"A STUDY

of the

DEVELOPMENT of GUIDANCE

in

NEW SOUTH WALES STATE SCHOOLS."

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in partial fulfilment of the requirements
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I In Interviews

Mr. D. J. A. Verco, Director, Teacher Training N.S.W. Education Department

Mr. M. E. Thomas, Chief, Division of Guidance and Adjustment, N.S.W. Education Department

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Miss B. Wright, 22nd Nov., 1962.

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7. The Fisher Library, Sydney University
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3. Mr. D. E. Rose - for access to file concerning details of new plan for Vocational Guidance in the schools.

P R E F A C E

It is claimed in this thesis that guidance — as a process serving the system, and as an integrating principle, continuously influencing the aims and objectives of education and their implementation in policy and school practices — is an essential part of an educational system.

This study is an attempt to show how and to what extent guidance has become vitally involved in the educational system and the schools under the control of the New South Wales Education Department.

The criteria accepted for judging the effectiveness of guidance in such a setting are based on reading, discussion and experience as;-

(i) a teacher in Secondary Schools in New South Wales (Country and Metropolitan High Schools, Boys', Girls' and Co-educational) 1940-44 and 1954-present;
(ii) a trainee School-Counsellor (January to June 1962);
(iii) a Careers Adviser at Goulburn High School and Secretary of Goulburn Youth Welfare Advisory Committee (1954-1957) and Careers Adviser at Parkes High School (1941-2);
(iv) an assistant in the Research Office (1943);
(v) a pupil at Sydney Girls' High School (1930-34);
(vi) a student at Sydney University under Professor H. Tasman Lovell and Dr. A.H. Martin (1936-8);
(vii) a teacher whose duty in 1964 will include the presen-
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(viii) a lecturer in English and Education at Balmain Teachers' College (1960-1).

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# Chapter 1

**Guidance, A Necessary Part of Education**

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Guidance, a Function of the Educator.</td>
<td>1</td>
</tr>
<tr>
<td>2. The school and society.</td>
<td>2</td>
</tr>
<tr>
<td>3. Guidance, vital in all Education.</td>
<td>3</td>
</tr>
<tr>
<td>4. Guidance, a Process and a Principle.</td>
<td>4</td>
</tr>
<tr>
<td>5. Culture and Education.</td>
<td>5</td>
</tr>
<tr>
<td>6. Teachers, Culture and Guidance.</td>
<td>7</td>
</tr>
<tr>
<td>7. A Brief Survey of Guidance-Oriented Facets in Former Theories of Education.</td>
<td>8</td>
</tr>
<tr>
<td>8. The New Education – The Individual and Society.</td>
<td>11</td>
</tr>
<tr>
<td>9. The School and Its Function Today.</td>
<td>14</td>
</tr>
<tr>
<td>10. Factors Making Guidance (more and of a special kind) Necessary</td>
<td>15</td>
</tr>
<tr>
<td>11. Developments Making such Guidance Possible.</td>
<td>19</td>
</tr>
<tr>
<td>12. Guidance – Its Modern Connotation Discussed.</td>
<td>20</td>
</tr>
<tr>
<td>13. Guidance as a Process.</td>
<td>22</td>
</tr>
<tr>
<td>15. Individuality or Social Conformity.</td>
<td>29</td>
</tr>
<tr>
<td>16. The Developmental Concept and Guidance.</td>
<td>29</td>
</tr>
<tr>
<td>17. Guidance as an Integrating Principle in Education.</td>
<td>32</td>
</tr>
<tr>
<td>18. Summary – Assumptions Underlying this Viewpoint of Guidance.</td>
<td>36</td>
</tr>
</tbody>
</table>

# Chapter 2

**Guidance Developments Overseas**

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Widespread Recognition of Need for Organized Guidance in Modern World.</td>
<td>41</td>
</tr>
<tr>
<td>2. Society, the School and Vocational Guidance.</td>
<td>42</td>
</tr>
<tr>
<td>3. A General Contrast – England and America.</td>
<td>43</td>
</tr>
<tr>
<td>(a) England</td>
<td>47</td>
</tr>
<tr>
<td>(b) America</td>
<td></td>
</tr>
<tr>
<td>4. Official Guidance – How it has Usually Commenced</td>
<td>57</td>
</tr>
</tbody>
</table>
Chapter 2 continued

4. (a) England

A Summing Up - In England guidance is not integrated into all Education, and, in fact, is largely a matter of classification.

(b) America

A Summing Up - So has Guidance in America become integrated, not only with Education, but with National Planning.

(c) Scotland

A Summing Up - Although Psychologists do not belong to the staffs of the Scottish Schools, their services are integrated with the School Programme.

Chapter 3

Towards a Guidance System

1. Social and Educational Setting in New South Wales

2. Education not Keeping Pace with Society's Needs

3. The Need for Reform in Education

4. The Vocational Trend in New South Wales Secondary Education

5. Growing Prestige of High Schools

6. Re-organization of Superior Public Schools - Vocational Trends Develop

7. Education in the Years of World War I
   (a) Many children have no Secondary Education
   (b) Unpopularity of Superior Public Schools
   (c) Co-ordination of Education in New South Wales (1916)

8. Psychology, Vocational Guidance and the School (1916) - Bernard Muscio

9. Psychological Laboratory at Sydney University - First Positive Step Towards Expert Guidance (1918)

10. Theoretical Approach to Vocational Guidance (Bernard Muscio, 1916, 1920)

11. Educational Guidance Foreshadowed

12. Training of Secondary Teachers Improved

Chapter 4

Official Acceptance of Guidance in the Educational System

1. Early Developments in Vocational Guidance
   (a) Within the School System - Vocational Guidance Bureau
      (i) Dissemination of Occupational Information
      (ii) Psychological Assistant Appointed - Psychological Testing Begins
   (b) Outside the School System - The Australian Institute of Industrial Psychology Founded, 1927
      (i) Strategic Importance of Its Founder - A.H. Martin - in Vocational Guidance
      (ii) Significance and purpose of Founding of Institute of Industrial Psychology

2. Secondary School Problems Highlight Need for Guidance and Curriculum Revision

3. The Depression - Unemployment and the Schools
   (a) Vocational Guidance Bureau plays its part
   (b) The Problem of the Cost of High School Education
Chapter 4 continued

4. The Need for Curriculum Revision and Educational Guidance

5. The Effect of Depression Years on Vocational Guidance
   (a) Vocational Guidance Bureau Transferred to Department of Labour and Industry (1932)
   (b) The Work of the Australian Institute of Industrial Psychology develops
   (d) Development and Reconstruction of the Vocational Guidance Bureau

6. Further Problems in the Secondary Schools
   (a) Widespread Criticism of Secondary Schools - Demands for Reforms
   (b) Committee of Inquiry Appointed (1933)
   (c) Advisory Council of Education Recommended

7. Psychology Applied to Selection in the School System in New South Wales (O - 'C' Classes)

8. First Official Educational Guidance in a School Setting

9. H.S. Wyndham - Key Figure
   (a) American Study
   (b) Lecturer in Education - Sydney Teachers' College
   (c) Appointed as First Research Officer of the Department of Public Instruction (1935)

10. Educational Guidance Officially Recognised as Function of Educational System

Chapter 5

A New Era for Education in New South Wales and the Theory Involved

1. The Year 1935 brought Research and Guidance to Education

2. Theoretical Bases of Wyndham's Policy
   (a) As stated in 1935
   (b) Vocationally Biassed Curricula - Purpose determining Guidance Planning
   (c) Counsellors: Curriculum and Guidance
Chapter 5 continued

(d) Wyndham's Definition of Guidance 198
(e) The Counsellors - the Key to a successful Guidance System 200
(f) Guidance - a Process in a System, and a Principle to Reform the System 201

3. The Guidance System in Practice 202

(a) The Counsellor - The Key from the Beginning
(b) Appointment of First School Counsellors
(c) Goodwill of School Staff Important
(d) Introduction of Psychological Testing and Cumulative Record Cards 204

4. Research and Secondary School Placement 205

5. Two Types of Counsellor - District and Resident 208

6. Goodwill of School Staffs towards Guidance Services 209

7. Guidance for Adjustment 209

(a) Education of A-Typical Children - An Aspect of Guidance 211
(b) Counselling leads to First Child Guidance Clinic

Summary 213

Chapter 6

Guidance System Extends 1936 - 1946 215

1. The Problems of the Post-Depression Years
(a) Unemployment Problems Created by Depression Years of the Early 1930's 216
(b) A Report on Unemployed Young Men (1938)
(c) An Earlier Report on Vocational Guidance (1935)
   (i) Employers' Views on Improving Vocational Guidance
   (ii) The School and Vocational Guidance
   (iii) Recommendations Submitted 218

2. Developments Related to Vocational Guidance 223
(a) Trends in Occupations Entered by School Leavers 224
(b) Vocational Guidance and Welfare Officer for Technical College (1936) 225
(c) Vocational Guidance Bureau is Reconstituted (1936) 226
Chapter 6 continued

(i) Tests Standardized by Australian Institute of Industrial Psychology Introduced

(ii) The Interview

(iii) Presentation of Results

3. Changes in the Schools

(a) Increase in Secondary Schools' Population

(b) Reduction in Number of Secondary Schools

(c) Board of Secondary School Studies Replaces Board of Examiners

(d) Functions of the New Board

4. Developments in Research Office Activities

(a) High Professional Standards Set for Counsellors

(b) Extension of the Counselling System Commences

(c) Extension of Co-Operation with Other Social Agencies

(d) System of Cumulative Record Cards in all Metropolitan Schools

(e) Educational Research

(f) Research Influences Selection Methods for Secondary School Placement

(g) First Educational Clinic Established in 1940

5. Factors Leading to the Introduction of the System of Careers Advisers (1941)

(a) The Youth Welfare Act and the Raising of the School Leaving Age

(b) Growth in Secondary Age Pupils

(c) Curriculum and Syllabus Modifications to meet Needs

(d) Lack of Finance for Wide Extension of Counselling System

6. Introduction of Careers Advising System (1941)

Functions and Purposes Explained to Principals

Vocational Guidance Through Careers Advisers

Duties and Functions of School Counsellors at this Period

7. Amendments in Leaving and Intermediate Certificate Examination (1941-4)

8. Developments in Guidance in the Armed Forces - to Influence Post-War Guidance in New South Wales

9. Second World War and Vocational Guidance Bureau Activities and Changes

10. World War II Ends - New South Wales Guidance Benefits by Experiences in Guidance and Education in the Armed Forces
Chapter 6 continued

11. A. H. Martin Retires 253
12. Establishing the Commonwealth Office of Education (1945) - Its Functions 253
13. Youth Welfare Advisory Committees 254
14. Education for A-Typical Children 255
   (a) Special Classes for Mentally Handicapped Children
   (b) Recognition of Special Educational Needs of Opportunity 7th classes foreshadows Post-War Developments in Special Education
   (c) Opportunity "C" Classes for Gifted Children 258
   (d) Opportunities Open to Talent 259
15. An Assessment of the General Position 259
16. New Method of Selection for High Schools 260
17. Introduction of a Training Course for School Counsellors (1946) 265
18. 'The Stage is Set' for Guidance Expansion 266
Summary 266

Chapter 7

Post-War Development in Guidance

1. Introductory - Problems and Developments involving Guidance as an Integrating Principle and as a Process in Education 269
2. Decentralization of Education and Guidance Organizations 272
3. Developments in Technical Education 275
4. Commonwealth Scholarships Scheme and Tertiary Education 279
5. The Educational System and the Curriculum of the Secondary School 283
   (a) Need for reform in Curriculum recognized 283
   (b) Teachers' Federation's Policy on Secondary Education (1945) 285
   (c) Role of Professor C.R. McRae, Principal of Sydney Teachers' College 286
   (d) Recommendations by Board of Secondary School Studies Core Curriculum and Extension of Secondary Course to six year
Chapter 7 continued

(e) Intermediate Certificate Examination becomes wholly Internal 288
(f) Departmental Policy concerning age Limits at Entry to Secondary Schools 289
(g) First Step in Curriculum Revision - The Modified Curriculum (1950) 291
(h) Revision of General Activities Syllabus (1952) 292
   (i) Aims and Characteristics 294
   (ii) An Alternative Course Intermediate Certificate 294
   (iii) Enmore Activity School ceases to exist as Alternative Course now Supplies this need 295

(j) Coming to Terms with the new Secondary population - a Survey Committee appointed (1953) 296
(k) A new Concept of Secondary Education Emerges 296
(l) Survey Extends from 1954-9 298
(m) Basic ideas and recommendations of Wyndham Report (1957) 298
(n) An Assessment of the New Secondary Curriculum 301

6. General Developments in Vocational Guidance in N.S.W. 304

(a) Australian Institute of Industrial Psychology 306
(b) Vocational Guidance Bureau 306
(c) Co-operation between Vocational Guidance Bureau and Department of Public Instruction develops 307
(d) Sources of Vocational Guidance Bureau's Cases 308
(e) Vocational Guidance Bureau Officers give Vocational Guidance in Schools (1950) 308
(f) Public Service Board Decision changes policy on Vocational Guidance in Secondary Schools (1961) 309
   (i) Fundamental differences in viewpoint of Vocational Guidance Bureau and Education Department 310
   (ii) Decision accepts Vocational Guidance Bureau's Viewpoint 313
   (iii) Recommendations of the Committee 314
(g) Vocational Guidance Bureau expands 316
Chapter 7 continued

7. Developments of Guidance Services of the Department of Education

(a) Organizational Developments
(b) Guiding A-Typical Children by Classification into Special Classes
(c) Trends which Foreshadowed Post-War Emphases on Special Education
(d) Expansion of Special Education
(f) Research involved in Policy Making
(g) Training for Careers Advisers
(h) Developments in Educational Clinics
(i) Guidance - Educational, Vocational, Emotional and Social offered by 1960
(j) Group Guidance - Vocational and General
(k) Organization of Research, Guidance and Adjustment in Head Office of Department of Public Instruction

Summary

Conclusions

344

Chapter 8

Theoretical Bases of Post-War Developments in Guidance in New South Wales State Schools

1. Introduction and Setting

2. D.J.A. Verco Emphasised Adjustment, Development of Each Pupil's Potential and the School's Strategic Position for Vocational Guidance (1945)

3. H.S. Wyndham Emphasized the Counsellor as a Person, the Link Between Guidance and Curriculum Reform, the Continuous Nature of Guidance and the Need for Co-operation with Community Agencies (1948)

4. M.E. Thomas Emphasises the Counsellor as the Key to Guidance and Reform; Non-Directive Counselling; and "Screens" of Guidance (Preventive and Therapeutic) involving school staffs and Community Agencies, as well as Expert Counsellors. Guidance should be Continuous, Aiming at Guidance-Permeated Schools

344

348
Chapter 8 continued

(a) General Point of View
(b) Thomas Discusses the Implications of his Theory of Guidance (for Counsellors)
(c) Thomas, Discusses the Implications of His Theory of Guidance (for the Education and Guidance System)
(d) Statement by Thomas to Committee convened by the N.S.W. Public Service Board concerning the Theoretical Viewpoint of the Division of Guidance and Adjustment on Vocational Guidance in the Schools (1960)

5. H.E. Doughton emphasised a modern dynamic view of guidance as a Continuous Learning Process, and as an integral part of the Educational System. He stressed adjustment and mental health by means of fulfilling developmental tasks, and he emphasised emotional and social guidance of whole personalities in a whole situation, often by group methods

Conclusion

Chapter 9

Present Organization and Functions of the Division of Guidance and Adjustment

1. Introduction: Present Functions of Education Department in Vocational Guidance is Changing

2. The Functions of the Division of Guidance and Adjustment
   1. Educational and Vocational Guidance
   2. Education of A-Typical Children
   3. Pupil Placement

3. Organization of the Staff of the Guidance and Adjustment Division

4. Method of Implementation of the Function of Educational and Vocational Guidance
   (1) Educational Clinics
   (2) Vocational Testing and Careers Adviser System
Chapter 9 continued

(a) Functions of Careers Advisers 378
(b) Methods of Training Careers Advisers 379

(3) Training of the District School Counsellors 382
(a) Functions of District School Counsellors 382
   (i) Preventive Guidance 382
   (ii) Therapeutic Guidance 383
(b) Selection and Training of District School Counsellors 385
   (i) Selection of Trainees 385
   (ii) The Training Course 386
(c) General Organization of Educational and Vocational Guidance 391

5. Method of Implementation of the Function of
The Education of A-Typical Children 392

I. Provision for Children who are Mentally Handicapped 392

(A) Classes and Schools for Mildly Mentally Handicapped Children (Educable Children)
   (a) Primary Age at Entry 393
      (i) Opportunity "A" Classes 393
      (ii) Opportunity "A" Schools 393
   (b) (Secondary) General Activities Classes 394

(B) Classes and Schools for Moderately Mentally Handicapped Children 395
   (i) Opportunity "F" Classes in Private Centres 396
   (ii) Departmental Opportunity "F" Schools 396
      (a) Albert Road Public School, Strathfield 397
      (b) Cromehurst Public School, Lindfield 397
      (c) Loftus Street Public School, Arncliffe 397
   (iii) In Mental Hospitals - Opportunity "F" Classes 397

II. Provision for Children who are Educationally Retarded (Opportunity "B" Classes have been replaced by Itinerant Remedial Teachers) 397

III. Provision for Children who Have Outstanding Ability - Opportunity "C" Classes in Primary Schools 398
Chapter 9 continued

IV. Provision for Children who are Physically Handicapped

(A) Deaf Children

(i) Opportunity "P" Classes
(ii) The School for the Deaf at North Rocks
(iii) The Farrar School for Deaf Children

(B) Blind Children and Partially Seeing Children

(C) Hospital Schools

(i) Present Position
(ii) A New Move

Tremendous Post-War Development in the Field of Education for A-Typical Children

V. Provision for Children who are Emotionally Disturbed

6. Method of Implementation of the Function of Pupil-Placement

(i) Placement of Pupils in Secondary Schools in the Metropolitan Areas of Sydney, Newcastle and Wollongong
(ii) The Provision of General Information to Parents on Secondary Courses and Schools

7. (iii) Arrangement of Transfers of Children from School to School

7. Counsellors, the Key Personnel

8. Summary and Comment

CHAPTER 10.

An Assessment and Future Outlook of Guidance in N.S.W. State Schools.

A. The Task of Assessment

B. The Criteria of a Successful Guidance Programme Applied to New South Wales

1. It must be available to all pupils (not limited to problem cases or mainly remedial)

2. It must be continuous (throughout the schools and in each child's school life) and firmly based on developmental psychology
Chapter 10 continued

3. It should not be rigid in its Methods – it should use any techniques or methods shown to be effective

4. It should have developed gradually from the needs and interests of individuals – not superimposed abruptly on a school system

5. It needs specialists trained at Universities

6. It should permeate the whole school system, administratively as well as theoretically; it can only do so if principals and the teaching and specialist guidance personnel are trained in the philosophy and methodology of individualized education

7. It should enlist the interest and ability of all teachers, as well as counsellors

8. It should aim to make pupils and teachers more able to guide themselves (i.e. should not be mainly directive or concerned with differentiation)

9. It should be constantly engaged in a process of self-examination and research

10. It should be involved in all educational reform

11. It should utilize all agencies of the wider community in its functions as a process and as an integrating principle

C. A Comparison – England, America and New South Wales

D. Whither Guidance?

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A Brief Study of Early Developments in Guidance in Other Countries – General Trends  
Plan of the Functions of the Commonwealth Office of Education.
### LIST OF TABLES

<table>
<thead>
<tr>
<th>Table</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Population Spread in High Schools</td>
<td>166</td>
</tr>
<tr>
<td>2</td>
<td>Numbers leaving at Certain School Standards</td>
<td>217</td>
</tr>
<tr>
<td>3</td>
<td>Educational Standards in Relation to Occupational Type</td>
<td>217</td>
</tr>
<tr>
<td>4</td>
<td>Secondary Schools – Occupational Leavers over Years 1932-1936</td>
<td>224</td>
</tr>
<tr>
<td>5</td>
<td>Area Directorates as at 1953</td>
<td>273</td>
</tr>
<tr>
<td>6</td>
<td>European Countries – Occupational Guidance Offices</td>
<td>Appendix G</td>
</tr>
</tbody>
</table>
The purpose of this thesis is (a) to survey the development of guidance
(i) as a process
(ii) as an integrating principle
in the state Schools of the New South Wales Education Department to the beginning of 1964;
and (b) to apply a set of criteria, as a means of assessing its progress and possibilities.

The philosophy of education accepted in this thesis sees guidance as the main means of achieving the ends of education.

Two contrasting guidance systems in two different societies were studied - one in England (where the school is not the centre of guidance activities) and the other America (where, in many school systems, all guidance is centred in the school).

To trace the development of guidance in New South Wales schools:-

(i) A general background of educational, historical, economic, political and cultural social events and situations was built up.

(ii) All available official reports and files, public statements and publications concerning the
Education Department and organizations or services closely allied with it — and especially with its guidance activities — were studied.

(iii) Interviews, letters and other personal contacts were sought with people intimately involved in the development of guidance activities in New South Wales.

In the New South Wales Education Department, guidance as an integrating principal has been associated with research in helping to bring about a guidance-oriented curriculum in the Secondary schools since 1962 — based on the individual and social needs of children.

As a process, guidance has developed, by means of the district counselling system, gradually from the needs and interests of individual children.

That guidance permeates the thinking of those at the top administrative level seems apparent; but at the level of the individual school, individual principals do not always provide guidance-oriented leadership. Promotion to principalships should be determined largely on the basis of ability to do this.

A major criticism of the guidance planning in New South Wales is that teachers are not involved in organized guidance sufficiently — teachers should be chosen for personality and character qualities as much as for academic qualifications,
their training (for infant, primary and secondary schools) should be a broad-based University training in which the principles and practices of guidance will play a major part, and period allowances should be given for guidance. Promotion should depend partly on ability to practise guidance concepts. Only thus will guidance permeate the schools.

Guidance specialists should not be trained by an in-service course as at present. Both District School Counsellors (at Higher Degree level) and Resident Counsellor-Teachers (at post-graduate diploma level) should be University trained.

Although the Counselling and the Pupil Record Card Systems have developed to give continuity to guidance - lack of close contact with most children prevents this, because the main function has become differentiation and selection, a rigidity of methods has tended to develop. Recently, however, the introduction of group-guidance has been noted. Differentiation of A-Typical children by psychological tests has been one of the outstanding areas of development - but these are problem cases.

Guidance is mostly directive in practice, although not in theory, and guidance at any depth is limited to problem cases - and even this group can be dealt with, only by the method of referral to other community agencies. Real guidance is not available to all children.

Special non-directive guidance - as "pastoral care"
should be given to all pupils at secondary level - especially for those of talent, and an enriched First Form course should be introduced.

The Community should be involved more in education in New South Wales. If the school were the centre of community life, as it is in America, no board, completely unrelated to the deepest commitments and beliefs of educators could, as a directive, separate "vocational" guidance from Guidance as a continuous developmental process whereby each pupil learns to be self-directive.
CHAPTER I

GUIDANCE, A NECESSARY PART OF EDUCATION

(1) GUIDANCE, A FUNCTION OF THE EDUCATOR

Guidance has always been an important function of the educator. The connotations of both "educator" and "guidance" have changed, however, especially during the past sixty years. The society in which the educator functions has changed, science has increased in its understanding of man, society and man's place in it. Education has come to play a progressively more important part in relating each individual to his environment, and in adapting environment to man as an individual and as a social being. In a complex modern society guidance has needed to become more precise, expert and organized. Guidance is "education focussed on personal development."(1) It is "a process of helping individuals through their own efforts to discover and develop their potentialities both for personal happiness and social usefulness;"(2) and it is an integrating principle dynamically influencing the aims and methods of the educational system.

Vocational Guidance

When life was simpler it was relatively easy to educate and guide young people adequately. The extremely complex pattern of a modern technological and industrial society makes demands on individuals which can be met only after advice and specific information from experts. This need

for advice and help is not, of course, restricted to guidance concerning the world of work and the individual's place in it - although, naturally enough, this was the most obvious need, and therefore the first type of guidance attempted on any deliberately organized and specifically "expert" scale. That vocational guidance came first in most parts of the world is not surprising - but when the schools became involved, it was realised that,

"... it is impossible to separate sharply the vocational aspects of guidance from the educational, moral and cultural aspects,"

and that those giving guidance in the school "cannot, and should not, try to keep the various aspects of guidance entirely distinct. This would be working directly contrary to that unity of character and personality that is essential."(1)

(2) THE SCHOOL AND SOCIETY

In earlier times, it was less difficult for an individual to control his own happiness than in the modern organized social group, where his happiness is largely in the control of others. Society can, in fact, impose

discipline on him, "make him observe prescribed social
traditions and make him decidedly unhappy."(1) As Arthur
J. Jones wrote in 1934, guidance "is based upon the fact of
human need ... human beings need help"(2) in the process of
integration, which is necessary to give them the "physical,
mental and emotional robustness" necessary to "withstand the
demands of their environment – demands which may be made "by
physical injury, bacterial infection, social pressures, too
great exposure to rigid and already warped older children or
adults, or any other combination of an infinite number of
factors." In the light of this, Alan Foord, Chief, Division
of School Health at Baltimore City, expressed his conviction
that an "active, positive approach" of help "with this pro-
cess of integration"(3) is guidance.

(3) GUIDANCE VITAL IN ALL EDUCATION

Guidance, as defined in this study, will have a vital
part to play at all levels and in every sphere of the edu-
cational process. It concerns the ensuring of the best means
of achieving the objectives of education.

But education is a relative process – relative because
the society it serves changes and its demands vary; and
relative too, because as man's knowledge of himself increased,
the aims and methods of education itself change. Education

(1) Reese Edwards, Vocational and Occupation Guidance, Cambridge,
England: W. Heffer & Sons Ltd., 1940, p.37.
(2) Arthur J. Jones, op. cit., p.3.
(3) Alan Foord, "Guiding the Pupil's Physical and Emotional
Well-Being," The National Elementary Principal ("Guidance
depends on advances in such sciences as psychology, sociology and educational psychology.

Guidance in the schools is also relative - to the educational system and to the cultural milieu of the society in general, to the principles of guidance which are accepted by the policy-makers, and even more to the skill and training of the educational system's personnel. Its effectiveness depends, in the final analysis on the confidence of Principals, class-room teachers, pupils and the community (especially the parents) in guidance as a means of ensuring the achievement of the objectives of education, quite as much as it does on the skill of the experts - usually called Counselors.

(4) GUIDANCE - A PROCESS AND A PRINCIPLE

Guidance has a vital role to play in education both as a functioning process and as an integrating principle.

As a Functioning Process, guidance should be available to any pupil or group in a school, at any time when help is needed in solving problems, coming to decisions, or making interpretations. It should be continuous and should not be limited to any one function such as face-to-face counselling, differentiating or group discussion.

As an Integrating Principle, guidance has two main functions:
(a) to dynamically re-assess the educational aims and methods of achieving these, for the system and for individual schools;

(b) to influence educational reform at policy level and at implementation level - to ensure that the educator is really achieving his purpose of relating the individual and society in such a way that they benefit mutually to the maximum degree in view of the nature of each.

Guidance, in order to function fully, then, must be an integral part of the whole educational system, permeating the thinking, attitudes and practices of all those engaged in the education process - be he the Director-General, curriculum-planner, syllabus-maker, Teachers' College Lecturer, School Principal, School Counsellor, Career Master or classroom teacher.

(5) CULTURE AND EDUCATION

Culture-theorists, such as Theodore Brameld, remind us that man has himself fashioned the stage of experience where "the action proper" of education takes place. This stage is the culture of the society.

The more traditional theorists see "culture" as "the cultivation or pursuit of perfection, of the graces of learning and gentility," while the more objective idea is
that 'culture' is "a 'way of life' prevailing in any particular society." (1)

While the former interpretation has tended to be associated with education, and is in keeping with many of the philosophies of education from Aristotle to the early 20th century, there has been an application of the latter meaning of culture involved in much of the more recent philosophies.

