general approach urged as early as 1925 by Putnam and Weir. The possible achievement of these objectives without the provision of an adequate guidance service is considered, and it is argued that some plan by which the needs, interests, potentialities and limitations of individual students could be determined was a prime requisite to the success of the educational programme adopted.

The curriculum evolved attempted in a limited manner to meet this need. A province-wide system of group guidance was inaugurated. The inadequacy of the "group" method in a curriculum in all other matters based on an individual approach is noted. The thesis describes the gradual breakdown of this plan and assigns four causes for its evident failure:

1. Unfamiliarity of the teaching profession with its techniques.
2. Lack of leadership, both provincially and locally.
3. Inadequate instructional material.
4. Weaknesses inherent in the "group" guidance system itself.

Details of the curriculum for secondary schools developed at this time are given. It is noted that the five distinct courses of the earlier plans were superseded by one course, "High School Graduation". The core of "constant" subjects was retained, but beyond this the compartmentalization set up by the five courses was replaced by a free choice of elective courses. However, the limiting nature of university entrance requirements on this freedom of choice remained as an unsolved problem in the attempt to provide for individual differences and interests of future college students. For other pupils the wider choice possible increased the complexity of course selection. At the same time, it led to the establishment of larger secondary schools which alone could furnish the breadth of selection demanded. This in turn created the anomaly of a curriculum designed to serve individual pupil needs developing schools of such size that loss of pupil individuality was an almost inevitable result. The one available antidote, it is urged, was the establishment of a vigorous system of individual pupil guidance or counselling.

Emphasis in this direction came after 1944 with the setting up of a Provincial Division of Guidance. Difficulties met in establishing a system of counselling are considered. The two major problems are given as lack of trained personnel and the fact that the financial burden of counselling fell solely on local school boards. The institution in 1947 of special grants for approved full or half-time counsellors is recounted and the steps by which this act gave rise to a complete system of counsellor-training are described.

The activities of the Provincial Division of Guidance are discussed and the plans provided for setting up counselling schemes in schools are dealt with at some length. The thesis concludes that by 1949 the Province had at least begun to lay the groundwork for the development of an effective counselling programme.

One remaining question was the nature of the curriculum in which these plans were to operate. The answer is projected in what is described as "a blueprint for secondary education". This is accepted as the third phase of major curriculum development, beginning with the announcement in 1947 that a general readjustment of secondary school education would be undertaken. The "blueprint" or proposed amendment will, if carried out in its entirety, extend the principle of providing for individual differences to the two groups of students for whom it had heretofore been well-nigh impossible to make such an adjustment. The reduction of the number of prescriptive course requirements for university entrance will allow a greater choice among purely elective subjects and at the same time a selection of areas or major fields of study to be continued over a four year period. At the other extreme, the plan to provide differentiated courses within the "constants" required of all students will permit the adaptation of courses within this group to meet more adequately the needs of the less able students who had formerly been required to complete successfully the same programme as their more gifted associates.

The greatly increased complexity of the proposed

curriculum is acknowledged, but with it is recognized the fine challenge that is offered to those engaged in student personnel work. The thesis concludes that in their efficient functioning the "new" curriculum and the guidance services depend mutually upon one another, and that the well-being of the whole school system is bound up with the intelligent and understanding administration of both.