This latter idea, with its recognition of "a heritage of behaviour" as well as of knowledge, is involved in Connell's claim that because the school is itself a society serving the wider society, children should find incorporated "directly and comprehensively" --- "a heritage of behaviour as well as a heritage of knowledge." (2)

The school should, then, reflect the various facets of the complex whole - the culture - of the society which it serves. That is, not only knowledge, but "belief, art, morals, law, custom, and any other capabilities and habits acquired by man as a member of society." (3)


(6) **TEACHERS, CULTURE AND GUIDANCE**

When Connell claimed that a central task of teachers in secondary schools is to "crystallize" the "living tradition, to exemplify it in their behaviour and to ensure that their pupils experience its pertinence, and build it into their life and conduct," he is not only emphasising the importance of the school as an instrument for strengthening the society's culture, but he is giving the teacher in the whole school situation recognition as the means of guiding pupils in the everyday contacts of the class-room. This influence of good teachers is still the most important single means of guidance. Although some have questioned whether a teacher, whose role includes discipline as a function, can really combine the role of guide and adviser, which, they claim, should not be in any way concerned with discipline, most good teachers feel that in practice there is no better guidance possible than that which is given to pupils who unconsciously imitate an admired teacher and who often voluntarily ask a teacher for advice because they value that teacher's opinion. This fact does high-light the two most important things in education (i) Teachers should be chosen only from the best, most happily integrated persons;

(ii) Teachers should be trained and given opportunities to keep up to date in guidance principles and practice.
Connell stressed the importance of the secondary school in helping to build "common values throughout society of a kind which will be adequate to the unfolding situation," and he sees 'the Central task of education' in a democratic society as being the improvement of "practical intelligence," which he defines as "the method whereby we make practical judgments."(1)

Thus the teacher, the environment of the school, with its value-system as perceived by the pupils who live in it as a functioning community, the teaching methods, as stressing training for pupils in thinking logically and in terms of practical issues, will all help in guiding the pupils for successful living in their adult cultural setting.

The whole curriculum is involved - and the whole must be integrated round the guidance concept, so that the whole environment will ensure that the education process will achieve its purposes for its pupils and society.

(7) A BRIEF SURVEY OF GUIDANCE-ORIENTED FACETS IN FORMER THEORIES OF EDUCATION

There had been developing trends which led to a strong 20th century emphasis in educational theory on the supreme worth of human personality. This idea was as old as the Greek Sophists who had made man the measure of curricular

offerings. Yet, the influence of Aristotle (386-322 BC) with his caution about claims of individuality in education, (1) of Plato (427-347 BC) with his recognition of classes of citizens strengthened by the early 18th century Conservative attitude which saw worthwhile education as the exclusive privilege of the well-born (2) had been too great to allow this emphasis on the individual.

With the development of science and scientific method in the early 18th century, had come a confidence in human reason and experience, and a more critical assessment of man. The recognition of the universal equality of man, which had long been inherent in the Christian ethic, had been advanced by Liberals of the French Revolution. From Rousseau (1712-1778) and Condorcet (1743-1794) had come an emphasis on the need for the educator to provide conditions where each pupil would have a fair chance to develop his unique individual capacities.

Although Pestalozzi made due allowance for variety of talents, he stressed another aspect which has become important in 20th century educational thought - he insisted that none should be deprived of "acquiring that portion of intellectual independence without which the true dignity of the human character cannot be maintained nor its duties adequately fulfilled." (3) Thus, education of at least a minimum

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(1) Aristotle, Politics, Book VIII, Chapter 1.
required for independent living in his society, should be available for every individual. This right of all children for schooling was stressed, too, during the Protestant Reformation.

The prominence of motivation or interest in Rousseau's theories and the idealistic emphasis from Immanuel Kant (1724-1804) with his claim that humanity should be treated as an end in itself, have affected 20th century educational thought.

From Germany had come another idealistic facet in the view of Hegel (1770-1831) that education was "essentially a process of self-realisation"(1). Thus was stressed the view that education was more than a process of intellectual-training and imparting of knowledge for their own sakes. Froebel (1782-1852) with his emphasis on the inner law of the child's self-development had reminded educationists that even Aristotle had worked out a developmental theory of education.

The realistic educational philosophy of Johann Friedrich Herbart (1776-1841) had little to offer to 20th century educators for it over-stressed a culture-epoch theory which looked back, when 20th century problems were very involved in

(1) It was William Torrey Harris (1835-1909) who first combined idealism with the Christian tradition so as to see education as "a process of pupil-realization" (actually, too, by seeing immortality as its completion he emphasised the place of spiritual values in education).
the future, as developments and changes were taking place so quickly in the world all round man.

With these many social and industrial problems of the early decades of the 20th century came social protest and need for reform in education. There was a need for a systematic presentation of the educational implications of such a modern democratic technological society.

(8) THE NEW EDUCATION - THE INDIVIDUAL AND SOCIETY

It came in 1916 with American John Dewey's epoch-making volume "Democracy and Education."(1) Brubacher calls this "undoubtedly the most important treatise on education and political or social theory since Plato's 'Republic'."(2)

Influenced by Darwin's theory of evolution, he presented his "progressive education", (first called Pragmatism) as opposed to Hegelian idealism and Herbartian realism, both of which lent themselves too easily to education for the status quo. Dewey accepted change and novelty at their face value.

Dewey (1859-1951) incorporated many of the ideas already mentioned into a constructive system for directing educational activity in the future. He paid great attention to the nature and role of knowledge in education; but he saw

(1) Published in 1916.
(2) J. S. Brubacher, op. cit., p.47.
the cultivation of human intelligence as the means, or
"instrument for solving problems of adjustment in a precari-
ous world," rather than as an end in itself. Education is
defined by Dewey as "the continual reconstruction of experi-
ence."(1) - i.e. his educational philosophy was a dynamic one.

The continuous growth and diversification of nature, as
viewed by Darwin, found a parallel for Dewey in education —
with an emphasis, however, on two important points:

Progress in education is contingent on

(i) the exercise of human intelligence;

(ii) the cultivation of individual differences.

Ideals, to the pragmatist, are viewed as merely "pro-
jections of human aspirations in the form of tentative hyp-
otheses." They can help to guide practical measures for
improving actual living; and, in fact, such a philosophy
will assess all educational values by the practical difference
they make in life.

This has led to the 20th century's emphasis not only on
the continuity between the individual and society, but the
social process has come to be seen as actually all one with
the educational process. Education is judged by relative
standards.

Dewey's emphasis on the cultivation of individual dif-
ferences led to a conviction, particularly in America, that
society should put its educational resources within the

(1) John Dewey, Experience and Education, New York: The
reach of all individuals, so that each person's unique individuality could be fully cultivated; but it led equally definitely to the conviction that the more society, through its educational resources, helped such full development, the more the individual should exchange and share with the group.

It was during the 1930's that pragmatism was criticised (i) as being too individualistic (by Mortimer J. Adler); (ii) as being too relativistic (by especially the Roman Catholics).

Dewey's emphasis on individual differences was criticized, most effectively by the essentialists, on the ground that it tended to ignore "what is common or essential to all," as determined by an analysis of the social heritage. \(^{(1)}\)

Aims and methods in education should emphasize for all the tried and true in experience, or, as more recently interpreted, as 'fundamentals of learning' as preparation for adult life as a citizen and a healthily functioning person - vocationally and even avocationally.

Much of the controversy in education today surrounds the attempt to assess the relative claims of individual talents and fundamental learnings in the school curriculum.

Since the beginning of the 20th century, educational theory has moved from an emphasis on education as a process

\(^{(1)}\) Particularly William C. Bagley (1874-1946)
J. S. Brubacher, \textit{op. cit.}, p.133.
of instruction or as a developing and disciplining of the mind, through an emphasis on the unfolding of human potentialities or on education as growth finally to a viewpoint which stresses the relationship between education and society, but recognises that the pupil must be treated in the dual role of individual and social being.

(9) **THE SCHOOL, AND ITS FUNCTION TODAY**

Most educators now recognise that the school should cater for a variety of factors:

1. The acquiring of a body of knowledge.
   
   (The nature of this is a point of controversy.)

2. The developing of standards of behaviour and character. (These vary from generation to generation.)

3. The cultivating of the fullest development of all individuals according to their varied talents.

4. The providing of substantial and recognisable preparation for adult life.(1)

The person to be educated is viewed as:

1. a reasoning being, but with many needs often not primarily rational;

2. an active organism (expressing his drives in a dynamic manner), but also tending/form useful habits (at one extreme) and capable of

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creative adaptation to changing situations;
3. a member of a number of different groups;
4. being required by pressures from society, his own
physical development or his own personal values,
to achieve certain developmental tasks.

(10) FACTORS MAKING GUIDANCE (MORE AND OF A SPECIAL KIND)
NECESSARY

Early in the 20th century various influences made it obvious to many that expert guidance for young people in the schools was necessary. This was seen more in societies where there was no strong class or occupational traditions limiting the opportunities of youth.

The main factors contributing to this recognition of the need for guidance in the schools were:

1. Technology, which made a personal investigation of job-opportunities impossible. "Without the assistance of a well-trained guidance worker, it is difficult, if not impossible, for students to match their interests and abilities with the ever-changing and expanding opportunities available to them in the world of work."

2. Expansion of the Educational Programme
   (a) Rise in level of education achieved by the average student - due to
       (i) compulsory education laws, and raising of school leaving age;
(ii) increase in amount of training required for different types of work (partly due to specialized vocational training, partly due to higher employment or accreditation requirements of business, industry and professions.

(b) Increased breadth, with the establishment of elective courses in secondary schools.

(c) Increased depth in educational programme as a result of research in child growth and development. The pupil - rather than the subject - has become the centre of the learning process - his needs, interests, abilities and problems have become more important. The philosophy of education has become, in a sense, a 'guidance' philosophy.

Note. The increased size of classes and schools, too, made it necessary for teachers to have assistance from experts in order to guide pupils so that the school could reach its educational objectives. (1)

3. Democracy brought a recognition that secondary schools should not be only for pupils selected according to wealth or socio-economic background. Equality of opportunity was claimed for all children - free public education should be available for all. Educationists realised that

(1) Frank W. Miller, Guidance Principles and Services, Columbus, Ohio: Charles E. Merrill, Books, Inc., 1961, p.22.
equality of educational opportunity can only be realized through increased attention to individual differences. To ensure this schools have taken responsibility for helping each pupil plan and progress towards personal and social goals.

4. Socio-economic Conditions

(a) the unemployment of the great depression of 1929, which led to the establishment in the 1930's of agencies to give work to unemployed young men. These agencies usually utilised testing and counselling of an educational and vocational nature. Research from such services became a basis for occupational surveys of requirements.

(b) With the 2nd World War the government became more involved,

(i) in group and individual testing to select and place military personnel (leading to 'crash' programmes of research and testing);

(ii) in counselling research on psychological problems such as 'battle fatigue', and leadership potential;

(iii) in post-war adjustment of veterans - often in universities or technical colleges.
(c) **World tension** brought insecurity and delinquency.

(d) Quickened pace of living - due to improved methods of communication and transportation - have affected mental health.\(^1\)

5. **Moral and Religious Conditions**

Young people were more confused on moral, ethical and religious standards than ever before - due to

(i) a re-assessment of the home and the church, due to a move away from authoritarianism. (So, guidance from home and church less effective.);

(ii) concentration of populations in large cities;

(iii) the heterogeneity of populations, so that people of vastly different races, religions and socio-economic standards lived side by side.

With reference to this last factor, Gardner Murphy, in 1955, expressed his sound conviction that "the young man and woman of today ... can only be assisted in developing into people with the maturity and the flexibility to solve new problems as they are presented, if the guidance worker conveys, directly or indirectly, a perspective in which his own life is lived.\(^2\)"


This applies to the guidance-oriented teacher as much as to the specialist guidance worker.

(11) DEVELOPMENTS MAKING SUCH GUIDANCE POSSIBLE

The main developments in allied fields which made guidance possible on an expert scale at the time it was so much needed are:-

1. The Testing Movement - which resulted in a widespread recognition of individual differences and the value of psychological tests for measuring individual abilities and aptitudes.

2. The Mental Hygiene Movement, which brought an emphasis on the adjustive aspects of guidance.

3. Curriculum Study and Research, which emphasised the meaning of curriculum as the experiences a child has under the control of the school. This led to a recognition that emotional and social outcomes of education are important (as well as intellectual outcomes).

4. Dynamic Psychological Theories, which stressed the reactions of the individual as a whole, stages in the development of personality especially as related to his environment.

5. The Concept of Child Growth and Development, which introduced the idea of normal patterns of growth in various human characteristics, and the wide
range of differences among individuals. Studies in child growth "furnish educators a basis for determining reasonable expectations in terms of particular individuals." (1)


7. The Child-Guidance Clinic development, which stressed the case-conference approach to the study of the individual.

8. Field Theory and Studies in Group Behaviour. These influences have helped to develop a modern concept of guidance which is broader and more complex and dynamic than the earlier emphasis on differentiation and individual selection.

(12) GUIDANCE - ITS MODERN CONNOTATION DISCUSSED

The concept of guidance as involving the whole situation - the child in his environment - has led to efforts to modify that environment by assisting changes in the curriculum, teaching methods, etc., if research indicates that this is necessary, and of course it has led to the utilising of methods and techniques, perfected by experiment and research.

in allied sciences - in every effort to assist the successful
development of each individual child.

It is essential to beware of limiting the connotation
of 'guidance' to a set of professional techniques, such as
the maintenance of records; the construction and application
of tests; the use of various types of interviews, the use
of questionnaires, role-playing, psycho-drama, even hypnosis,
and the use of rating systems.

This extreme view is mistaken. Indeed there is more
truth in Ben Morris's suggestion in 1958, that "the English
educator knows, that the very essence of the headmaster's
(1) task is guidance", or in the claim of Hall and Lauwerys in
the 1955 Year Book of Education that "the inescapable truth"
is that "the most distinguished guidance has always been that
imparted by the world's greatest teachers - by the Christ
walking with his disciples near the Sea of Galilee, by a Con-
fucius writing his 'Analects', by Machiavelli instructing his
Prince, or by a parent rearing his child."(2)

Yet the world today demands guidance as "a specialized
activity" in the school and community, "directed to helping
individuals overcome their difficulties in personal develop-
ment"(3) and improving the school environment so that diffi-
culties in personal development will be less likely to occur.

(1) Ben Morris, "The need for Guidance and Counselling," The
Journal of the Education Department, U.P. - Shiksha,
"Guidance and Counselling in Education," Vol. XI No. 2,
(Special number dedicated to UNESCO, Oct., 1948, p.58).
(3) Ben Morris, Shiksha, op. cit., p.65.
The contemporary significance of guidance derives, suggested Morris, from "the plight of the individual person in face of the impersonal character of modern mass society and its ever-increasing and changing demands upon him." (1)

(13) GUIDANCE AS A PROCESS

(a) The Counsellor and the Teacher Both Necessary

The guidance concept requires that the educational system should provide guidance from the time a child enters first grade, as J. L. Clifton, Director of Education for the State of Ohio stated in 1930, and every child, even if handicapped mentally, physically or emotionally, should be helped to develop into a worthy and competent citizen. (2)

While guidance is not teaching, it may be done by teachers. (3) "The kernel of guidance ... lies in the relationship" between adviser and pupil. It should be one which enables the pupil to develop further his own powers of dealing with both inner and outer problems." (4)

Although much of the guidance done by teachers will be incidental and indirect, some teachers should be engaged in

(1) Ibid., p. 65.
(4) Ben Morris, Shiksha, op. cit., p.69.
some interviewing and individual advising as part of their
duties in a school - for some teachers can integrate the two
functions of teacher and adviser into their personalities -
and so provide schools with personnel sufficient to provide
the necessary guidance to all children. There is, however,
a need for specialists as counsellors and guidance experts,
whose responsibility will cover more than one school, pref­
erably having an over-sight of pupils from 1st grade through
primary and secondary schools.

(b) Training of Guidance Personnel

The training necessary for those taking part in guidance
in a school will vary.

(I) For Guidance Specialists

For the specialist district guidance workers the
training should be at University Degree level. It
should ensure, as Hall and Lauwerys suggested, that
he/she should, be trained too:

(i) know the individual, by a combination of
scientific testing or by "the apperception"
which comes from sympathetic personal
contact;

(ii) know the cultural setting, (especially those
areas specifically interesting to the in­
dividual), whether he amasses vast files of
sociological data or whether he gets it by
the "intuitive understanding of a sensitive
participant in life's activities."

(iii) Have a world view, a comprehensive philosophy, which enables him to correlate particular aspects of the individual's problem with the wider significance of social trends and ideals.

(iv) Have a certain humility as, through the instrument of his suggestion, he sets loose forces whose results he may not foresee.

(v) Be a person of honour, who lives by the ethics acceptable to himself, or herself, to the individual seeking help, and to society.

(vi) Have the power of communicating with those he would help. (This may be done by different methods, according to the problem, client and general situation.)(1)

(II) Resident Counsellor-Teacher

The training for such personnel should have included a University degree with psychology and a social science (such as anthropology or sociology) and with teacher training directed towards special

guidance principles and practice, as well as class teaching.

(III) Principals and Vice-Principals

Before appointment as a vice-principal, each teacher should be required to attend seminars directed towards ensuring that in knowledge and personality, the applicant is likely to provide a guidance-oriented school environment. Principals should be appointed only from those vice-principals who have shown this ability in practice.

(IV) Teachers

All teacher-training should be integrated round the guidance-concept, so that class-room teachers will at least recognise those in need of help and will create a permissive atmosphere in their class-room. Their whole attitude will come from the recognition that the development of the child as an integrated personality and as a happy and useful citizen is not of less importance than the imparting of information and training in skills.

(14) METHODS OF GUIDANCE - INDIVIDUAL AND GROUP METHODS

It is essential that those engaged in guidance in the schools should be able "to give to the individual the sense of ... willingness and ability to help"(1) while helping him

(1) Ibid., p.59.
where possible, to "marshal his own resources," the resources of the school and the community to assist him "to achieve the optimum adjustment of which he is capable."\(^{(1)}\)

This is often best done in the face-to-face individual counselling relationship - but there are occasions when group methods are more helpful.

(a) **Individual Counselling**

This process, as Tolbert points out, does not "follow in routine and mechanical fashion" any steps, but is "a dynamic and flexible process that is different for each counsellee," and is unique for each counsellor. Although the process of counselling emphasises different phases at particular times, and the process is more like 'psychotherapy' than 'clinical psychology'.\(^{(2)}\)

Of considerable interest and importance is Tolbert's suggestion that there are "six useful types" of counseling approach:-

1. **The Directive approach**\(^{(3)}\)
   which makes extensive use of referral.

2. **The Client-centred or Non-Directive approach**\(^{(4)}\)
   in which the emphasis is on the idea that reality


\(^{(3)}\)Described by E.G. Williamson and applied by Donald E. Super.

\(^{(4)}\)Developed by Carl R. Rogers.
for each individual "is the way he perceives the world" (1) and the counsellor's function is to help the pupil to adopt the attitudes which will ensure his using his own resources to solve his own problems, make adjustments in such a way that his self-concept is enhanced.

3. **The Communications approach**

which has "a developmental as well as a remedial emphasis," and in which the counsellor should play a number of different roles and use a wide variety of techniques. (2) The emphasis in this approach is on the flexibility of the process.

4. **Eclectic approach**

which sees counselling as an "art" in combining the various methods as needed and is particularly helpful with normal persons who wish "to improve adaptive behavior (sic) in specific areas without altering basic personality structure." (3)

5. **The Learning - Theory approach,**

which is particularly suitable when the problem concerns the making of an appropriate manner, especially when the pupil is maladjusted because he has not learned a suitable response. (4)

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(1) E.L. Tolbert, op. cit., pp.20-l.


Seleng is considered to be a learning process, and the counselor is free to use all types of information about the pupil, such as that from tests and records.

6. Psychoanalytic approach

which emphasizes "the developmental process, the effect of social experiences on development, the dynamics of personality, and personality mechanisms."

(b) The Group Approach to Guidance

Crow and Crow point out that "the group approach is characteristic of the democratic way of life" and is useful to supplement individual counseling. They claim that "there are certain guidance activities that yield better results if they are group-centered rather than individual-centered," although all guidance is, of course, basically directed at helping individuals, whether by individual counseling or by 'guiding the individual in a group'.

The successful functioning of any "program of services involves the guidance of parents and of members of the school staff, as well as of the young people themselves," and to guide these sections group methods are often most appropriate.

(1) E.L. Tolbert, op.cit., pp.31-2.

(15) **INDIVIDUALITY OR SOCIAL CONFORMITY**

Guidance is faced with the problem of "what sort of balance should be sought between the encouragement of individual aspirations, creativity, and leadership on the one hand, and emphasis on social conformity and group living on the other?" (1) This is, in fact, the problem of education itself. It is, also the problem of each pupil to learn how to live with others in society and at the same time to obtain the pleasures and satisfactions that an individual wants and needs. To adjust to the needs of his own nature and the needs of society is a difficult task.

(16) **THE DEVELOPMENTAL CONCEPT AND GUIDANCE**

The most helpful and fruitful area of educational psychology to the guidance worker concerns the concept of developmental tasks, first set out by R. J. Havighurst. Such a task is defined as one "which arises at or about a certain period in the life of an individual, successful achievement of which leads to his happiness and success with later tasks, while failure leads to unhappiness in the individual disapproval by the society and difficulty with later tasks." (2)

They arise from:

(1) Physical maturation - e.g. learning to walk.


(ii) Cultural pressure of society - e.g. learning to read.

(iii) The personal values and aspirations of the individual which are part of his personality, or self which emerges from the interaction of organic and environmental forces, e.g. choosing an occupation, achieving a scale of values and a philosophy of life.

Usually a combination of these three facts produces the "readiness" for the developmental task. Such concepts and that of maturity, borrowed from developmental psychology are of value to educators, as well as to the specialist guidance personnel.

Much recent vocational guidance literature makes use of the concepts of "vocational development" and "vocational maturity". Super, for example, rejects the earlier view of vocational guidance and counseling, which simply helped the client to answer the questions:

(i) What are my aptitudes and interests?

(ii) In what jobs are they likely to be useful?

(iii) What is the demand for such services?

(iv) How can I prepare for, enter, and advance in such work?

Such an attitude to guidance has within it the implicit assumption that "Vocational maladjustment is generally the result of lack of information about oneself or about the world
of work," and that "the best way to promote vocational adjustment is to give people information about themselves and about occupations."(1)

Instead of borrowing from differential psychology as it did earlier, guidance of every type which concerns children and young people is now borrowing more from developmental psychology.

So that Super is led to propose this definition of vocational guidance. It is "the process of helping a person to develop and accept an integrated and adequate picture of himself and of his role in the world of work, to test this concept against reality, and to convert it into a reality, with satisfaction to himself and benefit to society."(2)

As such, he rightly claims that guidance with a vocational emphasis is "a major responsibility of the schools" should be helped by professionally trained counselors, and should be given on a continuing and progressive basis — for schools are in "a unique position to guide vocational development, bringing the resources of society to bear on the individual, supplementing the more limited resources of the family to ensure an orientation to careers and a self-appraisal which will make the fullest possible use of individual talents."(3)

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(2) Ibid., p.197.
(3) Ibid., p.310.
(17) GUIDANCE AS AN INTEGRATING PRINCIPLE IN EDUCATION

It is generally accepted that the school is itself a community - "transitional", "integrating" and "working" - and that the curriculum is simply the sum total of all the experiences which the school provides for its pupils. These ideas have led to a recognition that guidance must also act as an integrating principle to ensure that, not only is there a process of specific help available at all levels and in every sphere for all pupils in the school, but that the experiences children have in the schools must be planned according to principles which can, if necessary, influence policy.

To ensure that the guidance principle guides wisely, there has developed an acceptance of the close link necessary between guidance and research.

Experimental research and curriculum planning must be closely related.

It has been necessary to analyse the situation and experiences which the school offers before guidance can fulfil its function fully. An analysis of the pupils and their needs as individuals and as future citizens and workers has also been necessary.

Guidance and research have led to changes in many educational systems so that the very courses offered in the school will be conducive to the achieving of the aims of education.
Guidance concepts have also modified the aims of education.

Much has been criticised in secondary schools as a result of this - especially the emphasis on ability grouping at the early age of 11+, the over-emphasis on examination requirements, especially when they are University-oriented even for pupils who are not potential University students.

The Secondary School has, as Connell suggests, three main functions:

(i) that of assisting pupils to acquire certain skills, attitudes and knowledge (because it is "a working community");

(ii) that of providing a school tone and spirit such that adolescents will have "opportunity, within a secure and well-structured field," to consolidate, to form ...'a philosophy of life' and begin to evaluate their own capabilities in the light of adult standards and prospects" (because it is "an integrating community");

and (iii) that of assisting the adjustive, developmental and differentiating and selective needs of each pupil (because it is a "transitional community").

\[\text{(1),(2)}\]

\[\text{(1)}\] That is, defined by Connell as an organization set up "for the purpose of making a smooth transition for a specified body of persons from one community to another."


\[\text{(3)}\] That is, "a community set up for the imparting and acquiring of certain skills, attitudes and knowledge."
The earlier types of secondary schools were highly selective - first on the basis of wealth or family background, and then in the early period of the guidance concept, on the basis of successful performance in intelligence tests or some other means of ability selection.

However, with the raising of the school leaving age, with the acceptance of the principle of equality of opportunity and with the emphasis on individual differences, developmental psychology and several other modern concepts, has come a recognition that selection should be a progressive process, and should be non-directive. The multilateral and the comprehensive schools are both answers to the need for a new type of school.

In such a school, as Connell states, "getting to know the boys and girls and helping them to select from the variety of courses available and adjusting the school programme to the requirements of the pupils - these are guidance tasks - are larger, more complicated, and more serious tasks than those in a segregated, selective secondary school."

The "whole concept of the comprehensive school" requires for its success "a well-developed and effective guidance system," states Connell.

He claims that guidance is "the diagnostic and suggestive side of all good teaching" and that "the instruments of the
craft simply help to give more precision to the judgment, allocation and prescription made by the class-room teachers. Connell points out that the day-to-day work of all teachers includes as "a large part," educational guidance. (1)

One of the most important needs of a guidance programme is "that teachers should fully realise the significance of this aspect of their work and be adequately trained to handle it," claims Connell, who sees "the essence of good guidance work in the junior years of the secondary school" to be the process of "planned procrastination". (2)

Although some educators have actually identified guidance with education, it is recognised here that there is a distinction. For guidance may be viewed as "education focussed on personal development", as Ruth Strang suggested in 1954, (3) although it does come "close to being the central or cardinal aspect" (4) of education. It is a continuous process of helping every child discover and develop his potentialities in keeping with his acquiring of the socially, physically and mentally necessary developmental tasks; but

(1) Ibid., p.76.
it is also a principle, dynamic and integrating, ensuring that the environment provided by the school (involving curriculum, teaching methods, school tone, etc.) will assist the educational system to achieve its task.

Guidance is not to be identified, either with any set of techniques, or any particular function (such as counselling, differentiating, etc.). It is concerned with each child as an individual and as a member of its group. The end result of guidance for the pupil, should be "personal happiness and social usefulness."[1]

(18) **SUMMARY**

**ASSUMPTIONS UNDERLYING THIS VIEWPOINT OF GUIDANCE**

The assumptions involved in the point of view taken in this thesis are:

1. It is desirable to relate individuals dynamically to their society for the mutual benefit of both.

2. It is possible to do this.

3. Education is the most economical, practical and effective means of assisting this process.

4. The process of education needs to be guided according to principles and by methods which, nevertheless, need to be continually adapted and modified according to research evidence concerning the needs of pupils and society. (Guidance is an integrating principle)

5. The process of guidance is needed at every level of every kind required to ensure that each pupil will develop in the manner, to the extent and in the direction which will ensure the greatest mutual benefit to himself and to the society of which he is part. (Guidance is a continuous process.)

6. Thus, guidance is involved in all the outward expressions of the educational process - such as, curriculum and syllabus planning, teaching methods and teacher training; and should also be capable of modifying, not only methods and policy in general, but the very aims of education and the principles involved.

7. The school is not only a means of bringing about this dynamic interplay of individuals and society, but the school is itself a society within the larger society which it serves.

8. Whereas, education has often stressed the cultivation of intellect and the development of reasoning ability, and has been interested more often in the formal aspect of learning - especially of subjects in the classical tradition (English and Classical languages and literature) or, more recently Mathematics and the older sciences of Chemistry and Physics - it is accepted by most educationists today that education must stress other values too. The importance of
individuals as developing, adjusting personalities, with individual differences, but each with definite developmental tasks to achieve is recognised. The modern educator recognises that training in thinking should not be just an end in itself - but should assist the adjustment process, make the individual capable of solving his own problems, of making his own decisions, and of self-assessment. It is also believed by guidance-oriented educators that the educational atmosphere of the school should be more free and permissive than in the past - so that pupils will be encouraged to make their own decisions. In short, education stresses the supreme worth of human personality; it is child-centred rather than subject-centred.

9. Although guidance is close to being the central aspect of education, it is distinguished from it, but is necessary to it.

10. Guidance is education with the emphasis on personal development.

11. It is not to be identified with any of the techniques which it uses or functions which it performs.
(19) CRITERIA FOR ASSESSING A GUIDANCE PROGRAMME IN AN EDUCATIONAL SYSTEM

In judging a programme of guidance in an educational system, certain criteria may now be laid down:

1. It must be available to all pupils (not limited to problem cases or mainly remedial.)
2. It must be continuous (throughout the schools and in each child's school life) and firmly based on developmental psychology.
3. It should not be rigid in its methods - it should use any techniques or methods shown to be effective.
4. It should have developed gradually from the needs and interests of individuals - not superimposed abruptly on a school system.
5. It needs specialists trained at Universities.
6. It should permeate the whole school system, administratively as well as theoretically; it can only do so if principals and the teaching and specialist guidance personnel are trained in the philosophy and methodology of individualized education.
7. It should enlist the interest and ability of all teachers, as well as counsellors.
8. It should aim to make pupils and teachers more able to guide themselves (i.e. should not be mainly directive or concerned with differentiation).
9. It should be constantly engaged in a process of self-
examination and research.

10. It should be involved in all educational reform.
11. It should utilise all agencies of the Wider community in its functions as a process and as an integrating principle.

The Plan of this Study

First, it is proposed to study the pattern of guidance that has developed for school pupils, in three overseas countries – England, America and Scotland.

A contrast is recognised between the guidance offered in England, where the school is not the centre of guidance activities; and the guidance which has developed in America, where all guidance activities are centred in the school. Scotland is briefly discussed, in the light of the opinion expressed in 1935, by H.S. Wyndham (a key figure in the development of guidance in the State Schools in New South Wales) that the general atmosphere in Scotland was closely "akin" to that in Australia. (1)

The main body of this study will then survey the development of guidance in the State Schools of New South Wales, and the theory involved, and finally, an assessment will be made of the position of guidance in these schools at the beginning of 1964 – as judged by the set of criteria presented in this chapter.

CHAPTER 2

GUIDANCE DEVELOPMENTS OVERSEAS

(1) WIDESPREAD RECOGNITION OF NEED FOR ORGANIZED
GUIDANCE IN MODERN WORLD

The world of the 20th century is extremely complex. Towards the end of the nineteenth century three things were apparent in most advanced societies:

1. Help was needed for individuals who were markedly handicapped, physically or mentally.
2. Help was needed for individuals in choosing and entering the working world.
3. Help of a progressively expert type was possible due to advances in the sciences concerning man and society - especially psychology, sociology and educational psychology.

The so-called second industrial revolution with its urbanization, specialization and technical changes had, in many respects, narrowed the horizon of each individual and had limited the functions of the home. Society had
gradually to assume training, advisory and often directional functions - formerly the province of the home. Adjustment to and integration into a modern society required expert knowledge and skilled guidance. The most obvious instrument of society in this process is the school - but countries have varied in their acceptance of the part the school can play in guidance, especially where it mainly concerns vocations.

(2) **SOCIETY, THE SCHOOL AND VOCATIONAL GUIDANCE**

The older European countries - including England - have tended to distrust the teacher's ability to know the world of work sufficiently to give vocational guidance adequately, although most of them recognise that some of the information required for guiding young people towards suitable vocations is available only through the school.

In the young, vigorous democracy of America, however, the acceptance of the school as the strategic centre for all guidance has been general, and in most local communities this acceptance has found at least some degree of practical application.
ENGLAND:

Guidance is "circumscribed by tradition and circumvented by politicians" -

F. J. Keller and M.S. Viteles.

The development of guidance in England has been limited by other factors than the attitude towards teachers, mentioned earlier. The very nature of society - with its fixed social class system - has blocked the full guidance approach to the educational and vocational needs of young people.

Although some leading British psychologists and educationists such as Cyril Burt, have recognised the right of every child to educational and vocational opportunities and guidance which will take cognisance of his individual abilities, rather than his social status, (1) this is, even now, not generally conceded in English Society. There is still the distinction - although it has been "greatly softened".(2) - between the two parallel systems, represented, on the one hand, by the "great public schools", symbols of the social upper classes, and of aristocracy of learning, and on the


other, by the English State-aided schools. (1)

The fact that this softening had taken place by the time of the publication of the 1932 Yearbook, was the direct result of the "Hadow Scheme", which had resulted from "The Hadow Report" (1926). This Report had contained as its central idea the need to substitute for the old vertical division separating these two self-contained types of education, a horizontal cut across the state-aided system. It was recommended that the cut should be made between the ages of 11 and 12 ("11 plus"); but the Committee recognized that, for several reasons, a provision of different varieties of post-primary education was essential. They contemplated three main types of school to match what they thought of as three main types of child. (2)

These were:-

"1. institutions of a grammar school type for children whose special abilities were academic or 'intellectual in the narrower sense',"

These latter were derived from two main sources:-
(i) the elementary schools, "provided" and "non-provided", which, after the Education Acts (1902-3), were taken over by the new local education authorities (subject to the property rights of their owners) from the School Boards and religious associations which had previously maintained them;
(ii) the State-aided endowed schools which existed before 1902-3, together with numerous other secondary schools founded since then by the local authorities.

"2. institutions of a technical school type for children whose abilities were of a more technical or practical nature," and

"3. so-called modern schools for the remainder."(1)

Thus is clearly indicated the circumscribed atmosphere in England for guidance! The gradual process of the Industrial Revolution had, as early as 1867, resulted in a Reform Act, as a step towards answering the demands of the new members of the middle class. These Englishmen were naturally demanding educational, as well as political opportunities, (and this Act had been largely concerned with means of extending secondary educational opportunities). Yet almost eighty years later the only solution was one of classification at the administrative level - and this in the post World War II world!

This was the solution to a situation which really needed a scheme of universal guidance, involving in Burt's phrase, "a comprehensive study ... of every member of the school population" and "a carefully planned system of 'guidance'."

With minor modifications, the recommendation of the Hadow Report at length received official sanction in the proposal embodied in the Education Act of 1944. In Section 8 of this Act, it was directed that "post-primary education shall in future provide such variety of instruction and training as may be desirable in view of the different ages,

This Act did lead to wider opportunities being available to individual children, for, at the secondary level "the great public schools" were supplemented more and more by really public secondary schools, with as many as 50% 'free places' and the position of 'Careers Master' has evolved out of the needs of pupils in these secondary schools.

However, as Brubacher said, "In spite of ... activity on behalf of universal education to match universal suffrage, up to the eve of the Second World War, the English continued to manifest most pride in their great public schools like Eton, Harrow and Rugby."

As Burt stated, in the 1955 Yearbook of Education, guidance, as a continuous process available for all... certainly does not permeate the English education system. The whole atmosphere naturally limits guidance at the official level, as well as in practice. This is true of any system, such as this, where

(1) Ibid., p.95.
(2) The idea of Careers Masters in schools spread especially after the support given in the 1927 Report of the National Institute of Industrial Psychology. This Report suggested that "in every school there should be one person whose recognized duties should include the vocational guidance of pupils."
(3) Women were enfranchised in 1918 in England.
(4) John S. Brubacher, op.cit., p.42.
1. Social or financial status of parents is the main factor determining secondary school placement of individual pupils.

2. Vocational (or "occupational", as often used in England) possibilities for individuals are limited by type of school attended - especially if this has been determined (i) by social or financial status or parents or (ii) by selection at the early age of 11+.

3. Opportunities do not exist for transferring pupils from one course or school to another after classification at 11+. (1)

4. There exists a different type of guidance for the leavers of each type of school, and this leads to a limitation of the openings available to many leavers.

5. The curriculum of secondary schools is based on fairly rigid "courses" rather than "elective" subjects.

AMERICA:

In America, however, the freedom from class distinction

(1) The 1924 Report of the Consultative Committee had actually "lent strong support to the proposal that about midway between the age of entry into the junior school - and the age of school leaving, there should be a re-assessment of the educational needs of each individual pupil and, where requisite, a re-allocation to schools of different types."
and the emphasis on equality of educational opportunity have combined to produce a democratic atmosphere, most conducive to guidance in and through the school.

Although, too, the first large-scale organized guidance in America, was vocational in purpose, and was introduced outside the school, it was recognised even by Frank Parsons, the founder of The Vocation Bureau in Boston(2) that "in order to cover the field in the most complete and adequate manner, the work should become a part of the public school system in every community, with experts trained as carefully in the art of vocational guidance as men are trained today for medicine or the law, and supplied with every facility that science can devise for testing the senses and capacities and the whole physical, intellectual, and emotional make-up of the child."(3)

The conviction expressed here by Parsons, foreshadowed the main actual trends in the development of guidance services in the United States of America up to the present—although, as will be seen in this chapter, the connotation

(1) Frank Miller, Guidance Principles and Services, Columbus, Ohio: Charles E. Merrill Books, Inc., 1961, p.27. (Note: George Merrill was actually doing experimental work in vocational guidance at California School of Mechanical Arts in San Francisco, as early as 1895. This was the first systematic attempt under educational auspices to provide specific guidance services for pupils taught by the school. It was, also, accompanied by counselling, job-placement and follow up of former pupils. It is usually accepted in America, however, that it was the Boston work commenced by Parsons that first brought to public notice the possibilities of guidance on a large scale.

(2) The Vocation Bureau was established in 1908 as part of the Breadwinners (sic) Institute, which was a branch of the Civic Service House. (Professor Frank Parsons had become director of the Institute in 1905.)

(3)
of "vocational guidance" in most American communities has changed. It now usually concerns one of several possible main emphases of the continuous integrated function, associated with most school systems - and called "guidance". The emphasis in guidance is viewed in America as varying according to whether the problem is mainly "emotional", or "social" or "educational" or "vocational". Each of these emphases is not only developmental within itself, but is closely related to the others. It is widely recognised that the emphasis will normally become more "vocational", as the end of secondary schooling is approached. It is also accepted in most guidance-minded communities in United States of America that social agencies and individuals in the community may be expected to assist the school in its guidance activities.

The atmosphere of society encourages the guidance approach at the official level as well as in practice. This is true of a system such as that in 20th Century America where,

1. a pupil's secondary schooling is not mainly determined by the social or financial status of his parents;

2. vocational possibilities for individuals are limited only by ability, interest, personality and hard work - and not

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(i) by the social or financial status of parents, 
or (ii) by selection at the early age of 11+;
3. opportunities exist for transfer of pupils freely within the school system;
4. there exists a universal system of guidance available to all pupils, whenever and wherever needed - a process, only culminating, towards the end of secondary school life in guidance more specifically for vocations, and remembering that vocational 'choice' itself is developmental, as are all fields of guidance;
5. the curriculum of secondary schools is adaptable both to research indications of need for reforms and individual pupil-needs. It is not planned according to rigid "courses", but rather makes available "dective" and "exploratory" subjects and fields of experience.

SUMMING UP:
It is clear that the very nature of society and society's perception of the role of the school in that society will determine the function and methods of the educational system, and can either limit or aid the application of guidance as a process and as an integrating principle in its schools.
(4) **OFFICIAL GUIDANCE – HOW IT HAS USUALLY COMMENCED**

The beginnings of official guidance in most countries concern either the most conspicuously handicapped young children ('child guidance') or youths choosing and entering occupations ('vocational guidance').

(a) In England the first "crude effort at official 'child guidance'"(1) occurred before the end of the 19th century. This followed Sir Francis Galton's anthropometric survey on malnutrition in 1877 and was a direct result of a series of school inspections carried out under the direction of Dr. Francis Warner, Professor of Anatomy and Physiology in the Royal College of Surgeons. Warner had reported the presence of numerous pupils whom he diagnosed as "hopelessly dull and incapable of normal education in the existing state of health."(2)

This led to the official recognition, in 1899, of a group of 'Feeble-Minded' children, who, "not being imbecile, and not being merely dull and backward, are by reason of mental defects, incapable of receiving proper benefit from the instruction in the ordinary public elementary schools, but are not capable, by reason of such defects, of receiving benefit in ... special classes or schools."(3)

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3. In the Act, "Elementary Education (Defective and Epileptic Children) Act"(1899) details were given of the special classes or schools.
Soon after this, school doctors were empowered to examine any children brought to their attention (usually by school teachers) and to certify them for removal to a special class or school. Thus, classification - perhaps the most constantly emphasised facet of guidance in England - came right from the beginning.

At first the aim for these 'feeble-minded' was recovery and improvement, the key idea being to give these children "handicapped at the start", the chance to "catch up" with their fellows. Compulsory education for them was therefore extended to the age of sixteen. As Shrubsall, Secretary of the Anthropological Section of the British Medical Association, during the early years of the present century, said the mentally defective child was "granted an extension of time."(1)

In the meantime Sir Francis Galton,(2) a cousin of Charles Darwin, first successfully raised psychology into a reputable branch of science. He advocated the scientific study of the individual pupil, expressly with the view to practical recommendation for treatment and training both at home and at school, and guiding him into the most suitable form of employment.

At University College, London, Galton evolved a case history sheet, and when he claimed that "the mental differ-

(1) F.C. Shrubsall and A.C. Williams, Mental Deficiency Practice, p.4. (Quoted by C. Burt in Yearbook of Education, 1955, pp.81-2.)

(2) He gave personal demonstrations on children at the International Health Exhibition in 1884-5, having earlier opened a laboratory at South Kensington (in the Science Museum).
ences between individual children could be scientifically tested and assessed and that the results might be employed as a basis for practical guidance" the possibilities were "eagerly taken up by teachers,"(1) and "a school record card, showing physical mental and moral characteristics of pupils,"with a series of tests "based on the Galtonian procedures" was first introduced officially to a school in 1885 at Oxford House School for Boys at Chelsea.(2)

Early developments of importance to the guidance picture in England came in psychology. Of special importance was the inspiration to these developments given by Professor Sully, of University College, London. As a result of Sully's influence came:--

(1) The formation of The British Child Study Association (supported by teachers, inspectors and education officials) - (1893).

(2) The opening of the first Laboratory in Great Britain devoted exclusively to psychology - (1896)(3)

(3) The emphasis on results of objective tests as being more trustworthy than observation or questionnaires. This was a new emphasis in this "pioneer stage" of child study and guidance,(4)

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(2) Ibid., p.84.
(3) Here William McDougall, an ardent disciple of Galton, became Director in 1899 and developed the experimental side. In 1907 he was succeeded as Director by Charles Spearman. McDougall, together with Maurice Keatinge, "the new leader in education" (as Burt called him in the 1955 Yearbook of Education, p.85) had opened a psychological laboratory, which became an informal centre, similar to Galton's...
and was largely due to the fact that McDougall, as Director, put more trust in the results of such tests.\(^{(1)}\)

4. The appointment of Charles Spearman as Director of this laboratory in 1907.

The work of Charles Spearman in 1904,\(^{(2)}\) in which he made public his discovery of the possibility of measuring general capacity, or intelligence, was extended in 1907, when, working with Krueger, he made a study in vocational guidance, measuring the capacity of individuals by means of tests.\(^{(3)}\)

With the appointment of the first psychologist\(^{(4)}\) to the first official child guidance centre in England,\(^{(5)}\) came an attempt to meet the vigorous criticism which had been voiced in England concerning the methods of certifying defectives.\(^{(6)}\)

So, in England, came the application of applied mathematical measurement of psychology (first presented as possible ...)/(3)
in London, to which local teachers sent their pupils for psychological examination and report.

\(3\)Reese Edwards, op.cit., p.19.
\(5\)Founded in 1913.
\(6\)It had been the habit to rely on "stigmata" or "nerve signs" to identify defectives. (ibid., p.88.)
by Fechner (1807-1887) to the actual measurement of individual differences (first accomplished by W. Wundt) (1832-92).

Meanwhile the recognition that society should organize assistance for young people at the period of their entry to the working world was expressed officially by the Labour Exchanges Act (1909). Early in 1910, in accordance with the powers conferred by this Act, the Board of Trade issued rules requiring the establishment of "special advisory committees for juvenile employment" in suitable areas; and a few months later the Education (Choice of Employment) Act was placed upon the statute book. This Act, by its brief clauses, afforded local education authorities the financial powers that were necessary to enable them "to give boys and girls information, advice and assistance with respect to the choice of employment." (2)

The two Acts of 1909 and 1910, actually set up a dual system of control and additional legislation by means of The Education Act of 1918, provided for the head teachers of elementary schools to give advice as to proposed employment.

The first organization in England to specifically offer vocational guidance based on psychological research and methods was the National Institute of Industrial Psychology,

(2) The provisions of this Act were later incorporated in the Education Act (1921) - Section 107.
founded by C. S. Myers\(^{(1)}\) in 1920. Its purpose was to "provide a suitable approach to the problems of commerce and industry"\(^{(2)}\) based on research.

Writing in 1935 of the fifteen years to the mid-thirties, H.S. Wyndham says of English vocational guidance that "it is always necessary to remind oneself that English vocational guidance is almost wholly directed towards those 'other children' who have not had the advantage of a public school education, and, who are, ipso facto, shut out from, or seriously handicapped in the pursuit of certain vocations.\(^{(3)}\)

The detailed aims of The National Institute were initially set out as being:

(i) to study the requirements of various industrial and commercial operations; and

(ii) to elaborate and apply suitable tests; and thus

(a) to secure, in co-operation with industry and commerce, "more efficient and scientific selection of workers;" and

(b) to secure, in co-operation with the schools, "more reliable guidance for children when choosing their life work.\(^{(4)}\)

\(^{(1)}\)Reese Edwards, op.cit., p.22.
\(^{(2)}\)Of the Psychological Laboratory, Cambridge University.
\(^{(4)}\)Reese Edwards, op.cit., p.23.
In 1921, Australian-born Bernard Muscio, surveying the field of vocational guidance, claimed that the services offered throughout the world almost exclusively concerned vocational selection, rather than guidance\(^{(1)}\).

Following this, came the most important Vocational Guidance Investigation, so far undertaken. Conducted by the National Institute of Industrial Psychology in collaboration with the Industrial Fatigue Research Board, the preliminary survey alone extended from 1922 to 1926. The aim of this study was

(i) to test the practical value of scientific vocational guidance;

(ii) to discover how to improve it\(^{(2)}\).

For, although in 1910 the Education (Choice of Employment) Act had introduced the necessary legislation for the provision of guidance in England, little had been "actually done to introduce experimental methods to assist in the choice of occupations," before this investigation of 1922-6. Very little was known about the problem of vocational aptitudes, and, as Reese Edwards suggested in 1940, this was

\(^{(1)}\) B. Muscio, "Vocational Guidance," Industrial Fatigue Research Board Report, No. 12, 1921. (Note: B. Muscio became Professor of Philosophy in 1922 at Sydney University, having, even before his 1921 survey in England, delivered a series of lectures for the Workers Education Association in Sydney on "Vocational Guidance" - details in Chapter 3.)

partly due to the fact that "psychological research in England was," in this period "concentrated upon the problem of general ability."(1)

The underlying assumptions of the 1922-6 investigation, directed by Professor Cyril Burt, were that

(i) a boy or girl "found to be naturally unsuitable for one occupation will almost certainly be found suitable for another" and

(ii) different occupations "demand different aptitudes" and

(iii) "vocational guidance, as it progresses, will merely indicate to the applicant whether one occupation is more suitable in his particular case than another."(2)

The "purpose of vocational guidance," according to the introduction of this 1926 Report is "to discover and measure by scientific means those varying qualities of mind that make different individuals suited to different occupations."

During this investigation the full responsibility of London's young people in the matter relating to employment passed to the Ministry of Labour. This occurred in April, 1924.(3) The Minister of Labour appointed a body to be known as the London Advisory Council.

(1)Reese Edwards, op.cit., p.22.
(3)The dual control mentioned earlier thus came to an end. The 1926 Study states that this was as a result of the London County Council's decision not to undertake the administration of the Unemployment Insurance Acts concerning juvenile workers.
Thus came the strengthening of the link between Youth, Vocational Guidance and the Minister of Labour; and the weakening of the link between Youth, vocational guidance and the school.

The function of this Advisory Council was to deal with "the question of juvenile employment in London, and (among other problems) with the entrance of children into industry."(1) The plan envisaged for every elementary school leaver consisted of five steps:-

Step 1. A school leaving form to be filled in by the school giving details of:
(a) his home circumstances;
(b) his standard or class in school;
(c) his physical condition as noted by the school medical officer;
(d) his conduct;
(e) his ability as assessed by the teacher;
(f) the employment he desires.

Step 2. This form to be laid before a school conference to which the child and parents are invited.

Step 3. A recommendation to be "made and entered" regarding the work that seems most suitable.

Step 4. "In cases for direct action, through the medi-

ation of the Juvenile Advisory Committee and the Employment Exchange, applicants are submitted to employers forthwith for such vacancies as may be available."

**Step 5.** To test the recommendation and the placing thus attained, the child to be kept under supervision for the next three or four years.(1)

The Report of the 1922-6 investigation pointed out the need to make the school leaving form more scientific by means of "some psychographic scheme," more precise, more strictly comparable and more accurately standardized.

This Report claims that "no scheme of tests can be drawn up until it has been ascertained what special vocational abilities will chiefly call for measurement," and this depends on knowing "what aptitudes or qualifications may be wanted in the employments that children are likely to enter."(2)

One of the investigators, therefore, "undertook a careful statistical analysis of the occupations actually entered by a large group of children who had recently left school in the district where the inquiry was to be carried on.

Although this approach may appear extremely directive and although no recognition appears to be implied of the

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(2) Ibid., p.3.
fact that choice of a vocation is a developmental task and should be closely integrated with all guidance throughout the secondary schooling, yet it was an effort to come to grips with the problem in a scientific way.

One of the most interesting sections of the Report concerns The Estimation of Intelligence in Vocational Guidance. In it Spielman and Burt express the expectation that "the level of the child's intelligence" would be one of the foremost considerations for "the very nature of intelligence," (which is "now commonly regarded as a general or central factor entering into every form of work,") makes it "of supreme importance for industrial success."

Spielman and Burt presented a table which was to serve as a basis for fitting "a person's occupation to the degree of intelligence which he inherits." This "seems" they stated "no impracticable ideal, and it becomes the duty of the community through its schools or other agencies:- first, "to ascertain what is the mental level of each individual child;"

then, "to give him the training or instruction most appropriate to that level;" and

lastly, "to guide him into the career for which his abilities seem to have marked him out."

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The measurements of intelligence could have "no value unless the psychologist also has in front of him an inventory showing what particular careers are best suited to each particular grade," state Spielman and Burt.

Hence a "first approximation to such a list" was compiled at the outset of the investigation.

This was set out as follows:

**CLASSIFICATIONS OF VOCATIONS ACCORDING TO DEGREE OF INTELLIGENCE REQUIRED**

**Class I:** Higher professional and administrative work  
(Mental ratio: over 150)
- Lawyer, Physician, teacher (university and secondary), author, editor, scientists, artist, civil service clerk (Class I), managing director, company secretary, broker, chartered accountant, architect, analytical chemist, professional engineer.

**Class II:** Lower Professional, Technical and Executive Work.  
(Mental ratio: 130-150)
- Teacher (elementary), civil service (second division), accountant, secretary, executive clerk, dentist, veterinary surgeon, reporter, social worker, factory superintendent, surveyor, merchant, auctioneer, buyer, commercial traveller, technical engineer, designer.

**Class III:** Clerical and highly skilled work.  
(Mental ratio: 115-130)
- Shorthand-typist, book-keeper, bank or office clerk, wholesale salesman, musician, specialist teacher (gymnasium, music, domestic science), small merchant, insurance agent, electrician, telegraphist, druggist, hospital nurse, compositor, engraver, lithographer, draughtsman, photographer, tool-maker, pattern maker, moulder, machine inspector, showroom assistant, foreman.
Class IV: Skilled Work. (Mental ratio: 100-115)
Tailor, dressmaker, milliner, upholsterer, engine, tram and bus driver, policeman, telephone operator, printer, mechanic, turner, fitter, miller, finisher, hand-rivetter, cabinet maker, carpenter, plumber, blacksmith, mason, farmer, shop assistant, cashier, hair-dresser, routine typist.

Class V: Semi-skilled repetition work. (Mental ratio: 85-100)
Fairly mechanical repetition work requiring low degree of skill, poorer commercial positions, barber, welder, tin and coppersmith, driller, polisher, miner, furnace man, carter, bricklayer, painter, carpenter, baker, cook, shoemaker, textile worker, laundry worker, packer (delicate goods), postman, coachman, waiter (waitress), page boy, domestic servant (better class).

Class VI: Unskilled repetition work. (Mental ratio: 70-85)
Unskilled labour, coarse manual work, automatic machine worker, labourer, loader, navvy, fisherman, farm hand, groom, slater, chimney sweep, packer, labeller, bottler, porter, messenger, deliverer, lift boy and lift girl, domestic servant (poorer class), factory workers generally.

Class VII: Casual labour. (Mental ratio: 50-70)
Simplest routine work and occasional employment on purely mechanical tasks under supervision.

Class VIII: Institutional. (Mental ratio: under 50)
Unemployable (imbeciles and idiots).

It was claimed by Spielman and Burt that once the child's intelligence had been assessed "an important step had been taken towards selecting his vocation, for he is debarred from success in such higher occupations as would call for more intelligence than he possesses and it also "makes it
foolish for him to seek lower occupations such as could be carried out by others less intelligent than he.  

The use of a tabulated list of occupations became "one of the main principles adopted in making vocational recommendations in this investigation."  

So was vocational guidance seen in England as a matter of classification - mainly based on intelligence, as tested by:—

1. Oral Tests (Binet-Simon Scale) and Non-verbal tests (i) Performance, (ii) Non-language group tests.

There were, however,

1. Scholastic Tests,

and 2. Tests of Special Abilities - Mechanical, Constructive, Creative Imagination and Dressmaking.

Also taken into consideration were Estimates of Character Qualities, Home Conditions and Physical Conditions.

In fact it was stressed in this 1926 Report of the Fatigue Board and the National Institute, that, especially for "the middle ranges of intelligence" ... it is "of supreme importance, not to rest content with an assessment of intelligence alone, but to make a further study of the child's par-

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(1) Ibid., pp. 18-19.
(2) Ibid., p. 19.
(3) Ibid., p. 17.

(Note: The Intelligence Test employed in this investigation was a version by Cyril Burt of the Stanford Revision of the Binet-Simon Tests (by permission of Professor Terman in whose "Measurement of Intelligence" published by G. Harrap & Co. 1919 had appeared the Stanford Revision).}
ticular aptitudes and of his special qualities of temperament and character."(1)

Burt's method of what he called "progressive delineation"(2) in vocational guidance, required, he stated, "a psychological description" of the child's "prospective employment" to compare with the psychological description of the child. "What is known as job-analysis," stated May Smith and Lettice Ramsey in their section on "Methods of Giving Advice," "is one of the most urgent lines of research to be undertaken before vocational guidance can be placed upon a sound footing."(3) (Actually, in 1924 Viteles had developed a psychographic method of presenting occupational requirements. This 5-point graph he called a job-psycho-

Among the conclusions reached in the 1926 Report, are the following:

1. There is a large number - and great complexity - of factors involved in any attempt at vocational guidance.

2. Although intelligence appears to be of supreme

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(1) Ibid., p.19. (These latter qualities were only estimated by observation during the tests.)


importance in the choice of a career, there are many other factors involved. (Research is urgently needed.)

3. Job-analyses are needed.

4. The value of psychological tests for vocational guidance is fully confirmed.

5. Tests can cover no more than a limited part of the field ... However perfect, however carefully standardized, tests by themselves mean nothing ... the real value lies ... in the interpretation of the test-results.

6. "It seems clear that in the near future the teacher will have an important part to play in the work of vocational guidance. The intensive personal inquiries that are involved appear far too prolonged and costly to be delegated wholly to outside specialists. With the deeper interest shown by teachers in the psychological study of the individual child, with the increased instruction in psychological methods given to them during their Training College Course, it should soon become possible for a large part of the necessary testing and recording to be undertaken as a piece of normal work of the school."(1)

(1) Cyril Burt, "General Conclusions", "A Study in Vocational Guidance", Industrial Fatigue Research Board, Report No. 32, 1926, pp.89-102. (There were actually eleven conclusions.)
A. Macrae, on behalf of the National Institute, followed up 421 vocationally guided cases among secondary school pupils and showed that over 80% of these had been successful in their positions. (1)

In 1931 F. M. Earle's full account of a follow-up of the after-careers of 600 children in another London experiment was presented as evidence as to the utility of guidance. (2)

The general conclusions of these investigations were of course, made by a semi-public body, and have never, unfortunately been really integrated into the educational system. The confirmation of the value of the interpretation of psychological test as an aid to understanding a pupil's potential abilities, combined with a recognition of the need for intensive personal inquiries such as teachers in a school can give, should have led to a guidance system throughout education in England. However, it did not. The National Institute of Industrial Psychology has been like an oasis in the 'guidance as a vital part of education' desert.

Vocational guidance has not been seen as the end point of continuous developmental guidance integrated into the whole school system. Rather, vocational guidance is seen as being concerned with a decision which comes at the end of

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full-time schooling, and still very largely determined by the school attended, (i.e. social and economic factors).

The main change that the guidance approach to education seems to have achieved at the official level in England has come from the recognition that the school attended should be determined by ability rather than social or financial status. Thus opportunities became available for more and more children of ability who at 11+ could gain entry to schools of the grammar school type. This does however cause guidance to be, in practice, mainly a matter of classification.

It was actually in 1926 that the Hadow Scheme brought to the schools the 11+ selection and classification of children. It also brought to able children, really public secondary education and with it came a certain amount of uniformity in English guidance practice for it presented all Local Education Authorities with the problem of providing vocationally biassed post-primary curricula for the increasing number of children who, after the age of eleven, were attending "board" schools.

Some of the L.E.A's interpreted the "vocationally biassed curricula" of the "Hadow Scheme" as being "exploratory courses to discover vocational talent," others interpreted them as courses intended to give "pre-vocational training, when talent had been discovered," while others interpreted them as courses which "do not seek to determine the vocational future" of the students, but which, however,
provide scope for "those non-academic aptitudes which nearly every child possesses to a greater or less degree."(1)

Thus both educational and vocational guidance were interpreted on the administrative level, as being a matter of classification.

A scholarship system made some progress in bridging the gulf which formerly separated the two types of school - "great public" and "really public", as one may call them. As the Yearbook of Education for 1932 says:

"the original basis of the distinction between an elementary and a secondary school was a general difference between the social and economic status of their pupils, and this distinction though greatly softened still remains."(2)

In many European countries - including England, the difficult depression years led to unemployment among graduates of Universities. In the early 1930's the Universities were over-crowded. This added a problem for vocational guidance and educational guidance. The International Student Service published striking conclusions on this problem in their first two tentative reports:

"The solution of the problem is not to be found in any arbitrary mathematical limitation of numbers, but rather in well-considered vocational guidance."


guidance practices which provide for the welfare of the individual through adequate societal planning. (1)

The author of this Study states specifically:

"In as far as higher education serves to prepare man for earning a livelihood, restrictions in student enrollments (sic) are admissible. These restrictions ought to be based on an occupational plan."

"The secondary schools in most countries are ill-adapted to the degree of technological development characterizing the society within which they exist, and this is the main cause of the overcrowding of the institutions of higher learning. The secondary schools, as well as the colleges and universities, adhere to obsolete social concepts which tend to increase unemployment in the professions."

"The most important step to relieve the overcrowding of the institutions of higher learning and unemployment in the professions must be the establishment of an educational plan for each country, adapted not only to the quantitative but also the qualitative needs of the country and to the possibilities given by technical progress to meet these needs." (2)

Thus the real solution to England's problems of the 1930's should have been: a guidance orientation which viewed guidance not as something "to be undertaken for exceptional pupils at exceptional crises of their school career," (3) but as a continuous process available for all and an integrating principle bringing complete reform to the school system and curriculum.


But, in England the solution was mainly, in practice, a matter of classification!

It is significant that, whereas in America, as we shall see, writers mostly see vocational guidance as one of the various emphases of the whole continuous developmental guidance programme of the school, in England and many other European countries writers often tend to look out from the vantage point of the school leaver's problem towards the world of work, and practise guidance which involves:

(i) a decision to be made there and then mainly by an officer who is expert in the employment and industrial field;

(ii) a means particularly of securing the best division of labour within the social group and (only as an almost incidental consideration - advisable for the sake of industry);

(iii) "the best fitting of each person to that employment most appropriate to and commensurate with" the leaver's abilities. (1)

While it is realistic and necessary for guidance towards occupations to take into serious consideration the needs of the employment market, the emphasis on this in some countries, such as England and Germany, has given a bias to

the whole approach to guidance which has seriously limited the welfare of the individual youths. It has come from a hardening of a viewpoint inherent in this statement from the 1917 "Report on Juvenile Education in Relation to Employment after the War,"

"Quite apart from the cash value of strictly technical knowledge, it has proved an industrial discovery of the first magnitude that the personnel of a factory is part of its equipment, and that time and money are well spent in bringing that equipment to a high state of initial perfection, in keeping it properly lubricated, and in saving it from disastrous stress and strain."

which was quoted with approval in 1940 by English writer Reese Edwards, when he stated that "Vocational and occupational guidance are founded on the basic principle that industrial efficiency depends, ultimately, on human efficiency."(1)

Such a point of view naturally links occupational adjustment with political and social philosophies, and with economics; and in the words of Keller and Viteles in 1937, it causes vocational guidance to be "circumscribed by tradition and circumvented by politicians."(2) "Amid this welter of social forces," these writers contend, "individual attributes - personality, culture, intellect, physique; all the charac-

(1) Reese Edwards, 1940, op.cit., p.ix (foreword).
teristics that contribute to the making of morally excellent and dynamically effective human beings - must somehow be adapted to the realities of day to day existence." (1)

While the need to adapt to the realities of day to day existence in a complex and difficult world is the reason for the need for guidance, these statements express a different emphasis - a non-guidance oriented viewpoint - to the emphases found in the newer, young societies - especially America, where the "dynamically effective human beings" are met by a practical philosophy of dynamically developmental guidance for adjustment as the integrating principle in the school system.

It must not be overlooked when discussing English guidance practices that in the schools where there are Career Masters, there is generally some vocational guidance done - but it concerns mainly boys who will enter a profession. (2)

As early as 1927 the Report of the National Institute of Industrial Psychology had supported the idea of Careers Masters in schools, (3) when it said that 'in every school there should be one person whose recognised duties should include the vocational guidance of pupils'. But England did not accept this role for teachers in Vocational Guidance as a general rule. Careers Masters, however, still hold an

(1) Ibid., p.17.

(2) Reese Edwards claims that the guiding of the 3 to 4% who enter vocations is an entirely different problem to guiding entrants into occupations. He claims that some hold that "selection is as yet the only reliable method of approach" with such young people.

(3) Several Public Schools had already appointed one teacher as
honoured position not officially integrated into a whole system and not usually under centralised control.

Meanwhile, the guidance and help for children who were seriously handicapped had extended so that by 1944, there were 70 child guidance centres in Great Britain, including 17 in London, 15 in Scotland and 3 in Wales. Until the end of World War II, child guidance mainly concerned "pupils who were mentally subnormal," "the feeble-minded, the dull and backward, the delinquent, the neurotic."(1)

Even before 1940 a school psychologist had carried out surveys on pupils' abilities - or had examined brighter children for the award of scholarships or entrance to trade schools, but there had not developed any "carefully planned system of 'guidance',"(2) although this was recognised by many as desirable.

With the 1944 Education Act came:

1. official sanction for a variety of instruction and training in post-primary education (based on the 3 types of children - 3 types of school of the Hadow Scheme);

(3) .../a Careers Master for part of his time - the first school to appoint a teacher to such a position seems to have been Eastbourne College, where Stephen Foot gave this service. (H. Raymond King, "Vocational Guidance for School Pupils in the United Kingdom," Yearbook of Education, 1955, op.cit., p.383.

(2) Ibid., pp.95-6.
2. direction that this variety should be in keeping with 'the different ages, abilities and aptitudes of the pupils';

3. a re-organization of the State system of education as a continuous process in three stages (primary, secondary and further);

4. an official recognition of maladjusted children in the schools;

and, the raising of the school leaving age to 15 as from 1947.(1)

In 1945 Minister of Labour, Ernest Bevin, appointed a Committee which later presented a Report on juvenile employment. The main recommendation of the Ince Report, as it was called, was that one common employment service should function for leavers from all types of school.(2)

In 1948, under the Employment and Training Act, "what was henceforth to be known as the Youth Employment Service (Y.E.S.) was reorganized." Eighty percent of the local education authorities, including London, decided to assume powers under Section 10 of the Act and to operate the service. All schools "maintained or other" were required by the new

(1) Ibid., p.98.
(2) H. Raymond King, Year Book of Education, 1955, op.cit., p.386.
(3) Ibid., p.396.
Central Youth Employment Executive to supply to the Youth Employment Office (Y.E.O.) particulars of all pupils about to leave school at the statutory leaving age."(1)

So has guidance failed to become in England,

(i) a continuous process for all children in every school;

(ii) an integrating principle closely oriented with educational philosophy, policies and practical expressions in the schools - such as curriculum, teaching methods, school tone;

(iii) a process utilising the services of every teacher;

(iv) a necessary part of the professional training of all teachers;

(v) much more, officially than a means of classification - educationally, vocationally;

(vi) integrated with the community;

(vii) centred in the school, with vocational guidance and child guidance seen as only aspects of a continuous service.

This is not to say that these desirable guidance facets are not present in some schools, or that educationists do not recognise the need for the guidance-oriented education system.

(1) Ibid., p.396.
However, the traditional social barriers of class are too strong. There is an inherent fear perhaps that, as Reese Edwards realised: "The practical operation of vocational guidance administered irrespective of social barriers could modify" the "entire structure" of "society." (1) A doubtful benefit as viewed by the socially upper classes!

The restrictions imposed by the social situation have tended to prevent adventurous and dynamic developmental philosophy or practice of education.

This has restricted guidance as a continuous process in the schools and has inevitably caused an emphasis of classification - (of defective children at an early age and of bright children at 11+). Vocational guidance has, in this setting, become the responsibility mainly of the Ministry of Labour, and not of Education, although a certain emphasis on vocational education is, the responsibility of the Ministry of Education.

Some guidance-oriented aspects of the English scene since 1920 have been:

(a) The activities of the National Institute of Industrial Psychology.

(b) The developments in child guidance.

(c) The work of headmasters and Career Masters in the Great Public Schools.

(1) Reese Edwards, 1940, op. cit., p.ix.
(d) Steps towards equality of educational opportunity in the form of selection for secondary education suited to natural abilities.

Since 1920 the activities and theoretical assumptions of the National Institute of Industrial Psychology have been well in advance of practice in England. The selection of children for secondary schooling at the early age of 11+ has been criticized, however, mainly on the basis of its possibility and its desirability.

Watts and Slater warned that it was necessary to remember that "even if a sharp division of children at 11 plus into academic and practical groups proved to be possible, this would not necessarily point to the desirability of arranging different curricula for them."(1)

Not only is it held by most psychologists today that it is not possible to measure the abilities and aptitudes of children at the age of 11+; but it is also believed that it is not possible to select children at that age for the different kinds of education which should fit them best for their probable vocation. For, research suggests that the age of about 11 or 12 is too early for a sufficiently distinct 'aptitude structure' to be evident. As Cyril Burt wrote in 1950 at the conclusion of a symposium reported in the "British  

(1) Report of the Committee Appointed to Survey Secondary Education in New South Wales, Appendix A, "Evidence Presented by Dr. K.S. Cunningham (Director) and Dr. W.C. Radford, "Educational Research," October, 1957, p.117.
Journal of Educational Psychology," - "On the weight of evidence as summarised in all these contributions, it is highly doubtful whether such tests will ever be able to demonstrate any marked bias, latent or developed, in any large number of cases at so early an age as 11 plus."(1)

To sum up in the words of P.E. Vernon ("The Structure of Human Abilities", page 112):

"It is likely that 'g' is the major common factor in all except the simplest manipulative performance test, hence it is impossible to differentiate any large proportion of children, at 11 plus, into academic and practical types." (2)

Most educationists today believe that it is wise to plan secondary education in terms of the natural interests and abilities of children in the age group between say 12 plus and 16 plus(3) rather than to plan secondary education by differentiating children according to possible future vocational potential, which is, indeed, what is being done in countries such as England.

A SUMMING UP - GUIDANCE IN ENGLAND

In England guidance is not inegrated into all education and, in fact, is largely a matter of classification.

(1) Ibid., p.117.
(3) Report of the Committee ... in N.S.W., op. cit., Appendix A, pp.112-3.
"One of the chief features of the American educational system is the guidance programme."

- J.B. Conant.

In America, almost from the beginning of guidance, the school has been vitally involved. Following the statement in 1908 by Parsons\(^1\) concerning the need for vocational guidance to become part of the public school with professional workers, a committee on Vocational Advice was formed by the Boston School Committee. By 1910 a vocational counsellor was appointed in every high school in Boston, and in 1912 the Boston Placement Bureau was established. Parsons was credited with the establishing, 9 months after the Vocation Bureau, of a counsellor-training programme and in 1910 the Boston Chamber of Commerce sponsored the First American National Conference on Vocational Guidance. Two years later the Second National Conference was held in New York City, and at the Third National Conference held in Grand Rapids, in October, 1913, the National Vocational Guidance Association was founded.

"At this meeting the three needs for guidance were identified as: economic (italics), the need for a better and more efficiently selected body of employees in industry; educational (italics) the need for wise choices of educational programs by pupils; and social (italics) the preservation of society."

\(^1\)Founder at Boston of the first Vocation Bureau.

\(^2\)Frank Miller, *op.cit.*, pp.31-2
Before the First World War, too:

(i) Munsterberg at Harvard University had carried out and stimulated systematic research in vocational guidance, including an experiment to determine the requirements of an occupation. (1)

(ii) Applied psychology was established at the Carnegie Institute of Technology. "From this development," stated Keller and Viteles in 1937, "came the personnel work in the Army and highly significant work in the measurement of vocational interests." (2)

Intelligence testing and a personnel system in the U.S. Army profoundly affected guidance philosophy and methodology. Although it is impossible to generalize concerning guidance in America, several city-wide guidance programmes had developed before the outbreak of War in 1914. In Cincinnati, Ohio, the guidance programme established under F.P. Goodwin, in 1911, was based on principles which Frank Miller claimed in 1961, "would be acceptable today." (3)

At Central High School, Detroit, Michigan, Jesse B. Davis had actually introduced a school-wide programme (from within the school) of (a) personality, culture and character

(2) F.J. Keller and M.S. Viteles, *op. cit.*, p.33.
(3) F.W. Miller, *op. cit.*, p.28.
development and (b) vocational information in connection with regular curriculum subjects. Soon after he became Director - in 1913 - of Vocational Guidance for the City of Grand Rapids, the city established a centralized system of guidance. At Boys' High School, Brooklyn, Eli Weaver laid the groundwork for the New York City Vocational Guidance Survey of 1911.(1)

Several other early developments in guidance were:

1. **The Child Guidance Movement.** This began with the establishing of a clinic during 1909 in Chicago, Illinois by Dr. William Healy and his wife for slum children treated originally medically. As many of the children came from broken homes, there were often psychological problems related to the total problem. By 1914 there were one hundred child guidance clinics established.

2. **The Mental Hygiene Movement.** In 1909 the National Committee for Mental Hygiene was founded, very largely due to the influence of Clifford Beers, who had himself suffered a mental breakdown. Soon, increased emphasis was placed upon preventive aspects of mental health. Mental hygiene clinics were established.

3. **Personnel Work in Industry.** Munsterberg's work led to job-analysis technique and, Miller suggested

(1) F.W. Miller, *op.cit.*, p.28.
that the development of 'short form' group tests of mental ability also influenced the growth of personnel work in industry.


Although the early work of Binet was stimulated by the need for identifying and assisting mentally retarded children, nevertheless his Intelligence Scale of 1905 was a big step forward in the development of measurement techniques that gave a greater degree of objectivity to the process of educational and vocational planning with all children and young adults. (1)

The work of Otis and Scott in developing a group test of mental ability gave further impetus to this testing movement. After World War I a great number and variety of standardized tests were constructed. (2)

5. Dean of Girls Movement. In 1913 (January 22)

Superintendent Young made an important recommendation to the Board of Education of the City of Chicago:-

That women counselors be appointed in each 'mixed' high school for the social guidance of girls.... The boys have a counselor and a friend in the principal who directs and advises them in affairs of personal and organized social nature arising outside the staff room ... the girls have no woman

(1) Ibid., p. 30.
(2) Ibid., p. 30.
teacher to whom they can go in similar circum-
stances.

Superintendent Young recommended that a selected woman
teacher "would teach three regular classes, and, under the
direction of the principal, give special attention to the
organized social life of the girls" and be paid extra "for
this responsibility." "This recommendation to the board,"
said Miller, "though not mentioned too frequently in our
literature, represented 'pioneering' of a far-reaching
nature."(2)

Guidance as an integral part of the school system had
developed in many parts of America before 1930. The use
of a homeroom at junior high school level was introduced as
early as 1925 at New Haven, Connecticut. It was discovered
that occupational information could not be given effectively
by homeroom teachers, who had other functions, such as
checking on attendance and punctuality. Special regular
classes in the subject of Occupational information were intro-
duced at New Haven - this was the beginning of group guidance
in America.(3)

Between 1923 and 1926 the American Council on Education
organized its Committee on Co-operative Experiments in
Student Personnel.(4)

(1) Proceedings of the Board of Education of the City of
Chicago, 1911-12, p.80.
(2) F.W. Miller, op.cit., p.31.
(3) Robert Hoppock, Group Guidance, Principles, Techniques and
1949, p.359.
(4) F.J. Keller and M.S. Viteles, op.cit., p.34.
This Committee:

(i) introduced the cumulative record card;
(ii) prepared the simplified rating scale for students;
(iii) encouraged experimentation in the measurement of vocational interest tests by Strong, which resulted in making the Strong Vocational Interest Test available in 1928;
(iv) encouraged experimentation in vocational information monographs as exemplified by the significant work of Crawford & Clements at Yale in the field of occupational information.

This Committee also assumed the task of developing achievement tests for use in secondary schools, and at junior college level.

In 1933 it was claimed that out of this has come the "major strategy of guidance" implemented by batteries of objective tests. (1)

It is clear that "vocational guidance in the United States has been essentially a school concern." (2)

In 1932-3. H.S. Wyndham, now Director-General of Education for N.S.W., gained his Doctorate in Education at Stanford University, working under Terman, to make a study in

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(2) F.J. Keller and M.S. Viteles, op.cit., p.40.
"Ability Grouping." His comments on his impressions of guidance activities in America (as well as in England) during this period are contained in an article in the "Forum of Education," June, 1955. At this time one of his main impressions of American Vocational guidance was that it had become an integral part of the work of every type of secondary school. The visitor to the United States today will therefore find comparatively few 'Vocational Guidance Bureaus,' but will meet in every high school one or more 'counsellors' who are not only trained administrators of tests, but have followed in their professional training, courses in Vocational Guidance and in Counselling, which are offered by all the more important Schools of Education in American Universities.

Dr. Wyndham suggests that such resident "counsellors" on the staff of the American secondary school "doubtless represent the answer to the need for closer contact with the pupils which was felt by all thoughtful educators in the United States as the enrolments of the schools increased."

The duties performed by the counsellors in United States schools are similar to the duties performed by "form masters" in English schools, but the counsellors, do so "in a more explicit and technically expert fashion." Being trained, the counsellors are able to administer most of the tests, analyse and interpret their results.

The functions of the counsellor developed in U.S.A. and became wider partly because of the great number of courses
offered in the curriculum and the fact that "electives" are possible. This latter makes advice of an educational kind necessary, so as to "integrate the separate courses into a coherent, five-year whole and to orientate that whole towards a vocation or towards some further, more specifically pre-vocational course of training."

Dr. Wyndham claims that "by co-ordinating the work of form-master, school psychologist and curriculum adviser, the counsellor in the American secondary school has made vocational guidance an integral part of the life and work of every school;" but he then suggests that it would perhaps be more correct to say that "the vocational future of the child, his aptitudes and preparation for that future have been made one aspect of a much more comprehensive plan of educational guidance than has hitherto been attempted in Australia."

Vocational guidance has become an integral part "of the public school" in America, because of the "integration of lines of approach to the study of each individual child."

Vocational courses could be taken in American secondary schools "with academic subjects such as Latin." These vocational courses include wood, metal, leather, and other forms of handwork, all forms of art, with their vocational liaisons, printing, bookbinding and kindred occupations.

In a sentence, which may be seen now as foreshadowing the new Secondary Scheme of education, introduced into New South Wales State Schools at the beginning of 1962, and based on
the recommendations contained in "The Wyndham Report" on Secondary Education in N.S.W., Dr. Wyndham wrote in 1935;

"because (in America) all types of secondary courses are followed under the same roof, there is nothing to prevent a most catholic choice of courses on the part of a pupil or a most elastic arrangement if his first choice does not prove suitable."

Dr. Wyndham suggests four motives which seem to be behind "this provision of a wide range of vocational courses."

In the first place they represent part of the American protest against the narrow and academic atmosphere which characterises secondary education in many other parts of the world; secondly, they are, quite explicitly, exploratory courses, in which the pupil may discover or try out aptitudes and interests; thirdly, they are sometimes, though not generally, specifically designed for vocational preparation; finally, they are coming to represent the growing conviction in American secondary education that not only should the secondary school be free from the domination of university matriculation requirements, but that it should provide a curriculum containing activities corresponding as nearly as possible to those which are to be found in 'real' life.

In America, by 1937, the picture of guidance involved great variety of emphasis; but essentially it seems to involve, at its most thorough:

(i) The use of Cumulative Records.

(ii) The administration and interpretation of tests of intelligence, of achievement, and of vocational aptitude, ability and interests.

(iii) The use of individual interviews through the personal counselor-counselee relationship.

(iv) A program of try-out shops as the usual method of giving varied vocational experiences.

(v) The presentation of occupational information through class instruction, printed matter and other means.

(vi) Placement for those who leave school. (this is rarely.)

(vii) Follow-up of school leavers partly for evaluation and improvement of guidance services of the school.

The system of guidance by 1933 in Providence, Rhode Island appears to have features that may have influenced the type of guidance which developed in New South Wales from 1935.

The Providence system had been established for eighteen years by this date, and had been developed under the leadership of its founder, Richard D. Allen, an assistant superintendent.

This system sprang from the realization of the needs of the individual through the educational process. The vocational phase of guidance, while being the end in view, is not primary Co-operation with the State Department of Labour has, nevertheless, provided "complete information on the status of all workers in the state."

A combination of the cumulative record and testing aspects of the guidance process, as practised in Providence was to become one of the important features of the New South

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(1) Folkeller and Ms. Viteles, op. cit., p. 40.
Wales system of guidance.

These records, in Providence, included for each student at time of entry to secondary school:

(1) Mental Growth, showing several IQ's, preferably recorded in graphic form - and obtained at intervals of from one to three years.

(2) Educational achievements of pupils recorded objectively showing growth in each subject and standard at time of entrance to secondary education.

(3) Teachers' reports - as objective as possible - on attitude, personality development and work habits.

(4) Evidence of special abilities and interests.

(5) Data on activities, number of children in the family, employment of parents or older children. (These should be collected periodically and kept on file.)

(6) Health record (by nurses and doctors) and home conditions (especially as found by home visitors or attendance officers.)

In the Providence System, the duties of the Counselor include interviews about:-

(a) leaving school to enter employment (interview with parent and pupil with reference to placement and the issuance of an employment certificate).

(b) checking unwise choices of electives.
(c) Special problems of health, absence, failure, transfer.

(d) Home visits and conferences with parents.

(e) Educational and vocational plans.

(f) Periodical check-up on educational progress.

(g) Possible changes in the school curriculum program that concerns teachers, department heads and the principal.

The duties also involve follow-up reports of graduates and of employed pupils in evening or continuation schools.

"In other words, the interview provides opportunity for the discussion of all problems that may beset the child."\(^{(1)}\)

**Occupational Information**

In America it was, by the mid-30's, the custom in most guidance programs to present to pupils in one form or another the facts regarding qualifications for entering and succeeding in the various occupations. Often counsellors or pupils or both actually gathered authentic information on occupations.

In the Providence program the study of occupations was part of the group guidance work, which occupied two periods each week throughout the secondary school period. Approximately one-fourth of the time of the group guidance course was devoted to the teaching of occupational information. Counselors carried on research in the occupations.

By the mid-thirties too, a mass of printed matter was on the market, giving occupational information. The White

\(^{(1)}\)Ibid., pp.42-5.
House Conference Report devoted thirty pages to a bibliography, "Books about Jobs"(1) which contains approximately 8,500 titles.

Placement

Although the Providence program of guidance held that the placement office was an integral part of the public school system, the primary function of guidance was counseling, and, only secondarily, placement. Included in its plan of work was the supplying of information to pupils, parents, social workers and employers, on educational opportunities, vocational training, occupational opportunities, information concerning the results of follow-up studies, educational needs and surveys for schools and social agencies.

Follow-up

In Providence there was a follow-up study after one, three and five years of the graduates of each class. The results were used –

(i) as an index of the educational and vocational opportunities of the community;

(ii) to indicate current conditions involving local problems of demand and supply in regard to various initial marketable skills;

(iii) as a rough measure of the effectiveness of try-out and vocational training courses;
(iv) to provide the placement office with additional names of employers; and
(v) to provide an additional check-up on unadjusted graduates - those out of work.

Keller and Viteles claim:

The effects of guidance are impossible to measure unless one knows something of the fate of the product. It is not enough that the results be obtained but that they be used to improve the service of the schools. They should affect (1) guidance procedures and curriculum.

Though we have studied the program of guidance at Providence in some detail there is actually a wide variety of programs carried on in secondary schools; that is in junior and senior high schools, and in vocational schools. It is assumed in most systems that around the fourteenth year in the pupil's life thought should be given to the choice of occupations, even though the actual choice can often be deferred for years.

Each community, often each school, organizes and administers the program in its own way. In Providence for instance, an assistant superintendent of schools, who reported directly to the superintendent of schools was in charge; and he worked

(1) F.J. Keller and M.S. Viteles, op.cit., p.50.
in co-operation with other assistant superintendents in charge of elementary schools, high schools, vocational schools, and other activities. He supervised the office staff, which consisted of placement officer, testing counselor, psychologist, attendance officer, and their assistants, but the counselors in the various schools were members of their respective school staffs and were under the direction of the principal.

Emphases vary from one system to another. In Atlanta, for instance, there is maintained a card file, by occupations of persons able and willing to speak to groups, or to be interviewed by individual students, and each classroom from the kindergarten through the senior high schools has a business man or woman as sponsor.

In Baltimore the guidance program is under the direction of the Supervisor of Guidance and Placement, who is a member of the Vocational Education staff. There was, therefore, "a system of educational and vocational guidance" in the public schools - in all junior and senior high schools, vocational and evening schools - which functioned "through specially trained counselors." The work concerned itself with a study of the individual pupil, "with a view to his educational and vocational adjustment." This is achieved by individual and group guidance.

"Guidance is often coupled with research. Sometimes it is only incidental to placement." (1) The New York City

(1) Ibid., pp.52-3.
Board of Education had established by 1937 a Bureau of Guidance and Placement, staffed with fourteen licensed counselors who served thirty-one junior high schools.

Advances and extension in guidance in America have involved the realization of the need for continuous guidance available to assist all educational decisions (concerning choice of electives particularly). As Ruth Strang, Professor of Education, Teachers' College, Columbia University wrote in 1948: "Surveys of Guidance in many schools and colleges indicate that need for educational guidance usually heads the list of student problems."\(^{(1)}\) Guidance is necessary, to ensure correct subjects for entry to tertiary education, and to lead to a certain vocation. For, young people need, as Strang suggested:

(a) specific information about preparation for vocations;

(b) knowledge of their aptitudes;

(c) knowledge of opportunities offering;

(d) information from people in various fields.

Help in study-methods at secondary level was found in practice to often prevent early withdrawal. However, other reasons than poor study-methods were suggested by Strang for early withdrawals. These included:

(i) absence of stimulating school atmosphere or spirit;

(ii) want of opportunity to feel oneself a responsible member of the group;

(iii) lack of educational experiences that meet the needs of each student;


\(^{(2)}\) Ibid., pp.3-4.
(iv) lack of reasonable and stimulating assignments; and
(v) inefficient reading habits. (1)

It is thus recognised here that the guidance counsellor should assist the principal and staff to remedy these causes of failure, often within the whole school situation. Inherent in some of these causes is the recognition of the need for the guidance approach to be involved at policy and administrative level in the school and in the school system. This may involve curriculum reform, changed teaching methods and improved opportunities for social development and guidance.

It is clear that guidance is always deeply conditioned, not only by society, but by "the assumptions made by those in charge of the process." (2)

"The Personnel & Guidance Journal" in April, 1959, contained a statement that "for the schools' psychological service to function effectively, it must be regarded as an integral part of the education authority's system and provision." (3) This same article considered it "imperative" that the general manner of the psychologist should be "such as to gain him the confidence of teachers, parents and administrative officers."

"In 1957", said Ruth Strang, when discussing 'Counseling Services in Schools,' "Dr. James B. Conant was quoted

as saying: 'One of the chief features of the American educational system is the guidance programme, where an effort is made to guide the student into the kind of education from which he/derive the most benefit'."

As Strang points out, guidance is considered a vital part of education in this statement by Conant.\(^1\) She also pointed out the great variation in guidance services among the 48 states of America. This makes it difficult to make generalizations. However, she quoted figures which indicate general extension of guidance services:

"In 1951-52, the percentage of public secondary schools having counsellors serving half-time or more varied from 1.5% in one state to 68.4% in another state ... In 1957 73% of the school systems in cities of over 2,00,000 (sic) population reported full-time counsellors in their senior high schools and 54% reported full-time counsellors in their junior high schools,"\(^2\)

and also pointed out that the increase in number of counsellors in recent years is indicated by these figures from New York State:

"the number of full-time guidance personnel increased ten times - from 75 in 1942 to 750 in 1956. In addition, (continued Strang) a number of people were assigned on a part-time basis, making a total of 1,525 guidance personnel in 1956."

During the past decade in America, guidance and counselling services have been accepted as being of Federal, nation-

\(^1\)Ruth Strang, "Counselling Services in Schools of the United States," Shiksha, 1958, op. cit., p.182.

\(^2\)Ibid., p.182.

\(^3\)Ibid., pp.183-4.
wide importance. Strang, in 1958, in the same Journal quotes from a publication - 'Education and Manpower' in which "The Educational Policies Commission" recommended that 'guidance services, uniquely characteristic of American education should be further improved and so increased in scope as to involve all who teach and to reach all who learn."(1)

Mainly in response to the "recognition that guidance should begin early and that many behaviour problems might be prevented by effective guidance in the elementary school," counselling services have developed in elementary schools in large cities since 1953, the year in which certification in guidance was required by 33 of the 48 states. Primarily, guidance in the elementary schools in America is "the responsibility of the class-room or grade teacher" which succeeds because of a combination of "in-service education and previous preparation of teachers for their counselling responsibilities." Strang pointed out that by 1958 more than 250 American colleges and universities offered courses in Guidance.(2)

Guidance, which Strang viewed as "a subtle process of helping the individual to help himself," needs both teachers and specialists, as Strang stated, in 1948. Teachers are generally accepted in America as having various roles to play

(1) Ibid., p.184.
(2) Ibid., pp.183-5.
in the guidance programme, and if the principal of the school has "the guidance program (sic) at heart" he should be "an inspiration to teachers" in their guidance activities.\(^{(1)}\)

Federal support for guidance in America came in 1940, when the Commissioner of Education issued a statement of principle which made it possible to use George-Dean Act funds for the establishment of guidance offices in state departments of education.\(^{(2)}\)

The George-Barden Act of 1946 broadened federal support of state and local guidance services. This was the real "breakthrough" in the organization of "guidance services on a state and national level." However, "the active leadership of men like Harry A. Jager," is given recognition by Miller. As Chief, Occupational Information and Guidance Service of the United States Office of Education, Jager provided the guidance movement in America with what Miller calls "the cohesion and 'forward look' necessary for continued progress."\(^{(3)}\)

This recognition of national responsibility for services to education came after recommendations of the President's Advisory Committee on Education in February, 1938. These were:

(i) That there should be "an expanded program (sic) of Federal Aid for Vocational Education."


\(^{(2)}\) F.W. Miller, Guidance Principles and Services, 1961, op.cit., p.33.

\(^{(3)}\) Ibid., pp.33-4.
(ii) That "a sound program (sic) of vocational education should include guidance and placement services as well as training services."

(iii) That schools which offered vocational education "should co-operate closely with public employment offices in the initial placement and adjustment of those leaving the full-time school."(1)

As a result of this Report, the 'Occupational Outlook Service' - was established in the Department of Labour in 1940. "Except for a short period during World War II, it has provided schools with a wealth of information concerning occupational opportunities and requirements,"(2) reported Miller.

Between 1950 and 1955 a number of studies were sponsored by the United States Office of Education, the National Science Foundation, and the Committee on Financing Higher Education to determine 'the extent to which secondary school graduates with aptitudes and interest for college failed to continue their education. A scholarship scheme appeared to be indicated as necessary.

A second study, made by the same group under a similar grant from the National Science Foundation, led to the conclusion that approximately one-half of the top 30% of the

(1)Ibid., p.32.
(2)Ibid., p.32.
nation's high school graduates do not go on to college.

"These and similar studies pointed toward three conclusions:

1. We needed improved testing of student aptitudes and improved cumulative records so that the potential abilities of students could be better identified at an earlier stage in their education.

2. We needed skilled counseling (sic) to encourage talented young people to stay at school, to work harder in academic courses and prepare for college.

3. We needed a greater number of scholarships for those with great potential talent who were presently barred from college by its cost."(1)

On 2nd September, 1958, as a result of these studies and committee hearings, the National Defense Education Act of 1958 was signed by President Eisenhower.

The purpose of this Act was set out as follows:

"The Congress hereby finds and declares that security of the nation requires the fullest development of the mental resources and technical skills of its young men and women ... the defense of this Nation depends upon the mastery of modern Techniques developed from complex scientific principles. It depends as well upon the discovery and development of new principles, new techniques and new knowledge. ... We must increase our efforts to identify and educate more of the talents of our nation ... It is therefore the purpose of this act to provide substantial assistance in various forms to individuals and to states and their subdivisions in order to insure training manpower of sufficient quality and quantity to meet the national defense needs of the United States."

The bill contained ten sections or Titles, of which Title V is called "Guidance, counseling (sic) and testing; identification and encouragement of able students."(3)

(1) Ibid., pp.34-6.
(2) Ibid., p.36.
(3) Theodora E. Carlson (assisted by Catherine P. Williams) Guide
Part A authorized funds to assist state educational agencies in establishing and maintaining programs (sic) of testing. It pointed out that although guidance programmes "are excellent in some areas, they are entirely non-existent in others. More than half of the counsellors (sic) in the United States are in only 7 States, serving more than one-third of the Nation's school children."(1)

Part B, Counseling (sic) and guidance training institutes. "To assist in training the professional people to carry out the programs (sic) established in Part A of Title V, Part B authorized counseling (sic) and guidance training institutes. The Commissioner arranges by contracts with colleges and universities for them to operate the institutes.(2)

It is pointed out in this "Guide to the National Defense Education Act" of 1958 that the two words Guidance and counseling "are not synonyms."(3) "Guidance, the bigger term, includes counseling as one of its 6 elements:

1. Analysis: Helping the student get the facts about himself - from test results, cumulative records, and other means of identifying potentialities and interests.

2. Information: Giving him the facts about his environment - about educational and occupational opportunities and requirements.

3. Orientation: Helping him to get acquainted with the school program (sic) and educational and vocational opportunities and requirements.


(1)Ibid., p.13.
(2)Ibid., p.15.
(3)Ibid., p.15.
4. **Counseling (sic):** Helping him to develop self-understanding and to develop his educational and occupational plans.

5. **Placement:** Helping him carry out those plans.

6. **Follow Up:** Determining how his plans work out and how effectively the educational program served him."

In 1960, a Commission on Guidance in American Schools was appointed to study and report on the role of school guidance in our society.\(^{(2)}\) The final report will deal with (a) social changes to be anticipated in the next twenty years and the impact these will have upon the function of counseling (sic),

(b) the nature of the School guidance program (sic), with particular attention being focused on the counseling function within that program(sic) and,

(c) the qualifications and professional education of school counselors.\(^{(3)}\)

One of the main developments during the last decade in America has been in attempts to "define and describe the importance of intellectual ability as a national resource."

Since October 4th, 1957 this movement has gained an

\(^{(1)}\)Ibid., p.15.

\(^{(2)}\)F.W. Miller, op. cit., p.43.

\(^{(3)}\)Ibid., p.43.
increased momentum - for then "the Russians put an earth satellite Sputnik I into orbit." One study called Project Talent, being conducted jointly by the University of Pittsburgh and the American Institute for Research, is receiving major support from the United States Office of Education. It involved 450,000 high school students, and its long-range objectives are to develop:

(a) a set of standards for educational and psychological measurement,

(b) a comprehensive counseling guide indicating patterns of aptitude and ability which are predictive of success in various careers,

(c) a better understanding of how young people choose their life work, and

(d) a better understanding of the educational experiences which prepare students for their life work.

"Follow up studies will be carried out by mailing questionnaires to each of the 450,000 students one, five, ten and twenty years after they graduate from high school in order to provide insights concerning factors which were most effective in influencing the students' decisions to take advanced training in preparation for careers and to enter these fields, as well as information regarding success and satisfaction in their work."

The recent activities and reports of James B. Conant

(1) Ibid., pp.43-4.

(2) Ibid., pp.44-5. (The testing phase, which was completed during the Spring of 1960 consisted of the obtaining of approximately 30 psychological, educational and personal background measures for each student. There were 1,357 schools involved in filling out details of guidance programmes in the schools attended by the students.)

(3) Ibid., p.45.
have made a great impact on educational thought.

In his "The American High School Today" he made recommendations which have caused a re-examination of the high school curriculum. Several of these recommendations have direct implications for the school guidance program:

1. **The Counseling (sic) System** - There should be one full-time counselor or guidance officer for every 250-300 pupils in the high school.

2. **Individualized Programs** - It should be the policy of the school that every student have an individualized program; there would be no classification such as college - preparatory, vocational or commercial.

3. **Programs of the Academically Talented** - School policy should be adopted in regard to elective programs (sic) for the academically talented as a guide to counselors.

4. **Highly Gifted Pupils** - Identification of this group, about 3 per cent nationally of the student population, should start in seventh or eighth grade.

5. **Foreign Languages** - Guidance officer should urge the completion of a four-year sequence of one foreign language if the student demonstrates ability in handling foreign languages.

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In the foreword to the Rockefeller Brothers Fund Report, "The Pursuit of Excellence - Education and the Future of America" it is stated:

"There is no more searching or difficult problem for a free people than to identify, nurture and wisely use its own talents. Indeed, on its ability to solve this problem rests, at least in part, its fate as a free people. For a free society cannot commandeer talent: it must be true to its own vision of individual liberty. And yet at a time when we face problems of desperate gravity and complexity an undiscovered talent, a wasted skill, a misapplied ability is a threat to the capacity of a free people to survive." (1)

A SUMMING UP - GUIDANCE IN AMERICA

So has guidance in America become integrated, not only with education, but with national planning.

SCOTLAND. "It is a matter of history that the village lad of ability in Scotland has been able to climb, by dint of personal industry and public scholarships, through the University into a Profession." - H.S. Wyndham.

Having surveyed guidance theory and practices as they have developed in two very different educational systems in two societies which differ in many essential ways, (2) it is helpful now to briefly consider the position in Scotland,


(2) See Appendix "G" for the function of Guidance in several European countries and Russia.
for various reasons - especially because the general 'atmosphere' of society in many ways resembles that of New South Wales.

There is a very different atmosphere with regard to vocational possibilities in Scotland compared with that in England. The professions have been open to those of ability who have not attended one of the historic schools of Glasgow or Edinburgh. Indeed, in 1935, H.S. Wyndham wrote of Scotland "Scottish social and educational thought are so much more akin to the Australian point of view that it is my personal opinion that Australian education would benefit greatly if our observers were to devote to a study of Scottish educational philosophy and practice some of that attention which has almost inevitably been lavished upon London and other outstanding centres in England."(1)

Writing in 1932 of the wastage in secondary schools and of the direction of pupils at the age of 11+, R.R. Rusk says that at his suggestion, the Scottish Council for Research in Education constituted a committee "to explore the possibilities of devising tests for determining types of abilities at the qualifying stage, to enable pupils to be directed into the appropriate course, so that later vocational guidance may not be prejudiced by a school course unsuited to the capacity of

the individual."(1)

Keller and Viteles reported that by 1937, in Scotland a
large number of secondary schools were using tests, but that
for the most part they are "for intelligence and not for
vocational aptitudes."(2)

From 1930, C.A. Oakley, Director of the Scottish Division of the Institute (i.e. The National Institute of Industrial Psychology) gave a graduate course of lectures at the University of Glasgow.

By 1937, these writers state that he is "the only lecturer on industrial psychology who has yet been appointed to the staff of a British University."

At the Edinburgh College for the training of teachers, Oakley had been giving a summer vacation course in vocational guidance for teachers "who have taken their degree in psychology and who wish to qualify for appointment as Careers Masters or Mistresses."

A handbook for this course was planned by the Institute as "none of the present texts, practically all of them American, meet the British situation,"(3) and a detailed book for the use of pupils was also in preparation.

The Scottish Institute of Industrial Psychology had carried out in Fife a follow-up study in vocational guidance

(2) F.J. Keller and M.S. Viteles, op.cit., p.103.
(3) Ibid., p.103.
with the support of the Carnegie Dunfermline Trust.

In Edinburgh and Glasgow psychological services became integrated with the school programme; but psychologists do not belong to the staffs of the schools.

In Scotland the limitations on guidance activities do not exist as they do in England, although there is a very strong emphasis on scholarship and on the recognition of some kind of aristocracy in education, an aristocracy of intellect, culture, science and knowledge. An address given in Scotland by Professor J.W.L. Adams of Queen's College, Dundee, Scotland "to a local Association" (1) criticized the U.S.A., who, the professor claimed, had failed in educational thinking because they had not accepted this point. In the course of his lecture, entitled "The Humanities," Adams said that "on the moral side the educational corollary of political democracy was not educational democracy in the sense of treating all children as equal."

He saw humanism as a doctrine "with a long and distinguished history," and felt that "it ill befitted us to throw out this side of our cultural heritage, (2) just because we needed science and technology.

He expressed the opinion that education could be vitiated by ideas of child education. From an educational point

(2) By which he meant the study of language, literature and the classics.
of view he claimed that educationists should be interested in, not dominated by, the child. For humanism stressed man in education, not the child - it dealt with whole man and embraced knowledge of all the world around him; and, therefore, there should be a wide range of subjects in the leaving certificate and university courses.

He claimed that the broad Scottish concept was preferable to specialisation at the school stage and he asked his listeners to remember that the world was suffering from "an over-estimation of techniques."

Education should be as wide as possible - by which he meant that it should include a wide conception of our cultural heritage and linguistic studies, including the study of words and what they mean.(1)

A SUMMING UP - GUIDANCE IN SCOTLAND

Although psychologists do not belong to the staffs of the schools their services are integrated with the school programme.

SUMMARY

Most advanced societies recognized, by the end of the 19th century, that special help was needed for handicapped children and for young people about to enter the complex working world. Because of advances in psychological testing at this time, it became possible to offer organized expert help.

(1) Ibid., p.117.
England and America represent two very different societies in which guidance has developed in two very different ways.

The traditional fixed social class system of England limits the possibilities of the full guidance approach to the needs of pupils. Even when the Hadow scheme opened opportunities to children of ability, there came classification at the administrative level rather than a system of guidance for every pupil.

Even when, in 1944, opportunities became wider, guidance did not become a continuous process available to all and permeating the education system.

From 1924 the Ministry of Labour was responsible for young people in relation to employment. So did Youth become linked in Vocational Guidance, with the Ministry of Labour rather than the Ministry of Education. Vocational Guidance organizations in England, as in other European countries, distrust the teacher's ability to know the world sufficiently to give vocational guidance adequately.

In America, where there is freedom from class distinction, vocational guidance is one emphasis possible in the continuous, integrated function associated with most school systems — and called Guidance. Other emphases are emotional, social or educational, each one being developmental within itself and related to each of the others.

Guidance is one of the chief features of the American educational system.

1. Whereas, in America guidance is seen as a continuous process for all children in every school, in England it has
failed to become this.

2. Whereas in America guidance has become an integrating principle closely oriented with educational philosophy - and curriculum, teaching methods and school tone, in England Guidance has failed to do so.

3. Whereas in America guidance has become a process utilising the services of every teacher, in England it is mainly a matter of Administrative classification.

4. Whereas in America guidance principles and practices are a necessary part of the professional training of all teachers, this is not true in England.

5. Whereas, in America, guidance is integrated with the community and centred in the school, in England guidance is not integrated with the community, and the school and its teachers are not the centre of guidance. In America both society and the nature of the curriculum with its electives have helped to make guidance an integral part of the work of the secondary school and Class-teachers are involved in guidance - in both secondary and elementary schools.

Since the guidance approach is seen in America as being involved at policy and administrative level in the system and in the school, it influences curriculum reform, teaching methods and the very opportunities for social development and guidance.

Guidance needs teachers as well as specialists, and should aim to identify and encourage talent. This has become
a matter of national importance - so that, since the National Defense Act, of 1958, guidance in America has become integrated, not only with education, but with national planning.

The atmosphere of education in Scotland is similar to that in New South Wales. Emphasis is on classification and selection - but it is based on ability. The broad concept of education, without early specialization, and the strong encouragement to intellect - by means of scholarships - makes the professions open to ability.
CHAPTER 3.

TOWARDS A GUIDANCE SYSTEM

(1) SOCIAL AND EDUCATIONAL SETTING IN NEW SOUTH WALES

In 1908, when vocational guidance was first organized in America, New South Wales had existed as a colony for one hundred and twenty years; but it had possessed a state system of primary and secondary schools for only twenty eight years.

For, developments in education had been adversely affected for over thirty years, spent on sectarian issues - from 1848 to 1880.

The 1848 National Education Act, had brought about the formation of two Boards - one for the instituting and control of national schools and the other to maintain denominational schools. (1) This dual educational system, involving state aid to the denomination schools continued until 1880, in effect, although the Public Schools Act of 1866 did actually abolish the two Boards. This 1866 Act, which had been

(1) II Victoria, No. XLIII, 15th June, 1848, in "The Public Statutes of New South Wales (1847-1851); Government Printer, Printed 1861, pp.1792-1793."
championed by Sir Henry Parkes,\(^1\) aimed at:

(i) increasing State control of education;
(ii) separating Secular from religious instruction;
and (iii) extending primary education to all.\(^2\)

However, it was not until the Public Instruction Act, 1880, dissolved the Council of Education and set up the Department of Public Instruction, that State aid was withdrawn from denominational schools\(^3\) and sectarian issues ceased to be central. By this Act of 1880, too, the newly planned system of primary and secondary State schools and the Department of Public Instruction were to be "under the control of a Minister of the Crown." Secondary education was to be given in High Schools for boys, High Schools for girls, Superior Public Schools and Evening Public Schools.\(^4\)

**The First State High Schools**

Inspired by the 1880 Act, the Department of Public Instruction had, by 1884, eight High Schools in operation — two each (one for boys and one for girls) in Sydney, Goulburn, Bathurst and Maitland.\(^5\)

Regulations issued by the Department of Public Instruction

\(^1\)On Thursday, September 6, 1866, "The Sydney Morning Herald", reported that in the Legislative Assembly on Wednesday, 5th, "Mr. Parkes obtained leave to introduce a bill to make better provision for public education." The Sydney Morning Herald, Sept. 6, 1866, p.2.


\(^3\)"Public Instruction Act." An Act to make adequate provision for Public Schools (16th April, 1880), 43 Victoria, No.23 in "The Public Instruction Act and Regulations thereunder", Department of Education, 1923.

\(^4\) & (5) .../-
Instruction\(^1\) defined a Superior Public School under the terms of the Public Instruction Act, as being 'a primary school at which twenty or more pupils who had completed the primary course attended.' Although a "Higher Primary" Course of Instruction was issued, standards varied tremendously from school to school, and in the words of Percival R. Cole, "Until their reorganization in 1911," the Superior Public Schools "drifted without a rudder."\(^2\)

\(^{2}\) EDUCATION NOT KEEPING PACE WITH SOCIETY'S NEEDS

Soon after Federation in 1901 many educationists in New South Wales expressed the opinion that education's advance was not keeping pace with the needs of society in New South Wales. Speaking of this period, in 1937, at a lecture for business men, L.C. Robson, then Headmaster of Sydney Church of England Grammar School, said:

"After Federation, it came to be realized that secondary education was so much a concern of the State that it could no longer be left to the individual. Whether this realization can be attributed to any national consciousness arising from federation, I do not know. It is reasonably true to say that a similar realisation did not come in England until some years later." \(^3\)

\(^{4}\)Department of Public Instruction, N.S.W. \+ Letter Books p.E2.  
\(^{5}\)"Report of the Minister of Public Instruction" for the Year 1933, Sydney: A.H. Pettifer, Gov. Printer, p.7. (Note: By 1900 the two in Goulburn and the two in Bathurst had closed because of insufficient enrolment.)

\(^1\)Regulations under the Public Instruction Act of 1880, 1st July, 1893.  
\(^3\)L.C. Robson, (Headmaster of Sydney Church of England .../-
(3) THE NEED FOR REFORM IN EDUCATION

Wide interest in the need for reform in New South Wales was aroused by Professor Francis Anderson's address, "The Public School System of New South Wales," which was delivered at the Sydney Town Hall on June 26th, 1901. (1)

(a) Report of Knibbs and Turner on Education

In 1902 "the Reid Government sent Messrs. G.H. Knibbs (2) and J.W. Turner (3) as Commissioners on a world tour to examine and report on foreign educational methods in comparison with our own." The Commissioners visited Europe and America and compiled an exhaustive Report, which found that reform was most necessary and vital in Secondary Education in New South Wales.

"The Sydney Morning Herald," published their report on December 8th and 9th, 1903 and its unusual interest prompted the leading article which said, in part:

The report of the Commissioners on Education turns out to be a sweeping condemnation of our educational system, coupled with a series of definite

.../ Grammar School for Boys) "Business Lectures for Business Men" - Reported in Article in Blennerhassett's Business Lectures, 1937, p.32.


(2) Later Sir George Knibbs.

(3) Headmaster of Fort Street School.
and concrete suggestions for reforms ... It is their (the Commissioners') opinion that it will take three decades of hard work to bring us abreast of Europe and America in educational matters. (1)

"Secondary education is an essential feature of public education," stated the Report of Knibbs and Turner, "and dare not be neglected by anyone who does not desire to see the State reduced to that mediocrity which would menace its very existence." (2)

"An Educational Conference was accordingly decided on, and was held in 1904." (3)

(b) Director of Education, Peter Board, Agrees

Peter Board, as Under-Secretary and Director of Education in New South Wales travelled abroad and, from his observations he had formed views on reform in the secondary sphere, which broadly agreed with the Report by Knibbs and Turner. (4)

In 1907 Board returned from a trip to America. In his report he wrote that "if New South Wales is to keep pace with other countries, the number of young people who received advanced instruction must be largely increased," and that

(1) "The 'Herald' and Education," (Section XIV), Century of Journalism, Sydney: John Fairfax and Sons Ltd., 1931, p.661.
(2) Ibid., p.662.
"to secure this end the number of public High Schools will need to be multiplied."(1) He also urged that "the process of education for national prosperity requires a form of education much more industrial in its aims than that which has held the field in the past."(2)

(4) THE VOCATIONAL TRENDS IN N.S.W. SECONDARY EDUCATION

The vocational trend which has been prominent in secondary schools in New South Wales since this period found what W.F. Connell calls "the blueprint for it" in the Knibbs-Turner report, of 1903,

"which held that ordinary unskilled labour demands really nothing more in the way of initial preparation than primary education; for skilled workmen, for properly qualified office hands, a scheme of education which may be called continuation is needed through day or evening classes; while secondary schools, properly so called cater for those with professional or semi-professional ambitions."(3)

As Connell points out: "The principle adopted here that pupils should be grouped on the basis of their probable future occupations, and that types of schools should be organized on this basis, is an easy administrative device."(4)

(2) Ibid., p.10.
(4) Ibid., p.33.
Board set out to reform primary schools which children could attend until 14 years of age, and he had also plans for extending a scheme of evening schooling for those who wished to further their formal education after leaving school. Board planned that by 1911 High Schools were to provide 4-year courses leading to the University and the professions. (1)

But High School education was not free; it cost parents 12 guineas per year. This being an average worker's 3 weeks' pay, many parents had no alternative but to send their children to the Superior Public Schools, where standards varied so much that there could not be said to be any really co-ordinated and adequate scheme of secondary education. The types of courses offered at the High Schools, being academic, had little appeal for parents of children who would later look for jobs of a technical, commercial or other non-professional type.

Lack of Continuity in N.S.W. Educational "System"

The High Schools were not really connected with the Primary school - there was no real continuity between the Primary course and that offered in the High Schools; but the High Schools were not really linked with the University either. The University conducted the Junior and Senior Public Exams, which were based on their own requirements

(1) Courses of Study for High Schools, Sydney; N.S.W. Government Printer, 1911.
and not specifically related to the High School Course in the first decade of this century.

There was much interest in education, especially in Technical Education. (1)

In 1906 The Carruthers Government placed its free Education Act upon the Statute Book. "By this measure, the payment of all fees in connection, not only with primary schools, but with superior public schools as well, was abolished. In 1911, the McGovern Ministry swept away high school fees. (2)

The freeing of the High School courses from the payment of fees, created facilities which "immediately caused a demand for their extension." (3)

(5) GROWING PRESTIGE OF HIGH SCHOOLS

By 1911 there were 2,293 pupils in High Schools. As from this year, too, three certificates were instituted, marking three distinct stages in a pupil's course:

(1) The Qualifying Certificate, which indicated the successful completion of the primary course, and was a necessary condition for High School entrance. The first examination took place in 1911.

(1) See letter from H. Leighton-Jones, Mayor of Moss Vale published in The Sydney Morning Herald, 23rd Oct., 1904, expressing the urgent need for extension of "the advantages of technical education to country towns." Lack of skilled instructors and exorbitant fees is also criticised.

(2) Century of Journalism, John Fairfax & Sons, op.cit., p.663. (These fees were to be temporarily re-imposed from 19225.)

(3)L.C. Robson, (1937), op.cit., p.34.
(2) **The Intermediate Certificate**, which was gained by passing written examinations in not less than four subjects, and which indicated a successful completion of the first two years of the High School Course. The first examination took place in 1912.

(3) **The Leaving Certificate**, which was gained by passing written examinations in at least four subjects and marked the completion of the 4th year of the High School course. The first examination took place in 1913. (1)

The prestige of the High Schools was enhanced - employers in commerce and industry preferred to employ pupils who had attended a High School and the Intermediate Certificate tended to become the end, instead of the half-way stage for many boys and girls. Employers accepted the Intermediate Certificate as a proof of an acceptable standard reached, although actually the very name "Intermediate" is a reminder that the course is geared to University requirements.

Two forward-looking developments came in 1912 with the offering of financial assistance to able students. Under the **Bursary Endowment Act (1912)** a system of bursaries was established. These bursaries would entitle the holders "to proceed either to the University of Sydney or any state

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(1) Report of the Minister of Public Instruction for 1912, Sydney: Govt. Printer, p.43.
school or to a secondary school registered(1) under this Act." This plan would help to the extent of £30(2) per annum boys and girls under fourteen years of age who show the greatest merit in the examination for the qualifying certificate," subject to certain income requirements fulfilled by the parents.(3)

After 1912, under the University (Amendment) Act, 1912, the Leaving Certificate Examination was to be considered as a Matriculation examination, and students entering the University were to be allotted up to 100 exhibitions(4) - to be awarded in the order of merit in the Leaving Certificate Examination.(5)

These two Acts indicated a great advance in thinking on educational matters, for the bursaries allowed by the Bursary Endowment Act, and the exhibitions, instituted by the University (Amendment) Act brought University education within the reach of many intellectually able students, who

(1)To be registered a school had to provide a four-year course of instruction beyond the primary stage, leading to a standard not lower than the Leaving Certificate standard in at least six subjects, those subjects to meet the approval of the Board.

(2)Or more if determined after second year. (There was also a grant of 30/- per annum for text books and other school material.)

(3)Report of the Minister of Public Instruction for the Year, 1911, Sydney: Government Printer, p.112.

(4)Based in 1913 on the award of one for every 500 persons within N.S.W. between the age of 17 and 20.

(5)"University Reform in Sydney" in the "Educational Supplement" of The London Times, 4th Feb., 1913, p.27.
would otherwise have been unable, for financial reasons, to proceed to such tertiary education.

There followed an increased demand for High School education – already increased by the abolition, in 1911, of High School fees.

(6) **RE-ORGANIZATION OF SUPERIOR PUBLIC SCHOOLS – VOCATIONAL TRENDS DEVELOP**

Meanwhile, reorganization was well overdue in the Superior Public Schools. Each of these schools was actually part of a primary school, and was under the control of a primary headmaster.

Standards varied tremendously in these schools.

The Superior Public Schools were reorganized in 1912, by Peter Board. In this process they became Day Continuation Schools. There were three types:

1. Superior Junior Technical Schools for boys;
2. Superior Commercial Schools for Boys;

These schools, however, remained under primary headmasters and the classes were known as Seventh and Eighth Classes (instead of the First and Second Year in High Schools).

By the end of 1913 there were one hundred and seven
such schools, with a total enrolment of 2,832 pupils.

The reorganization aimed at producing a system of schools which were definitely vocational in character; and were geared to preparing boys for commercial or industrial careers and to providing girls with a training for home-making or domestic work.

The courses for these schools were very different from the High School courses, foreign languages and science were not usually included, nor was there any choice of subjects allowed in any Superior Public School.

Each course of instruction (1912, revised 1914, and revised again 1915) stated that the "Superior Public School is of set purpose, vocational, initiating the pupil into the elements of wage-earning work."

(7) EDUCATION IN THE YEARS OF WORLD WAR I

(a) Many Children Have No Secondary Education

However, in the words of the present Minister for Education, Mr. E. Wetherell, on 31st October, 1961, during the Second Reading Speech as he introduced the 'Education Bill, 1961' into the Legislative Assembly:

"It is of interest to note that ... at the outbreak of the first world war, the public high schools enrolled, in their first year, 3,567 pupils; 2,635 had enrolled in the post-primary grade in the then superior public schools. Yet, together these pupils had come from a total group of 30,741. In other words, the community in those
days was prepared to see 24,539 boys and girls or 80 percent of the total, leaving school for good with only a primary-school education."(1)

(b) Unpopularity of Superior Public Schools

Although in 1914, Peter Board reported that "associations of employers such as Chartered Accountants, have agreed to recognize the certificates issued by the Department to the successful students," and that each year "may be expected to lead to a wider knowledge among parents of the character and aims of these schools and a corresponding increase in attendance,"(2) yet employers, in general, did not welcome the products of these schools. Even when the Public Instruction (Amendment) Act 1916, requiring parents or guardians to cause their children between the ages of seven and fourteen years to attend regularly, a State or certified school, did increase attendances, many parents wished for their children to have what they felt was the best education - to them this being High School education.

Peter Board was convinced, however, despite employers' attitudes and parents' lack of enthusiasm for these vocational schools, that there was a need for such vocational schools. He had worked hard to win support from parents and employers. Moreover there had appeared certain loopholes in the compulsory attendance clauses of the Public Instruction Act,


1880. In the half year ended 30th June, 1914, "31,285 children between the statutory age of six and fourteen years had failed to complete even the minimum attendance of seventy days required by the Act."(1)

The Public Instruction Act of 1916, therefore, provided that a register be kept at the school of the attendance and that a child declared a truant by the court could be sent to an institution "selected by the Minister for the detention of truants."(2)

Although the Act of 1916 did improve attendance within the compulsory ages, in the Superior Schools only about twelve per cent of students actually remained to the end of the two year course. The schools lacked status in the eyes of employers and parents - and this was understandable for the only public state schools which the Department of Public Instruction in N.S.W. had regarded as offering "secondary education" - (since 1912) - were:

the High Schools

the Intermediate High Schools

and the District Schools. These were the Departmental Schools which followed the "Courses of Study for High Schools, Secondary Schools and other schools following High School Course" (1912 Revision of "Courses of Study for

(1)Ibid., p.4.
(2)George V No. 51 in Statutes of New South Wales, Session 1916, printed 1917, p.67.
127.
High Schools").

They came under a separate inspectorship

and provided courses as follow:(i) The High Schools provided a 4-year course,
leading after two years to the Intermediate
Certificate, and terminating, at the end of
the fourth year, with the Leaving Certificate
Examination.
(ii) The Intermediate High Schools, the first of
which appeared in 1912, provided a 2-year
course leading to the Intermediate Certificate
Examination.
(iii) The District Schools, also providing a 2-year
course leading to the Intermediate Certificate
Examination.( 1 )
Co-ordination of Education in N.S.W. (1916)
In 1916 the University abolished their Junior and
Senior Public Examinations.

Some of the non-Departmental

Schools, which had hitherto based their syllabuses on the
requirements of the University for the Junior and Senior
Public Examinations, recognised that to become eligible
for bursaries or to prepare students to the Leaving Certificate Examination, they must accept Government registration and inspection.
( 1 )Report of the Minister of Public Instruction for the Year

p.48. -


When the University was given a share in the control of the new examinations both for bursaries and for Leaving Certificates, there was created a form of control which brought together State educational authorities, hitherto separated. There was now a co-ordinated scheme of education which covered the life of young people, all their educational life (from six to about twenty years old).

(8) **PSYCHOLOGY, VOCATIONAL GUIDANCE AND THE SCHOOL**

(Bernard Muscio - 1916)

The first public suggestion that psychology should and could be applied in New South Wales to education and industry appears to have been made in 1916 in a series of lectures for the Workers' Educational Association. Bernard Muscio, a graduate of Sydney University, who had been studying and engaging in psychological and vocational research at Cambridge University, was on a short visit to Sydney, when he delivered this course, in which he stressed the idea that psychology, which studies mental factors, is relevant to education and industry. Vocational guidance is possible and desirable.

This series, revised, was again delivered in 1917, under the auspices of the University Extension Board. First published in Sydney in 1917, the second edition (revised) from

See Appendix F for a survey of the life and work of Bernard Muscio.

which I quote later, was published in London in 1920.\(^{(1)}\)

His close association with the beginnings of vocational
guidance in England - especially his association (on his
return from these lectures) with Dr. Myers, Director of the
National Institute of Industrial Psychology from its foun-
dation in 1920 are of interest and importance.\(^{(2)}\) As Pro-
fessor at Sydney University, Muscio had, as one of his
lecturers, Dr. A.H. Martin, who had recently returned from
Columbia University in America, where he had been associated
with the application of psychological testing of intelli-
gence and special aptitudes to vocational guidance and pre-
diction of success at University.

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\(^{(1)}\) A letter from Miss Mavis Muscio, the late Bernard Muscio's sister (dated Jan. 3rd, 1963), enclosed the "In Memoriam" notice to Bernard Muscio, published in "The Australasian Journal of Psychology and Philosophy," Sept., 1926. This notice mentions the Sydney publication, of which I have been unable to obtain a copy. I was able to obtain a copy from the late B. Muscio's niece, Miss Joan Fry, (who is the Director of Training, Melanie Alexander Nursery Training College), of the 2nd edition published in London, 1920, with a Preface by B. Muscio, Bambridge: October, 1919.

\(^{(2)}\) In 1922, Muscio returned from England to Sydney University as Challis Professor of Philosophy. The fact that A.H. Martin, who had returned recently from Columbia University in America, (where he had been associated with the application of psychological testing to intelligence and special aptitudes) worked under Muscio as Professor, is probably not unconnected with Martin's strategic role during the late 1920's, in vocational guidance developments in New South Wales.
PSYCHOLOGICAL LABORATORY AT SYDNEY UNIVERSITY
- FIRST POSITIVE STEP TOWARDS EXPERT GUIDANCE (1918)

Muscio stated, in a note to his 1920 edition of "Lectures on Industrial Psychology," that a psychological laboratory, similar to those established in Germany, Scotland and England (Muscio had worked in one at Cambridge), had been "instituted at the University of Sydney, New South Wales in 1918."(1)

This must be seen as the first positive step towards expert guidance in New South Wales.

THEORETICAL APPROACH TO VOCATIONAL GUIDANCE
(Bernard Muscio, 1916, 1920)(2)

The study of the psychology of individual differences, which is the function of such a psychological laboratory, has, as its aim the building up of "such accurate and systematic knowledge about the whole individual, mind and body, as will enable us to understand the features and operations of the human mind," Muscio had stated in his 1916 lectures in Sydney.

(2) Bernard Muscio is credited by famous British psychologist, C.S. Myers, with being responsible for the development of industrial psychology and the associated vocational guidance "throughout the British Empire." This fact, together with the influence Muscio had on Dr. A.H. Martin and on vocational guidance in New South Wales (interview with Mr. John Dingle, Assistant-Director of the Vocational Guidance Bureau, Sydney -1962) makes this section necessary to this thesis. Note: Myers' statement from "In Memoriam" - Bernard Muscio - mentioned in more detail in Appendix F.
Muscio pointed out that industrial psychology was one attempt to apply the science of psychology to one important sphere of human life and activity. He made it clear that "the application of psychology to any department of life is determined by the already existing general aim of that department."(1)

Referring to the "useful pioneer work" of Parsons in America, where "youths were given some general advice"... in a "kind of vocational bureau"... "at the end of their school years as to the sort of work they should do,"(2) Muscio stressed that psychological methods were really needed. Indeed, those interested in America "gradually came to realise that their knowledge of individuals would have to be much more definite, if the advice tendered to boys was to be of very great service. It was realised, in fact, he claimed "that the psychologist with the methods of the psychological laboratory for comparing capacities, alone, could give the required knowledge."(3)

Muscio suggested that with the extension of psychological methods of selection, "all vocations would be theoretically open to anyone." He also stated that he anticipated

(1) Ibid., p.8.
(2) Ibid., p.10.
(3) Ibid., p.11.
that the testing of a person's capacities "would generally show that he was almost equally fitted for any of several vocations;"(1) and among these he could exercise his choice."(2)

Referring to vocational guidance, Muscio suggested a way in which it could function as part of an educational system:--

"Connected with any educational system, there might be a large Vocational Laboratory. This laboratory would be under the control of psychologists, trained in the use of all kinds of mental tests, and capable of adapting such tests to special sets of conditions. It would be the final function of these men to advise young persons about to start work as to the general direction in which they should seek it."(3)

In order to make such advice of greatest value, the advisory committee would need to have at its disposal "information covering three separate spheres:"

1. The "results of psychological tests carried out upon the boys and girls," The knowledge given in such tests should be tabulated, together with "the school records of the children" also tabulated.

2. The "actual processes of labour occurring in industry ... would need to be analysed into their elements, and a knowledge of the special mental

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(1) This is precisely in line with the type of vocational guidance report that is issued now by the Vocational Guidance Bureau in N.S.W. (Interview with Mr. D.E. Rose, Director of V.G.B., Sydney, 27th Dec., 1962.)

(2) Ibid., p.262.

(3) Ibid., pp.149-150.
and physical capacities required for each sort of process tabulated in systematic form.

3. The possible developments in the near future in the various industries would need to be known ("and here economists would be consulted").

Muscio suggests beginning with such a "vocational laboratory" whose primary aim was "to advise apprentices when choosing vocations." But he predicted that "the function of this laboratory might be extended until it dealt with all young persons about to start work. "Such an establishment," he pointed out "would be in keeping with a wide-spread and growing tendency,"(1) to which last comment, the 1920 edition of "Lectures on Industrial Psychology," appends this note:

"It is interesting to note that some years ago Mr. Cyril Burt was appointed Psychologist to the Education Department of the London County Council. His excellent memoranda entitled 'The Distribution and Relations of Educational Abilities' (1916) are a valuable contribution to the sort of scheme outlined above."

What a valuable contribution this series of lectures must have been to thought in New South Wales! How amazingly fortunate that Muscio was associated with the early work of the National Institute of Industrial Psychology, and then that he returned to Sydney in 1922.(2)

(1)Ibid., pp.150-2.
(2)He died in 1926, at the early age of 39.
(11) EDUCATIONAL GUIDANCE - FORESHADOWED

In the meantime great concern was being expressed concerning the "wastage" of High School students, many of whom left even without completing 1st Year. Of the 481 boys who left High Schools in 1918, only 69 continued their education at a University or Teachers' College. (1)

A most interesting development during 1919 occurred with the establishment of "a school clinic," under the direction of the lecturers in Education at Sydney University and Teachers' College. Reporting under the heading "Research in Education," the Minister claimed that this clinic at Darlington Practice School was for the present for children "reported by their teachers as showing special disabilities in their school work." The clinic was to examine and suggest suitable treatment and was expected to provide "very necessary opportunities for original investigation" by members of staff and students of the Teachers' College. (2)

This was the first positive step towards expert educational guidance and, as such, foreshadows in essence an emphasis which was to become so important in the schools free from any definite vocational bias.

(1) Report of the Minister of Public Instruction for the Year, 1918, p.5.
(2) Report of the Minister of Public Instruction for the Year, 1919, p.43.
(12) TRAINING OF SECONDARY TEACHERS IMPROVED

In the year 1919 there was introduced "at the Teachers' College ... a special course of training for graduate students desiring to teach in secondary schools." This development was to involve "the use of the city High Schools for the purpose of teaching practice" and the Minister claimed in his Report that the year's special training for graduates about to enter the N.S.W. Secondary Schools as teachers would be "of great advantage." "Hitherto," he pointed out "graduate teachers have entered the schools after very little teaching practice." (1)

Thus improvement in teaching was first deliberately planned in New South Wales at policy level. This is another facet of the guidance approach to education - for it contains the implicit recognition that the educational system has a responsibility to improve this aspect of the environment of the schools.

(13) GROWING EMPHASIS ON SECONDARY SCHOOL PLACEMENT AS A GUIDANCE FUNCTION

The first official mention of an attempt by a school in N.S.W. to help its pupils towards possible occupations occurred in the "Report of the Inspector of Continuation Schools for 1918." This was included in the Minister's

(1) Ibid., p.47.
Report for 1919. Under the sub-heading "The Employment Bureau," is the statement:

"Teachers would be well advised to make themselves thoroughly acquainted with the precise conditions for admission to various callings, as outlined in the Department's book 'Careers for boys.' By advising parents, at the right time, as to the class of school to be sought out for their sons, teachers might help to avert much misunderstanding and disappointment when a boy reaches the threshold of his career." (1)

This is a particularly illuminating comment, for it implies

(1) that choice of post-primary school is vitally important in the process of occupational choice;
(2) that teachers should assist pupils by giving information and advice to parents;
(3) that the parents are the ones who, after advice, should decide on the school their children should attend after their primary schooling is complete; and
(4) that "the right time" for guidance is before post-primary school is "sought" - i.e. in the primary school, towards the end of the course.

The acceptance of the relationship between secondary school placement and future type of career, was becoming a central idea in educational policy in New South Wales. Since the social situation was not essentially one involving

(1) Ibid., p.50.
class distinction based on social or economic status, and since the possibility of upward mobility by means of education was being realised more and more in this state, it was small wonder that this led to educational administrators turning their minds to devising better and better means of selecting pupils at the end of primary schooling, for the type of secondary schooling which seemed most likely to match their abilities and to prepare them for their future type of occupation.

Although the name "guidance" was not applied for some time, it was in effect a guidance approach which selection as a means of guidance.

(14) THE NEED FOR CURRICULUM REFORM

In 1918 the course leading to the Intermediate Certificate was extended to three years, and by 1920 teachers were expressing concern that the curriculum was not really sufficiently realistic and related to the vocational future of many pupils in post-primary schools. As early as 1920, then, the presence of increased numbers of different types of pupils in secondary schools was creating an awareness that the type of curriculum being offered was often out of touch with the abilities, interests and pre-vocational needs of a large proportion of these adolescents. Teachers realised that it pointed to a need for major curriculum revision.

In February 1920, an editorial in "Education," the Journal of the N.S.W. Teachers' Federation, complained that
"pupils are expected to memorise and study too much, and not only too much, but much that is unnecessary in the walk of life which they are to follow." (1)

Director Peter Board, expressed concern that even in the High Schools "adequate provision was not made for those who remained beyond fourteen and up to sixteen years of age." (2) The High School curriculum and syllabuses were geared to the University, even though the vast majority of pupils still left before the Leaving Certificate, he claimed. Board expressed concern that although the number of High Schools had increased from 5 (1910) to 27 (1921) and the total enrolment from 1168 (1910) to 8,735 (1921), yet only 7.2% of this enrolment was in the final year. (3)

(15) CHANGES IN METHOD OF HIGH SCHOOL SELECTION

At the same time, during 1922 another important change had been introduced in New South Wales education;

1. For Entrance to High Schools (and the Award of Bursaries)

Boys and girls who were competitors for bursaries or who proposed to enter High Schools or one of the Metropolitan Intermediate High Schools to which entry was competitive (3) were required to take the

High School Entrance and Bursary Examination, which was set and marked by Departmental authorities.

2. For Entrance to Other Secondary Schools

In place of the Qualifying Certificate, a pupil was required to present a signed statement (which became known as the 'Permit to Enrol') from his Primary School teacher, to the effect that he is sufficiently advanced in his studies to be enrolled in a Super-Primary class. The 'Permit to Enrol' entitled the holder to enrol in courses at Junior Technical, Commercial, Household Arts, Rural District or other Super-Primary School, where seats were not competitive. All sixth-class pupils were required, as previously, to pass three one-hour examinations (one each in English, History-and-Geography and Mathematics) set by the Education Department, but marked by the teacher. (1)

The first High School Entrance Examination was held in November, 1922. Although 5,633 of the 7,946 candidates were successful, (2) there was accommodation available for only about 2,600 students. (3)

Many parents, aware of the low prestige and unpopularity

(1) The Education Gazette, Vol.XXVII, No.vi, 1st June, 1923, p.84.
(2) Report of the Minister of Public Instruction for the Year 1922, p.7.
(3) Report of the Minister of Public Instruction for the Year 1923, p.21.
of Junior Technical schools, especially among employers, chose to send their children to private schools, where they usually had the right to choose the type of course they desired.

(16) RETROGRADE DECISION – FEES REIMPOSED IN HIGH SCHOOLS

A most unexpected decision was made in 1922 in an attempt to prevent pupils commencing a High School course without intending to complete it. Early in 1923 High School fees were reimposed by the Fuller Government. Minister for Education, Albert Bruntnell claimed that this was done "on the ground that a great number of parents were (sic) taking advantage of the existing state of affairs and sending their children to high schools without having the least intention of subsequently utilizing that tuition as it was intended to be used. The Government therefore argued that such parents were not only unfairly causing expense to the State, but were actually handicapping their children in the battle of life."(1)

It is difficult to believe that such a point of view was supported by "The Sydney Morning Herald," which on 3rd August, 1922, claimed: "After all, secondary education is in the nature of a luxury which like all other luxuries should be paid for." The "Herald" also claimed that there was a danger in "over-educating" some who "may come to think manual

(1)"Century of Journalism," The 'Herald' and Education, Section XIV, Sydney: John Fairfax & Sons Ltd., 1931, p.661 ff.
labour beneath a person's dignity."(1)

Although much opposition came to Minister Bruntnell's vigorous policy of 'primary schools first' he was determined to "bend his energies in the interests of the ninety-seven per cent" who were satisfied to finish their education at the end of primary schooling.(2)

The Minister was undeterred when ex-Minister Mutch called the re-imposition of fees for High School attendance "a grave blunder" and when the Teachers' Federation took a stand, pointing out that the scheme was retrograde, raised unnecessary class distinctions in the schools, inflicted a heavy burden on parents and, in fact, that it was an "abandonment of a democratic principle."

The Teachers' Federation expressed another concern - that the Qualifying Certificate would be the end of schooling for most young people, and that "the pupils will be driven into a dead-end occupation since apprenticeship does not commence until sixteen."(3)

Many parents sent their children "to the super-primary classes instead"(4) of paying the fees at the High Schools.

Staffing of primary schools became a problem which the

(2) "The Sydney Morning Herald," 13th October, 1924.
Minister astutely planned to partly solve by, in effect, forcing many trainee secondary teachers into primary school teaching! This plan involved informing Professor Mackie, Principal of Sydney Teachers' College that any students, in 1st or 2nd year of their University course, who had not gained at least one credit in their 1922 examinations must return to the Teachers' College to "take their professional course in 1923."(1) This "plan" had the effect of forcing these trainees to change to primary school teaching!

Needless to say, much harm was done to Secondary education during this period.

When the Labor Party, under Mr. J.T. Lang, came into power in 1925, one of the first acts of the new Minister, Tom D. Mutch,(2) was to abolish the fees system for High Schools. He then embarked on a vigorous policy of secondary expansion.

(17) PROBLEMS OF JUNIOR TECHNICAL SCHOOLS AND HIGH SCHOOLS

Lack of finance continued in 1925 to turn away pupils who had qualified for High Schools by examination and had to be directed into Superior Public Schools - but on the understanding that they were to be allowed to transfer in their second or third year, as places in High Schools became


(2) T.D. Mutch had been Minister for Public Instruction from 1919 to 1921.
Limited by a budget of £156,000 for education, Mutch did his best. To add to the problem, the Junior Technical Schools had not filled the large place in the educational scheme which Peter Board had haped in 1914 that they would. Board had intended, in fact, that all the Superior Public (Day Continuation) Schools would "relieve the High Schools of those pupils whose aim in life does not require the more lengthened course that the High Schools provide."(2)

The unpopularity of these schools was understandable - for the procedures of enrolment in them, from 1921, had given employers in industry the impression that these schools, and other non-competitive schools, offering post-primary courses, were "third best" - in the secondary school system.(3) Parents naturally were influenced, too, by the fact that employers continued to make no secret of the fact that they preferred to apprentice and employ boys from High or Intermediate High Schools.

There were sufficient High School leavers available to industry, for by 1923 only 356 of the 2,630 boys who had commenced their High School course in 1920 remained in the 4th Year Classes(4) - that is 13.5%. It was "an employers' market"

(1) Report of the Minister of Public Instruction for the Year 1925, p.2.
(2) Report of the Minister of Public Instruction for the Year 1914. ("The Annual Report of the Director of Education" p.36.)
(3) First being High Schools and 2nd Intermediate High Schools.
(4) Reports of the Minister of Public Instruction for the Years 1920 (p.19) and 1923 (p.21).
and they wanted "the best" or at least "the second best" for their money!

It was clear that employers did not value the pre-vocational bias of the Junior Technical course in choosing apprentices. They preferred to accept the boy from the High School or Intermediate High School as a boy of more ability, and, therefore, more likely to prove successful in any trade training.

(18) FORMATION OF VOCATIONAL GUIDANCE ASSOCIATION

Some employers, however, and other people interested in the welfare of youth realised that in the difficult years following World War I, organised assistance was needed by young people in choosing suitable occupations and then in adjusting to the new demands of the work chosen. As a preliminary move a Vocational Guidance Association was formed in 1925. This association was formed, in the words of Dr. A.H. Martin (in his Report on "Vocational Guidance" - made on 8th August, 1939 to "The Parliamentary Select Committee on Youth Employment,") - "for the purpose of facilitating such work" as vocational guidance. (1)

"When actual facilities for such work were established," wrote Dr. Martin, "the need for the association passed." (2)

(1) Report on "Vocational Guidance" to "The Parliamentary Select Committee on Youth Employment," 8th August, 1939. (Copy in my possession.)

(2) This occurred as Martin mentioned in this Report, with the establishment of the Vocational Guidance Bureau the following year.
The age of fourteen - the "legal age limit for compulsory education" was felt by many employers to be "for a democratic community, dangerously low." Some employers, such as the "Sydney Morning Herald" set up an institution for their young employees. The Herald School for instance was established to help lads employed by the "Herald" on the technical side and aimed "to teach its pupils how to live." All employees from 14 to 21 attended for an hour each day. (1)

(19) A SOLUTION OF THE JUNIOR TECHNICAL SCHOOL PROBLEM

In the meantime Director S.H. Smith had earnestly tried to reorganize the Junior Technical System so that these schools would become more acceptable to parents and employers. The new features of this re-organization were:—

(i) a new curriculum connecting, for the first time, the Junior Technical course with the High School course, by having the schools adopt similar courses for Mathematics and English;

(ii) the extension of the course to three years; and

(iii) the linking of the schools with the Technical College. (2)

Two days a week, during the second year of this course were spent at the nearest Trade School for technical work,


(2) Tentative Course of Instruction for Junior Technical Superior (Day Continuation) Schools, "1924, p.22 ff.
and the third year of the course was taught at the Technical College. During the latter part of the third year, special vocational training was given in either:

- engineering,
- building,
- science,
- or manufacture.

Although not based on exact psychological measurement, the first vocational guidance in New South Wales State Day Schools may be thought of as having occurred in the process of sorting each boy into one of these four groups — for, apparent aptitudes, as indicated by marks in examinations and teachers' opinions, were used as the basis for "directing" boys into one or other of these four main areas of vocational training. During this short period at the end of the third year of the course, it was intended that some special vocational training should be given to equip boys for apprenticeship. (1)

(20) AN EMPLOYMENT BUREAU — PRECURSOR OF THE VOCATIONAL GUIDANCE BUREAU

The Report of the Minister for 1924 praised the new arrangements; (2) whereas the Institute of Inspectors of Schools in the Editorial to their Journal, March, 1926, regarded it as "not favourable to the growth of school traditions and a corporate spirit." (3)

(1) Ibid., p.2 ff.
(2) Report of the Minister of Public Instruction for Year 1924.
(3) Journal Of the Institute of Inspectors of Schools, .../
According to the Minister's Report for 1924, various steps were taken on an official level to secure the position of, and gain popularity for, this new system:

1. Parents had the significance of the changes and the advantages of completing the course at a Junior Technical School "effectively brought" under their notice.

2. Deliberate efforts were made to win the support of employers for students from this course, and

3. (most important, at least for our present study) an Employment Bureau was established "with a view to placing in suitable employment boys who have satisfactorily completed the course." (1)

This Employment Bureau appears to have been the direct precursor, and, in fact, inspiration of the Vocational Guidance Bureau.

The first use of records in any form of advising or guidance in New South Wales State Schools would appear also to have been in connection with this third year group and this Employment Bureau. The following details were recorded concerning each boy:

(a) mental capacity (teachers' opinions and estimates);

(b) physical capacity;

(c) character;

(d) proficiency in the different subjects;

--- March, 1926, Editorial, p.5.

(1) Report of the Minister of Public Instruction for the Year 1924, p.2.
(e) the nature of employment desired.

Although such information provided little objective knowledge of the boys, the Department confidently anticipated that the new Bureau would bring about "a closer co-operation between the best employers and the schools." (1)

The Minister's Report for 1924 states that the Bureau placed practically every boy who completed the course that year in an apprenticeship to some skilled trade. (2)

Its success led to the establishment of a Vocational Guidance Bureau, the Minister placing a sum of £2,000 on the estimates for the 1926-1927 financial year, for the purpose of establishing and organising a Vocational Guidance Bureau. (3)

(21) THE VOCATIONAL GUIDANCE BUREAU ESTABLISHED (1926)

The Vocational Guidance Bureau was established during 1926 in Head Office of the New South Wales Department of Public Instruction. This resulted from not only the success of the Employment Bureau in bringing "a closer co-operation between the best employers and the schools," as was anticipated in the 1924 Minister's Report, but it was in response, too, to "the representations of the Vocational Guidance Association," (4) partly inspired by A.H. Martin.

(1) Report of the Minister of Public Instruction for the Year 1924, p.2.
(2) Report of the Minister of Public Instruction for the Year 1925, p.5.
(3) Ibid., pp.3-4.
As Superintendent, M. F. Connelly, formerly in Technical Education, was appointed. (1)

Guidance, with a vocational emphasis was established officially in New South Wales as a function of the Department of Public Instruction.

**SUMMARY**

A. Many developments in the New South Wales educational system by 1926 foreshadowed a guidance system in the schools.

1. There was a growing demand for secondary education.
2. There was a recognition by many that curriculum reform was necessary - accentuated by attitude of employers and parents to Junior Technical Schools.
3. The introduction of compulsory school attendance to fourteen years (from 1916).
4. The introduction of a Psychological Laboratory at Sydney University (1918).
5. The establishing of a Clinic (for Children with Educational Problems) by the Lecturers in Education at Sydney Teachers' College.
6. The introduction of the idea - by Bernard Muscio - that the application of psychology to education and industry - as vocational Guidance - would

(1) Interview with W.M. O'Neil, Professor of Psychology, 30th November, 1962.
further the aims of education and industry.

7. The improved special training for Secondary Teachers (a Diploma year following graduation).

8. The emphasis on improving methods of selection for secondary school placement.

9. The extension of Junior Technical education to a 3rd year and linking this final year with a Technical College.

10. The problems of placing school leavers—especially from Junior Technical Schools—in Post-World War I years.

11. The successful functioning of an Employment Bureau (associated with 3rd year Junior Technical Schools).

12. The fact that finance was made available on the estimates for 1926 for the establishing of a Vocational Guidance Bureau in Head Office of the Department of Public Instruction.

13. The establishing of the Vocational Guidance Bureau—with the enthusiastic support of a group of public spirited citizens. (The Vocational Guidance Association.)

B. Certain trends militated against the development of a guidance system during this period.

1. Unprogressive attitudes of some politicians and others to the need for secondary education—resulting in (i) imposition of fees (not finally
abolished until 1925) for High School attendance;
(ii) lack of finance for High Schools.

2. The danger of over-emphasising Secondary School
   Placement as a means of Vocational Guidance.

3. Lack of freedom of movement from one type of second-
   dary school to another.

4. Lack of training for teachers in guidance.

5. Rigidity of Curricula – with no electives in most
   secondary schools.
CHAPTER 4.

OFFICIAL ACCEPTANCE OF GUIDANCE
IN THE EDUCATIONAL SYSTEM

(1) EARLY DEVELOPMENTS IN VOCATIONAL GUIDANCE

(a) Within the School System - Vocational Guidance Bureau

With the establishment of the Vocational Guidance Bureau in 1926 came the earliest indication that guidance had an officially accepted role to play in the State School System in New South Wales. The first Superintendent, "Mick" F. Connelly, from the Technical Education staff, had been associated, after the First World War, with rehabilitation of ex-servicemen. (1)

(i) Dissemination of Occupational Information

During the first year of its existence the Bureau's main function was the dissemination of occupational information, mainly contained in two publications - "Careers for Girls," and "Careers for Boys." These do not appear to be other than general impressions, not based on any scientific analysis of Career requirements. (2)

(1) Interview with John Dingle, Assistant Director of the Vocational Guidance Bureau, Sept., 1962.

(2) Interview with Professor W.M. O'Neil, 30th Nov., 1962.

(Note: The first pamphlets based on a scientific analysis of Selected Careers were prepared by W.M. O'Neil & W.J. Weeden.)
(ii) Psychological Assistant Appointed - Psychological Testing Begins

In 1927 A.C. Anderson, a teacher in the Education Department, with training in psychology was appointed by Acting-Director of Education, S. Lasker, to assist M.F. Connelly. He was called a Psychological Assistant. Soon after his appointment, Anderson introduced a system of testing by objective psychological methods.

The tests introduced by Anderson consisted of:

1. Individual Intelligence Test. (Dr. G.E. Phillips' S.T.C. Standardisation of the Binet Test.)
2. Group Test of Intelligence. (Phillips' S.T.C. group Test).
3. Stenquist Mechanical Assembly.
4. Clerical Test (not standardised).
5. Colour Vision Test.
6. Hearing, vision, height and weight measurements.

Referring to this in 1932, Frank Tate, C.M.G., President of the Australian Council for Educational Research, reported in the "Year Book of Education": "New South Wales has ... recently adopted group intelligence tests as part of the scheme for vocational guidance."

(b) Outside the School System - The Australian Institute of Industrial Psychology (Founded 1927)

(1) Letter from A.C. Anderson (now Principal, Bega High School), dated 7th Dec., 1962.
(2) Letter from A.C. Anderson, 7th Dec., 1962.
(3) Chapter by Frank Tate, President, Australian Council for Educational Research, Yearbook of Education, 1932, p.583.
Meanwhile, as part of the developing awareness of the need of young people for guidance in problems of educational and vocational choice, there was founded in August, 1927, a Semi-public body, "The Australian Institute of Industrial Psychology".

(i) **Strategic Importance of Its Founder - A.H. Martin**

- in Vocational Guidance

This was the direct result of the vision and enthusiasm of Dr. A.H. Martin, Lecturer in Psychology at Sydney University.(1)

Soon after Dr. Martin's return to New South Wales (August 1921), Bernard Muscio had returned from England to take up his appointment in 1922 as Challis Professor of Philosophy. For the next four years Dr. Martin, therefore, worked under Professor Muscio, who it will be remembered, had

(1) 20th Annual Report of "The Australian Institute of Industrial Psychology" for the Year 1946-1947. Note: Dr. Martin had gained his Doctorate of Philosophy at Columbia University, where he had studied and worked under Robert Woodworth, while on a James King of Irrawang Travelling Scholarship from Sydney University. He had left Australia in October, 1919 and returned in August, 1921, to lecture in Psychology at Sydney University. To this position he had been appointed in March 1919. While in America he had completed a course in Neurology at the Vanderbilt Clinic and had been impressed, too, by the application at Columbia University, of Aptitude Tests to all candidates for entrance to that University. (Interview with John Dingle, V.G.B., Sept., 1962; Telephone conversation with Mrs. A.H. Martin, 10th Jan., 1963 and letter from Dr. Martin's daughter, Miss Lennie Martin, Supervisor of Health Education in Africa South of the Sahara for the World Health Organization - letter dated 3rd Jan., 1963.)

(2) Telephone conversation with Mrs. A.H. Martin, 10th Jan., 1963. ("Philosophy" included "Psychology" at Sydney University at this time - there was no separate Professorship in Psychology.)
delivered a series of Lectures on Industrial Psychology, including Vocational Guidance, as early as 1916 at Sydney University, prior to his work in England with the Industrial Fatigue Council and the National Institute of Industrial Psychology. (1)

(ii) **Significance and Purpose of Founding of Institute of Industrial Psychology**

During these years Dr. Martin was working to gain interest and support for his scheme for assisting young people by means of testing and guidance in the light of these test results. (2)

It was not until August 1927 that Dr. Martin had gained sufficient support to make possible the founding of the Australian Institute of Industrial Psychology. The support given by the Chamber of Manufacturers (including the making available of premises for the operation of the Institute) and other organizations and firms made the Institute a reality. (3)

The Institute was incorporated "to promote and encourage the practical application of Psychology to Education, Commerce and Industry." (4)

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(1) See further details on B. Muscio in Chapter 3 and Appendix.

(2) Telephone conversation, Mrs. Martin.

(3) Reports of the Australian Institute of Industrial Psychology, especially 20th Annual Report. (Note: The Foundation Council included Mrs. Bernard Muscio.)

(4) Printed booklet outlining the work and functions of the "Australian Institute of Industrial Psychology," sent on 12th Sept., 1962 by the present Director, Mrs. Enid Wilson.
This development of the Institute of Industrial Psychology indicated that both University people, parents and employers were realising the urgent need for guidance of a more extensive kind— not limited to vocational choice. This was at a time when the only official guidance functions of the Department of Public Instruction concerned Vocational Guidance and the differentiation of pupils into secondary schools—mainly selection for High Schools. (1)

(2) SECONDARY SCHOOL PROBLEMS HIGHLIGHT NEED FOR GUIDANCE AND CURRICULUM REVISION

Meanwhile in the secondary schools enrolment in the Junior Technical Schools had actually increased from 4,544 in 1922 to 7,699 in 1925; (2) but this was largely due to:

(i) the definite High School selection procedure adopted from 1922;

(ii) the accommodation problems in High Schools, which resulted in many suitable High School pupils in 1925 being directed to Superior Public Schools, with a promise of a place in a High School later.

There was a growing demand for secondary education, which was seen by parents as a means of ensuring social and vocational upward mobility. This was to be expected if

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(1) This also had a vocational bias in practice.
(2) Report of the Minister of Public Instruction for the Year 1925, p. 5.
J.D.B. Miller's assessment of "the prevailing tone of society" in Australia is correct. This tone "has been," he wrote in "Australian Government and Politics" (1963), "equalitarian; it has been easy to move from one section (of society) to another, to be the ... wage-earning father of a salary-earning or professional son,"\(^{(1)}\) by means of education.

On 2nd August, 1926 teachers were notified through "The Education Gazette" that all pupils who had "done well in a two-year junior technical or commercial or domestic-science course will be admitted without further examination to an appropriate class in a high or intermediate high school."\(^{(2)}\) This would tend to raise the status of these schools in the eyes of parents - this was essential.

A revised syllabus was issued for Junior Technical Schools in 1927. In this syllabus, one group of subjects (English, History, Geography and Mathematics) had courses and examinations identical with those of the High Schools; another group of subjects was definitely pre-vocational (elementary science, woodwork, sheet-metal work, drawing, black metal work, cardboard work); and the third group included scripture and physical training. The syllabus claimed that it was "very obvious" that the course provided for a "sound cultural education up to the Intermediate standard


\(^{(2)}\)The Education Gazette, Vol.XX, No.viii, 2nd Aug., 1926, p.94.
as well as a definitely pre-vocational training" and that "the value of a general education as an essential part of the training of the artisan and, incidentally, of the future citizen" was "fully stressed."(1)

It was also decided that pupils in Commercial and Junior Technical Schools would follow the same course in 1st year, and that pupils may transfer from one to the other at the end of 1st year.(2)

This was a guidance-oriented development, which gave pupils the right to defer vocation-determining decisions until they were a year older than at entrance to Secondary schooling.

There were still many problems in secondary schools, however. The Secondary Teachers' Conference of 1927 discussed many defects in the secondary system and the President of the Secondary Teachers' Association, G. Perkins, asked for reform. Not only did he ask that secondary courses should all be separated from primary schools, but he claimed that many new high schools were needed and that there should be "new types of high schools of non-classical and modern character, and supplying special as well as general training."(3)

In August 1929, it was announced that as from, and including, that year, the Junior Technical Course would lead

(1) "Courses of Instruction for Junior Technical Superior (Day Continuation) Schools, 1927, p.3.
(2) "Courses of Instruction for Junior Technical Superior (Day Continuation) Schools, 1927, p.3.
to an Intermediate Certificate on which would be inscribed the fact that they had passed the examinations held by the Technical Education Branch in the technical subjects and "upon apprenticeship are given generous exemptions from attendance of portion of their trade courses at night."(1)

From 1931, students who had gained an Intermediate Certificate from Junior Technical Schools were permitted to enter the teaching service as teachers of manual arts by completing fourth and fifth year courses at Sydney Technical College, to gain the Leaving Certificate and then entrance to Teachers' College.(2)

These changes were designed to raise the prestige of these Junior Technical schools; but it also had the effect of creating educational problems - for their pupils, who had been rejected for a High School course, were now required to cover a syllabus, largely determined by University requirements, and to cover it in the same time and to pass the same External Intermediate Examination as the High School pupils.

A somewhat similar situation took place in the other Superior Public Schools (Commercial and Domestic Science). By 1932 students of all these schools were able to sit for the Intermediate Certificate Examination.(3)

Secondary education was extended also in country areas,

(3) Report of the Minister of Public Instruction for the Year 1929, p.18; and The Education Gazette, Vol.XXII, No.ix, 1st Sept., 1928, p.151.
where several different types of schools developed. These included the District Rural Schools which, after experimenting with unusual courses such as Elementary Agriculture, Applied Farm Mechanics and Rural Economics, had been brought into line, by 1925, with other secondary schools "in accordance with the demands of parents." From this year they led to the Intermediate Certificate Examination and were co-ordinated with higher education, leading to a 4th and 5th year High School Course. (1)

In an effort to create interest in these schools the Department, in 1928,

(i) revised the Nature Study Course for the Primary Schools,

and (ii) commenced Junior Farmers' Clubs throughout the State. (2)

This was an attempt to guide children by means of the curriculum - in an effort to halt the drift from the land (which was a world-wide trend). In explaining this, the Minister's Report for 1928 stated:

"If the drift from the land - a problem not confined to this State, but one of world-wide experience - is to be successfully countered, the wise course would appear to be the one now adopted by this Department - viz. to commence with the children at school, and early cultivate a scientific attitude of mind, and an interest in the work of the future." (3)

(1) Report of the Minister of Public Instruction for the Year 1925, p.4.
(2) Report of the Minister of Public Instruction for the Year 1928, p.5.
(3) Ibid., p.6.
From 1930, the Hurlstone Agricultural High School at Glenfield offered a full 5-year High School course; and the country schools, which had been offering secondary education in composite courses since 1920, increased in number so quickly during the 1920's that it seemed clear that they were fulfilling a demand for secondary education in the more or less sparsely populated parts of the State.

(3) THE DEPRESSION, UNEMPLOYMENT AND THE SCHOOLS

The early nineteen-thirties brought much hardship and unemployment, for Australia was in the grip of what J.D.B. Miller calls a "full-fledged" depression. "A calamitous fall in world prices and the abrupt cessation of government borrowing meant that the full force of the depression was felt in Australia earlier than in more heavily industrialized countries." Banks closed, even skilled men were obliged to accept any work and many workers were 'on the dole'.

Many pupils in New South Wales, unable to find employment, stayed at school. Enrolments grew.

(a) Vocational Guidance Bureau Plays Its Part

During 1931, as a result of the economic crisis and of the consequent difficulty of finding employment for boys and girls, the school population had been increasing by about 7,000 per year - in the year 1931, the rise was over 10,000. (Report of the Minister of Public Instruction for the Year 1934, p.4.)
girls who had left school, steps were taken by the Vocational Guidance Bureau to organize classes in trade and commercial subjects. The Scheme as finally adopted, provided for:

(i) Youths, formerly apprenticed to trades, who had been thrown out of employment.

(ii) Boys and girls in commercial and other occupations who had lost their positions.

(iii) Boys and girls who had left school but were unable to obtain employment.

Classes were established accordingly at the Sydney, East Sydney and Newcastle Technical Colleges and at the Wollongong Trades School. All applicants for admission to the classes were selected by the Bureau. Except in the case of the Commercial Class, where a special staff was provided, the work was undertaken by teachers of the schools referred to without further additions to the staff. There were more applicants for admission than could be enrolled.

Representations - sometimes successfully - were made by the Bureau, to employers' organizations asking that apprentices and intending apprentices attending these classes should have the period of attendance computed as part of the apprenticeship term.

During the years 1930-31, ex-pupils of 208 State Schools and 114 non State Schools took advantage of the facilities made available through the Bureau. The number of boys and girls who applied in these two years was 2,334 (1930) and 2,598 (1931).

The Bureau actually placed 150 boys and girls in permanent positions and as many in temporary work.

(1) Report of the Minister of Public Instruction for the Year 1931, p.4.
During 1931 the Bureau co-operated with any movement whose object was "the solution of the juvenile unemployment problem." To this end, 26 public meetings were attended during the year.

Concluding his report on the Vocational Guidance Bureau in his Annual Report for 1931, the Minister for Public Instruction Drummond expressed his conviction that "the work of the Bureau is appreciated by the employer and parent alike," as was "evident from the many testimonials received." (1)

(b) The Problem of the Cost of High School Education

A major cause of concern during this depression period was the cost of High School education. Minister Drummond stated that a pupil at High School cost the Department more than thirty pounds, while rural school pupils cost only half that amount. The Department was losing £150,000 each year because of this. He hinted at a tightening of High School entrance conditions and a possible re-introduction of fees in High Schools. (2)

In supporting the latter idea, one editorial in the "Sydney Morning Herald" expressed opposition to the fact that fees had ever been removed for High School attendance. High School education is obviously viewed in this editorial as

(1) Ibid., p.4.
(2) In a speech at Albury, reported in The Sydney Morning Herald, 19th June, 1930.
pre-vocational training - or preparation - for a professional career. The argument is that, as only 3% of those who leave State Secondary Schools actually "adopt a professional life", it "is perhaps well that the large majority of secondary course children never arrive at the fifth year at all... The fact should be accepted," claimed the article, "that a considerable percentage of the population is quite incapable of profiting from higher education." Having recognised that this belief is neither fashionable, nor supported by "educational enthusiasts," the editorial concludes that "there would be fewer found to enter so lightly" on a High School course only to abandon it, "if a charge were made. Asking why higher education had ever been made free at all, the editorial does not visualize 'a curtailment of higher education' (as D.J. Austin had suggested to the Annual Conference of the Secondary Teachers' Association in 1930) - but "a sensible limiting of opportunities to those who are able and resolved to take advantage of them."(2) Actually, the standard set for entrance to High Schools in 1929 had resulted in only 51% of candidates being accepted, compared with 66.6% in 1928.(3)

The new system of entry to Secondary Schools entailed the abolition of the internal Permit to Enrol and the inaugurating(4) of an external Primary Final Examination to be marked by

(1)Quoted from "a recent work by R.W. Gordon Mackay: 'Some Aspects of Secondary Education'."
(3)The Reports of the Minister for Public Instructions, 1928 & 1929.
(4)By the newly appointed Minister, W. Davies (who had .../-
committees of teachers and revised by Inspectors of Schools.\(^{(1)}\)

This applied to all candidates at the end of Primary Schooling.\(^{(2)}\)

Minister Davies is reported, in "The Sydney Morning Herald", in October, 1931, as accusing his predecessor of wasting money on High School and Intermediate High School buildings.

"We have the spectacle of dwindling fourth and fifth year classes in High Schools - in some cases less than a dozen students taught by high salaried teachers. There has been too much money spent on High School buildings under Mr. Drummond's 'vigorous' policy."

he is reported to have said.\(^{(3)}\)

(4) **THE NEED FOR CURRICULUM REVISION AND EDUCATIONAL GUIDANCE**

Fortunately, however, there were other voices. Of crucial importance were the opinions expressed by Professor A. Mackie, Professor of Education at Sydney University and Principal of Sydney Teachers' College, during this period.

Writing in "The Australian Quarterly" in March, 1931, Professor Mackie, quoted the following figures on the Population spread in High Schools:

.../ succeeded D.H. Drummond and new Director, G. Ross Thomas (who had succeeded S.H. Smith).

\(^{(1)}\) Bursary candidates' papers were to be marked by a special staff of inspectors.

\(^{(2)}\) Report of the Minister of Public Instruction for the Year 1930, pp.1-2.

to support the fact that there was considerable wastage of High Schools entrants who left school before completing the course.

However, his interpretation of this situation did not lead to any of the previously mentioned solutions. He first explained that, as High School education had "only recently become generally accessible, ... a good deal of wastage was ... inevitable" as many will be attracted by the very novelty.

Analysing the problem, he suggested that, if some failed to remain because of "lack of means," then "maintenance allowances" were indicated; but he emphasised a positive aspect of the problem, and its solution when he pointed out that the "head" should determine whether to "encourage a pupil to stay or advise him to leave." By suggesting, too, that "something, but not much, may by done to prevent a falling by the way" and that it is certainly wise for children to leave "if they find

the work distasteful or, if a good opening in some occupation presents itself," he implied a recognition that other aspects of the pupils (such as interest and attitude) may determine success and continuation in the secondary school. The step to educational guidance is not a long one from such a viewpoint. The implication that it is impossible to determine in a final and directive way at entrance to secondary school how each pupil will develop did not, however, follow in the Professor's argument - this came only after the concept of child-developmental growth - was introduced to psychology and education especially by Havighurst in 1953. So, although he more than glances at the need to view decisions (such as when to leave school) as necessarily involving many environmental factors and the pupil's perception of and attitude towards them, yet he actually came through/a greater emphasis on the need to perfect entrance tests to improve methods of selection for High School education!

Thus, one of the leading educationists in New South Wales expressed his belief that:

(i) advice is necessary in the High School as part of the educational process;

(ii) the giving of advice is a function of "the head".

(He makes no suggestion that specialists, similar to the counsellors, who, by this time, were actively associated with High School programmes,
should be used, however);

(iii) if some who enter High School do not possess sufficient ability, "then we should devise, if we can, better entrance tests," ... "improved methods of selection."

The professor believed that, as the nature and character of High School Education became better known, parents would "come to realise that, in selecting a course, the main thing is its fitness for the particular boy or girl, not its social or other prestige."(1)

There are implied in these ideas, certain facets of a guidance approach to education. Certain limitations were imposed:

(i) by the very structure of the school system which had developed in New South Wales by this date;

(ii) by the attitude of society (especially of employers and consequently of parents) to the products of certain schools;

and (iii) by a number of implications involved in the rigorous selectivity of the Academic High Schools.

Professor Mackie recognized the value of other types of course than the academically-biased High School course, and expressed his conviction that it was "very desirable that all forms of secondary education should receive equal

(1) Of course, parents and children alike at this time were denied the right to "select" on any basis, for secondary school placement was rigidly determined by the result of "entrance tests".!
redognition and should be, of their kind, equally good" which at present "is not so."(1)

In the setting of education in New South Wales in 1931 these opinions were very advanced - but there is evident the influence of the limitations imposed by the implications inherent in the system. These were:-

(i) that selection for particular courses or schools is possible; and

(ii) that such selection is desirable.

During the next thirty years educationists were to question:

(i) the desirability of planning secondary education in terms of types of courses or schools, with various implied pre-vocational biases;

(ii) the possibility of selecting pupils for a particular type of secondary schooling - especially as early as the end of primary schooling; (2)

(iii) the desirability (even if it were possible) of placing pupils, by administratively-organized directive means, into definite types of courses or schools at the beginning of secondary schooling.

Mackie was convinced that the course offered in Junior Technical Schools was "not suited to the aptitudes of those

(1) Ibid., pp.65-6.
(2) Individual differences in developmental rates and patterns were not predictable - especially at such an early age as that at which children enter secondary schooling.
who enter." This he felt was one good reason for the lack of "holding power" of these schools. For, while there was wastage in the High Schools, there was even more in the Junior Technical School, he pointed out - and he supported this opinion by stating that, whereas the High Schools retained by 3rd year 68% of those who entered them in 1927, yet the Junior Technical Schools retained only 24% of their 1927 first years. (1)

That his suggested solution for the problems of secondary education included the idea that educationists should develop their "methods of scholastic guidance," (2) was of importance to future developments, as they concern this study.

For, although no general reform of the whole secondary curriculum had yet been suggested, we have, in the statement by Mackie, one of the earliest recorded opinions of a New South Wales educator concerning the need for guidance in educational problems in the school itself at the secondary level. Hitherto the stress, especially in practice, had been on guidance in connection with occupations (or vocations).

(1) Ibid., p.66.
(2) Ibid., p.66.
(5) **EFFECTS OF DEPRESSION YEARS ON VOCATIONAL GUIDANCE**

(a) **Vocational Guidance Bureau Transferred to Department of Labour and Industry (1932)**

It is recorded in the Minister's Report for 1932 that the Vocational Guidance Bureau "was temporarily (1) transferred" to the Department of Labour and Industry during that year. Since its establishment in 1926, says the Report, the Bureau "which is concerned mainly with guidance and placement work among boys and girls seeking employment, was controlled by the Department of Education. Owing to the altered conditions in industrial and other spheres of employment, however, it was felt that the Bureau would function more effectively in direct association with the Department to which it has been transferred." (2)

(b) **The Work of the Australian Institute of Industrial Psychology Develops**

In the words of its 4th Report - for 1930-1, the Institute, founded in 1927 and affiliated with the National Institute of Industrial Psychology in London (under Dr. C.S. Myers) was "firmly established in the regard of the public" by 1931. (3)

Although a fee was payable for "the examination" the

(1) This temporary transfer has continued until the present time and appears to be now "permanent".
(2) Report of the Minister of Public Instruction for the Year 1932, p.5.
(3) 4th Annual Report of the Australian Institute of Industrial Psychology" (1930-1931), Sydney; pages unnumbered.
"prevailing industrial conditions" were being met by the Institute, which had arranged "for the examination of groups of the unemployed at a reduced fee." The officers of the Institute were all graduates of Sydney University, who had trained under Dr. A.H. Martin. They were:

(i) Miss N. Hales, M.A. (Secretary);
(ii) G.F.K. Naylor, B.A., M.Sc. (Assistant Psychologist);
(iii) Miss M. Mirk, B.A. (Research Worker).

Dr. Martin was its Honorary Director and the 15 Councillors represented large commercial or industrial undertakings, the Chamber of Manufacturers, the Chamber of Commerce and the general public.

Research during 1930-1931 was made possible for the Institute under a grant from the Australian Council of Educational Research, which had been formed in February 1930. This research concerned mainly standardisation of a group intelligence test (3,000 cases), analyses of types of vocational, educational and personal problems (250 cases) and research on Clerical Careers for boys and professional careers involving University training.


(2) The "H" Test (a Revised Army Alpha Test) prepared by Miss Hales.

by the Director). This service was apparently utilised by parents who brought boys and girls for help, and by employers, who acquired help in selecting from among candidates for placement in jobs. The institute used "mental and physical tests of a simple practical nature" in its work.

During this year (1930-1931) Director A.H. Martin delivered a Course of three lectures on Industrial Psychology. Published in 1931, these lectures were included in the Course in Psychology at Sydney University during the 1930's.

The emphasis was on the "distinct social service" which psychology has to render.\(^{(1)}\)

(c) Development and Reconstitution of Vocational Guidance Bureau

At the time of the transfer "temporarily" to the Department of Labour & Industry - in 1932 - of the Vocational Guidance Bureau, the staff (M.F. Connelly, as Superintendent and A.C. Anderson as Psychological Assistant) was also moved over, although actually remaining seconded Teachers.

Soon after this, D.E. Rose\(^{(2)}\) (who had worked in the Child Welfare Department) and A.D. Hope\(^{(3)}\), (a teacher on the staff of the Department of Public Instruction) were

\(^{(1)}\) Dr. Martin's ideas were involved in much of the vocational guidance work during this period - not only as Founder and Director of the Institute, but also, from 1936, as Adviser and Director of the Vocational Guidance Bureau in the Department of Labour & Industry - See next section.

\(^{(2)}\) Now Director of Youth Welfare and of the Vocational Guidance Bureau.

\(^{(3)}\) Trained in psychology - now an Australian poet and on the English staff of the National University, Canberra.
added to the staff. (1)

The tests mentioned earlier as being used in the Vocational Guidance Bureau while it was situated in the Education Department, were still used after the move to the Department of Labour and Industry until soon after the retirement, in 1936, of M.F. Connelly from the position as Superintendent. For a short period after Connelly retired, A.C. Anderson was Officer in Charge of Vocational Guidance and the Juvenile Employment Section of the State Labour Exchanges. (2)

During the next four years "Juvenile Employment played a more significant part" (3) in the functioning of the Bureau. Then the psychologist, (4) and his assistant (5) were transferred again to the Department of Public Instruction, (6) and the Bureau was reconstituted during 1936-37.

In the Report to a Parliamentary Select Committee in 1939, A.H. Martin said "With Mr. W.M. O'Neil (7) as officer in charge of a staff of two psychologists, Dr. Martin was appointed by the Under-Secretary to direct and supervise the

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(2) The State Labour Exchanges were associated with one function of the Department of Labour and Industry.
(4) A.C. Anderson.
(5) A.D. Hope.
(6) A.H. Martin on "Report on Vocational Guidance" to the Parliamentary Select Committee on "Youth Employment," August, 1939.
(7) Now Professor of Psychology, University of Sydney.
activities of the new organization. The tests and methods standardized by the Australian Institute of Industrial Psychology were substituted for those previously used. Changes included the introduction of the following normed tests:

1. General "H" - (the work of Miss N. Hales, Secretary of the Australian Institute of Industrial Psychology) - as a test of General Intelligence.

2. Abbreviated Carpenter Space - Form Test. (1)

3. A Clerical Test - prepared and normed at the Institute of Industrial Psychology. (2)

4. A Modified Stenquist (the work of the Research Officer, Miss Marjorie Mirk).

Involved in the vocational guidance of an individual was also the administration of Tests for Manual Dexterity (Paper and Pencil type), questionnaires for personality traits, occupational interests tests and tests for visual and auditory acuity and colour blindness. (3)

An interview became part of Vocational Guidance under the joint control of A.H. Martin and W.M. O'Neil. For the presentation of the results of all the tests administered, Dr. Martin favoured a Profile Method.

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(1) Prepared and normed by Miss Enid Carpenter, of the Australian Institute of Industrial Psychology. Miss Carpenter is now, as Mrs. Enid Wilson, Director of the Institute.

(2) This was the work of Ralph Piddington, now Professor of Anthropology, University of Auckland.

(3) Interview with Professor W.M. O'Neil, 30th November, 1962.
During 1937-8, O'Neil did a Factor Analysis of the tests and from this work separated a 'number' and a 'verbal' factor in intelligence tests. (1)

At this time, the staff, under O'Neil, consisted of D.E. Rose (2) and R. Mark. (3)

(6) **FURTHER PROBLEMS IN THE SECONDARY SCHOOLS**

Meanwhile changes were taking place in the various state schools offering education at the secondary level.

In the year 1932 the office of Chief Inspector of Secondary Schools was abolished and the Super-primary schools, previously supervised by the Chief Inspector of Primary Schools, came under Secondary inspectorship. Involved in this was the decision to co-ordinate all secondary courses - but it was done without alteration of the fundamental character of the various types of schools. (4)

In a locality possessing a High or District Rural School, where population did not warrant the provision of more than one school offering secondary education, three courses were introduced - each with a similar central group of subjects, but differing in the following ways:

(a) One was a general and professional course,

(1) Interview with W.M. O'Neil. (These two factors are still used as a basis for testing in the V.G.B.)

(2) Seconded from the Child Welfare Department for the purpose of helping the V.G.B. with the Child Welfare cases, which came to the Bureau.

(3) Reginald Mark later became a district School Counsellor in the Department of Education. In 1947 he was appointed one of the first 2 District Guidance Officers and later returned to the teaching staff.

(4) Report of the Minister for Public Instruction for Year 1932, p.4.
including two foreign languages;

(b) one was a course including one foreign language and pre-vocational subjects from either the Junior Technical, Commercial, Agricultural or Domestic Science Group;

(c) one was a course with no foreign language, giving more time to English, History and Mathematics and the pre-vocational subjects of the second course.

The subjects common to all courses were English, History, Geograph and Elementary Science. (1)

There was opposition to the changes involved in this type of Secondary School.

The retired Chief-Inspector of Secondary Schools, W.J. Elliott, writing in 1935, labelled it as "a school of polytechnic character."

"It is not clear," he continued, "whether there are to be two standards of entry, the ordinary High School Entrance examination for a pupil taking a foreign language in the course, and a lower standard for the pre-vocational course; nor is it clear how, if the accommodation is or becomes limited, the entries in any year are to be divided between foreign language and vocational courses." (2)

(1) Report of the Minister for Public Instruction for the Year 1932, p.4.

All these problems had to be worked out, and were indications of a need for research and for guidance in the educational process. The demand for curriculum-planning, based on the individual and developmental needs of children was becoming obvious.

(a) **Widespread Criticism of Secondary Schools - Demands for Reforms**

In 1933, following the reduced expenditure on education during the depression years of 1929-1932 - when the accommodation position had grown desperate in secondary schools - there was unleashed a flood of dissatisfaction with and criticism of the conditions in Secondary schools.

On 15th March, 1933, F.C. Wootten said in "Education" that "the present impulse towards reform seems to have originated in the flood of criticism directed in recent years against High Schools."\(^{(1)}\)

Many critics expressed opinions concerning what they felt was the chief cause of complaint and the main type of reform needed.

Professor C.G. Lambie,\(^{(2)}\) for instance, wrote in "The Sydney Morning Herald" on 1st July, 1933, that

"If one was asked to diagnose what was wrong with the average product of our educational system, one would be inclined to say, in medieval phraseology, that he appeared to be suffering from a


\(^{(2)}\) Bosch Professor of Medicine, Sydney University.
deficiency disease due to an unbalanced intellectual diet and also from mental indigestion caused by excessive cramming for examinations."(1)

Others, such as Professor C~slaw of Sydney University, criticized the fact that the Leaving Certificate examination served a double purpose — that is, to signify the end of a course and as a basis for entrance to the Sydney University.(2) Professor H. Tasman Lovell(3) criticized the influence of "examination requirements" on the choice of subjects at the secondary level. He wanted "the instruments of culture" — the study of one's own language, other languages and mathematics — to be given more emphasis in the training of every "educated" man. Letters from people in many walks of life gave evidence that secondary education was a very "live" issue.(4)

(b) Committee of Inquiry Appointed (1933)

Minister Drummond instituted an inquiry and during 1933 a committee was appointed.(5) The terms of reference of the Committee were:

1. To inquire into and report upon

   (i) the present system of super-primary and secondary

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(1) The Sydney Morning Herald, 1st July, 1933.
(2) The Sydney Morning Herald, 3rd July, 1933.
(3) Professor of Psychology at Sydney University.
(4) The Sydney Morning Herald, 10th July, 1933.
(5) Report of the Minister of Public Instruction for the Year 1933, p.3.
school examinations in New South Wales; and

(ii) the suitability of the courses of study upon
which they are based for pupils who have
completed the primary school course.

2. To report upon the incidence of (i) and (ii) on
(a) the physical and mental well being of the child;
(b) the requirements of the community with respect to
   (i) technical education;
   (ii) trade and commerce;
   (iii) pastoral and agricultural industries;
   (iv) domestic arts;
   (v) the professions.
(c) the percentage of students of both sexes in
   secondary schools who
   (i) qualify for matriculation;
   (ii) matriculate.
(d) entrance requirements of the University;
(e) the award of Public exhibitions;
(f) the careers of students
   (i) who proceed to the University;
   (ii) who enter upon their life's vocation at
        the conclusion of the school course;
(g) other matters relevant to the foregoing.

3. To recommend such modification of the examination
system and the courses of study as will make them
adequate to the needs of the community.
4. To advise the Minister as to amendments to existing legislation necessary to implement the recommendations made. (1)

These very terms of reference indicate that guidance as an integrating process was actively concerned in educational thinking.

However, although the final Report of the General Committee was adopted on 8th December, 1933, the Minister did not release it until the end of June 1934. He had stated in his Annual Report for 1933 that the final Report of the Committee showed:

"that whilst the relationship of examinations to school curricula is a question receiving considerable attention in all parts of the world, the present time is, in the opinion of the Committee, inopportune for making any drastic change." (2)

Actually, the Committee did recommend an examination at the end of fourth year - to be known as the School Certificate Examination - and another at the end of fifth year - this to be known as the Higher Certificate examination.

These recommendations were not implemented - and had to wait until after World War II - in fact, until the implementation of the Wyndham Committee's Report, well over 20 years later. (3)

(1) Ibid., p.3.
(2) Ibid., p.3.
(3) The Higher Certificate Examination, under the Wyndham Scheme is to be awarded at the end of sixth year.
Writing in "The Australian Quarterly" in September, 1934, one of the members of the Committee, Mr. L.C. Robson, Headmaster, of Sydney Church of England Grammar School, defined the secondary stage of education as that which "covers the years from twelve to seventeen." From this he expressed an advanced approach to the problem when he saw the functions of a secondary school as being to "provide a discipline appropriate to all these ages." Its teaching, he claimed "should be sufficiently free to be accommodated to this rapid development." The secondary school atmosphere, he recognised, must be such that pupils have "freedom to develop in various moulds." Recognising the developing needs of pupils for a vocational orientation "in the later years" of secondary schooling, he suggested that "there must be readiness to acknowledge the requirements of various vocations as far as possible." He saw the two main aims of the secondary school - as being concerned with producing (i) good workers for the community (socially useful people) and (ii) people "of character" (happy, integrated individuals). (1)

This statement expressed a guidance-oriented view of education.

(c) **Advisory Council of Education Recommended**

The year following the Report of the Committee which had made the recommendations outlined previously, Minister Drummond recommended to Cabinet that an Advisory Council of Education be set up,\(^{(1)}\) to keep in touch with educational developments overseas, to recommend to the Minister on matters concerning methods of education, curriculum, health and safety of children, educational trends in relation to trade, commerce and industry, as related to New South Wales public schools.\(^{(2)}\) This was implemented.

(7) **PSYCHOLOGY APPLIED TO SELECTION - IN THE SCHOOL SYSTEM IN NEW SOUTH WALES**

Idea of Ability Grouping Leads to Establishing of First Opportunity 'C' Classes for Gifted Children (1932)

Meanwhile, many graduates of Sydney University, had entered the Department of Public Instruction as Teachers in Departmental Schools - mainly at the Secondary level. Of these teachers, many had studied under, not only Bernard Muscio, but A.H. Martin, whose emphasis on psychological methods for assessment of abilities, had been so influential in the development of vocational guidance during the late\(^{(1)}\)

\(^{(1)}\) Report of the Minister of Public Instruction for the Year 1934, p.1.

\(^{(2)}\) Assent did not come for the establishing of an Advisory Council: until 22nd June, 1936, when the "Public Instruction & University (Amendment) Act" was passed. By this Act, too, a Board of Secondary Schools Studies was established. It assumed office on August 18, 1937. (Report of the Minister of Public Instruction for the Year 1937, p.8.)
1920's.

Of these graduate teachers, the one destined to most influence guidance in the New South Wales Education Department, was Harold Stanley Wyndham, who had taken his Master of Arts at Sydney University in 1928.

In 1932, H.S. Wyndham "persuaded" the Director of Education, Mr. Ross Thomas, to establish 'special' sixth classes at Woollahra and Erskineville for gifted children." H.S. Wyndham himself taught the class at Erskineville in 1932. Particularly interested, in an advisory capacity in this venture, was Professor C.R. McRae.

(8) FIRST OFFICIAL EDUCATIONAL GUIDANCE IN A SCHOOL SETTING

First Educational Guidance at The Sydney High Schools - Official Recognition of Student Advisers (later called Resident School Counsellors) - (1933-4)

At the beginning of 1933 "a number of these pupils" (that is, gifted children from Woollahra and Erskineville special classes) "gained entrance through the High School Entrance Examination, to Sydney Boys' and Sydney Girls' High Schools." (3)

(1) Now Director-General of Education, N.S.W. Department of Education.
(2) Letter from Ian D. Renwick, first Resident Counsellor at Sydney Boys' High School - now Vice-Principal, Newcastle Teachers' College. (Letter dated 4th Dec., 1962, p.l.)
(3) Ibid., p.4
By the beginning of 1933, H.S. Wyndham "had proceeded overseas" (1) on a Scholarship to Stanford University. (2)

Director Ross Thomas suggested that the pupils at the Sydney High Schools, from these special classes "should be given some pastoral care and their progress through High School should be followed up; and he proposed to make special appointments to each of these schools for this to be done." However, Mr. George Saxby, the Headmaster of Sydney Boys' High School, and Miss F.E. Campbell, the Headmistress of Sydney Girls' High School "donsidered this unwise, and suggested that some members of the existing staffs should do this." (3) That experienced Heads of these two schools preferred to use members of their teaching staffs to perform this function of guidance and oversight appears significant - showing at least that any organized guidance in the immediate future would need to bear in mind the need to introduce the idea of guidance experts into the schools very tactfully and gradually.

A meeting, consisting of The Director of Education, Mr. Ross Thomas (as Chairman), Mr. Harkness, The District Inspectors for Woollahra and Erskineville, the teachers selected by

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(1) Interview with Professor Leslie Haynes, University of New South Wales, 23rd Nov., 1962.

(2) The Scholarship was a N.S.W. Teachers' Federation Traveling Scholarship - Information from the Research Section, N.S.W. Teachers' Federation, 16th Jan., 1963.

Mr. Saxby (Mr. Ian D. Renwick and Mr. Vic Hyde(1)), the teacher selected by Miss F.E. Campbell (Miss Ida Barnes) and Dr. C.R. McRae, "as psychological adviser."(2)

"At this meeting," states Mr. Renwick, "it was pointed out that it was desired to show that these 'specially gifted' were superior pupils in the High Schools."(3) Mr. Renwick urged the need for an experimental control group.

Approval was given by the Chief Inspector for one teacher in each of the Sydney High Schools to be freed from part of his/her teaching duties in order to "dellate information about individual pupils."(4)

Miss I. Barnes made a study particularly of girls at Sydney Girls' High School who had entered the school from these special classes;(5) mainly concerning herself with clerical work of recording results of these pupils at Sydney Girls' High School.(6)

However, Mr. Renwick carried guidance further at Sydney Boys' High School, in that "he initiated a number of studies,

(1)Later Mr. Hyde withdrew owing to pressure of work. (Letter from Mr. Renwick, 4th Dec., 1962.)
(2) Ibid., p.1.
(3) Ibid., p.4.
(5)Later these classes were named Opportunity "C" (or "O-C") Classes, children being chosen for these classes mainly on Intelligence Quotient and parents' willingness for children to attend them.
(6)Telephone conversation with Miss Barnes, February, 1961.
the most important of which was an investigation into 'the incidence and causes of failure in first year of high school'. "(1)

For, in spite of the fact that the Committee had not agreed to Mr. Renwick's original claim for the need for an experimental control group, "Mr. Thomas was very tolerant," writes Mr. Renwick in his letter, "and allowed me to compare these 'specially gifted' children with other pupils of equal intelligence, who had not attended these 'special' sixth classes."(2)

"It soon became evident," continues Mr. Renwick, "that some form of what we now call 'counselling' was essential if any satisfactory check was to be kept on these 'special' pupils."(3)

During 1933 and 1934 Mr. Thomas was "steadily impressed ... with the need to appoint" Mr. Renwick "as 'student adviser'."(4)

(9) H. S. WYNDHAM - KEY FIGURE

(a) American Study

In the meantime H.S. Wyndham had spent the years 1932 and 1933 at Stanford University in California, preparing,

(1) L.A. Whiteman, op. cit., p.7.
(3) Ibid., p.1.
(4) Ibid., p.1.
(5) This article is discussed in a later chapter. (Note: ...)
under Lewis Terman to present his doctoral thesis on "Ability Grouping"(1). Returning to New South Wales with his doctorate, he supported the idea of student advisers - "but," wrote Ian Renwick, "suggested that the title be changed to 'School Counsellor'."(2)

It was in the latter part of 1934 that Renwick was released from half of his teaching duties in order to carry out this work.(3)

(b) Lecturer in Education - Sydney Teachers' College

Dr. Wyndham's first appointment after his return to New South Wales was as Lecturer in Education at Sydney Teachers' College. Here he also acted as Assistant-Editor of "Schooling," a magazine published five times per year, by the Sydney Teachers' College Press during this period.(4) In this magazine, Dr. Wyndham wrote a series of articles under the general title "Leaves from a Professional Diary."(5) In the second of these articles bearing the sub-title "Vocational Guidance and the Curricula of The Secondary School," Dr. Wyndham gave an invaluable expression of his views on guidance at this important period in the development of education - and, incidentally, of guidance - in New South Wales.(6)

(1) Interview with Professor Leslie Haynes, op.cit.
(2) Letter from I.D. Renwick, p.2.
(3) Ibid., p.3.
(4) Editors were Professor A. Mackie (Principal) and P.R. Cole (Vice-Principal).
(6) This article is discussed in a later chapter. (Note: .../-
(c) **Appointed as First Research Officer of the Department of Public Instruction (1935)**

"A new era in State education," as the Minister for Education, D.H. Drummond said in his Annual Report for the Year 1935, commenced with the appointment during the second half of the year, 1935, of a Research Officer to the Department of Public Instruction - in the person of Dr. H.S. Wyndham.

(10) **EDUCATIONAL GUIDANCE OFFICIALLY RECOGNIZED AS FUNCTION OF EDUCATIONAL SYSTEM**

The trials and problems of the New South Wales State education system had led to this important appointment of Research Officer, whose duties concerned "Research and Educational Guidance."(1) Much that has followed in N.S.W. education may be traced back to it.

Research was necessary as an official method of assessing educational aims, methods and achievements. The new appointee recognised the close association between research and guidance - he had in mind it seems that in an educational setting, research must be associated with the practical situation of the school; it must assist and guide the educational process.

It is clear from Wyndham's article in "Schooling" in

.../—Reference also is made later to his influence on a group of graduate trainee-teachers during 1934-5.)

June, 1935 (which will be discussed more fully in the next chapter - 5) that he recognised the function of research - and guidance - in modifying the curriculum and that he believed that the less rigid the secondary curriculum is, the better the atmosphere for real guidance. (1) Yet, he acted in accordance with his claims, made later (in 1948) that the guidance worker "must do what he can with existing facilities," ... he "cannot invent a new type of school overnight." (2)

In fact, Wyndham had to wait until the 1960's before "a new type of school" in New South Wales became a reality.

The need for research and guidance, however, could not wait for this. In fact it could - and has - made the new school possible.

So, in the setting as he found it in 1935 the new Research Officer accepted the challenge of planning a System for the Australian State with the biggest population and an area 10% of that of the whole continent. (3)

Educational Guidance associated with Research was officially a function and part of the N.S.W. Educational System.


SUMMARY

The main trends and developments of importance to the concept of guidance in the schools, mentioned in this chapter are:

1. Psychological tests were first used in 1927 for the purposes of vocational guidance (in the Vocational Guidance Bureau in the Department of Public Instruction).

2. A semi-public body - the Australian Institute of Industrial Psychology was founded by Dr. A.H. Martin with community support (1927).

3. During the depression years of the early 1930's the V.G.B. and Australian Institute helped youths.

4. The Depression caused (i) increased population in schools; and (ii) concern over cost of High school education.

5. The first schools in N.S.W. to offer 3 courses under the same roof were introduced in country areas - in 1932. They were called polytechnic schools by a critic.

6. The Secondary Schools had many problems - Widespread criticism led to Committee of Inquiry.

7. Although this Committee decided that time was not opportune to make sweeping changes - there was evidence of guidance-oriented thinking in its suggestions for improving Secondary education (involved examinations and curriculum).

9. Vocational Guidance Bureau transferred to the Department of Labour and Industry (1932) and reconstituted (1936) under A.H. Martin (as Hon. Director) and W.M. O'Neil as Officer-in-Charge.

10. Need for recognition of Secondary Education as education for an age group in which great and vital development is taking place, was stressed by a member of the Committee of Inquiry (a guidance-oriented view of Secondary Education).

11. Psychology applied to Selection for educational purposes - The establishing of the Opportunity "C" Classes for gifted children (1932), H.S. Wyndham plays important part in this.


(1) \textbf{THE YEAR 1935 BROUGHT RESEARCH AND GUIDANCE TO EDUCATION} \\

The Minister's Report for 1935 included, for the first time in New South Wales, the heading "Research and Educational Guidance."\(^{(1)}\)

Minister Drummond expressed his belief that, with the appointment of a Research Officer, whose duties concerned research and educational guidance, "the foundations were laid for what should prove to be a new era in State education." He did not exaggerate the potential, inherent in this guidance-oriented approach. It meant that guidance principles should henceforth influence policy and integrate the practices of the schools for the benefit of the pupils and society.

As he pointed out, the appointment "may be taken as significant of the steadily growing recognition of the value of research in connection with educational problems and

\(^{(1)}\)Report of the Minister for Public Instruction for the Year, 1935, p.l.
processes." The appointment was an acknowledgement of the belief that "investigations, experiments, psychological and intelligence tests are educational requirements in any educational system," and that "for the best results to be obtained in such matters it is essential that they be conducted by a trained and qualified officer."(1)

(2) THEORETICAL BASES OF WYNDHAM'S POLICY

(a) As Stated in 1935

At the time of his appointment as Research Officer, Dr. H.S. Wyndham had already stated his views on guidance in an educational - or school - setting. These appeared almost coincidentally with his leaving Sydney Teachers' College where he had been lecturing in Education. In the Teachers' College publication, "Schooling," in June, 1935, appeared the Second of three articles by Wyndham - under the general title "Leaves from a Professional Diary."(2)

In this article, "Vocational Guidance and the Curricula of the Secondary School," he discussed the contrasting philosophies of guidance - one extreme, found in America - where it is assumed that "society was made for man," and the other extreme, found in England, where "social life is arranged in

(1) H.S., 11.

strat."(1) In England "careers are not unreservedly open to talent," (although the situation is different in Scotland); whereas, in America, "one may literally find 'la carriere ouverte aux talents'".(2)

Under the sub-heading "Techniques of Guidance," Wyndham says:

"Vocational guidance in any country is generally a compromise between two extremes. In the one case the aptitudes of the child are to be discovered by test and observation and, if possible, are to be rated and measured. The next step in this plan of guidance is to find a niche in industry, commerce or the professions for each individual array of talents. In the other case, the opportunities for employment which exist, or may in future exist in society are to be discovered and the information gathered is to be marshalled and disseminated among those concerned."(3)

"American vocational guidance practice inevitably tends toward the former extreme, English practice toward the latter," although there are "significant exceptions"(4) to the general contrast, Wyndham claimed.

(b) Vocationally Biassed Curricula – Purpose Determines Guidance Planning

In planning "any consistent, long-term vocational guidance in a school system," Wyndham considered it necessary for those determining guidance policy to decide the purpose of "vocationally biassed curricula" – whether it is:

(i) to discover vocational talent;
(ii) to give pre-vocational talent;

or (iii) to simply provide scope for "those non-academic

(2)Ibid., p.118. (3), (4) .../-
aptitudes which nearly every child possesses."(1)

He considered that a decision concerning this was indeed "fundamental in any scheme for integrating the life of the school and the actualities of modern social living."

In a young country such as Australia, he reminded readers, "there can be few sanctions for a markedly strati­fied form of society," such as that in England where it results in an acquiescent attitude toward the vocational future of the post-primary school population.

(c) Counsellors, Curriculum and Guidance

Dr. Wyndham saw, as having assisted 'vocational guid­ance' in America to become "an integral part of the work of every type of school,"(2) two factors:-

(i) "'Counsellors' on the staff of the American secondary school doubtless represent the answer to the need for closer contact with the pupils, which was felt by all thoughtful educators in the United States as the enrol­ments of the schools increased.

(ii) "The great number of courses in the curriculum

(3)Ibid., p.120.
(4)He mentioned "The work of Dr. C.S. Myers at the Institute of Industrial Psychology in London" as an outstanding exception to the usual English practice - for his work is "outstanding in the realm of testing to discover and measure individual aptitude." He mentioned as an exception to the usual American emphasis the fact that one of the primary functions of the National Committee which has been set up by the Carnegie Corporation in New York under the direction of Dr. Franklyn Keller is to assemble and disseminate information concerning current vocational opportunites. (Ibid., p.120.)

(1)Ibid., pp.122-123.
(2)Ibid., p.124.
of the American secondary school which, in turn, make possible an extensive array of 'electives' or optional courses."(1)

"In America," he claimed, "the vocational future of the child, his aptitudes and preparation for that future have been made one aspect of a much more comprehensive plan of educational guidance than has hitherto been attempted in Australia."(2)

A recognition of the function of guidance as an integrating principle, influencing policy and curriculum-planning is apparent in Wyndham's claim that it is the whole secondary school pattern in America that has made such comprehensive guidance possible. For in America where "all types of secondary course are followed under the same roof, there is nothing to prevent a most catholic choice of courses on the part of the pupil or a most elastic arrangement if his first choice does not prove suitable."(3)

Looking back some fourteen years later (in 1949) towards this period in 1935-6, when he had been responsible for introducing an official guidance system into New South Wales Schools the first Research Officer, presented, to a Conference convened by the Commonwealth Office of Education, the basic concepts that were involved in his planning.

(1) Ibid., p.124.
(2) Ibid., p.124.
(3) Ibid., p.125.
(d) Wyndham's Definition of Guidance

He suggested that guidance "is the discovery and mobilisation of all available relevant information about the individual and his environment so that action may be taken to enable the individual to achieve the greatest possible adjustment to his environment."(1) There were five chief implications of this definition, as he stated:

1. "Guidance is, at the outset, fact-finding and diagnostic" - which stresses
   a) the importance of selection of diagnostic tools;
   b) the need for a high level of competence in using the chosen tools;
   c) the need for skill - and art - in interpreting their results.

2. "The problem of guidance lies not only in the individual, but in the total situation" - which highlights the need to find the relation of the individual's pattern of abilities and interests to a limited range of job opportunities.

3. "The ultimate justification of guidance work is the better adjustment of the individual on whose behalf

guidance is sought." - The close relation between educational research and guidance was emphasised by Wyndham in these words: "Once the facts are known something must be done to remedy the situation."

4. "Guidance, if properly carried out, will involve a number of people in a co-ordinated and co-operative programme." - The testing session and the interview are only the beginning of the guidance process; but "the guidance worker has a specific task to perform." While professional judgment will determine how far the guidance worker as such, will go beyond diagnosis and discussion, Wyndham saw the task of "remedial teachers and of specialists in parent education" as being "separate though related."

5. ("By far the most important") "Real adjustment can only be achieved by the individual himself." - Whatever be the motive - pressure of cases, the demands of others for speedy results - "paternalism is the negation of guidance."(1)

Dr. Wyndham subscribed to the view of guidance in the schools as "a continuous process," and therefore, felt that "guidance is not achieved in a single session, or group of sessions," ... but "calls for organised follow-up."

(1) Ibid., pp.20 ff.
The continuous nature of guidance led Wyndham also to believe that children's problems should be identified as early in school life as possible, so that continuing oversight could be provided. Thus he saw a school guidance system as necessarily extending down to the early school years, through primary (or elementary) school, and up through the secondary school. In such a view many problems "will (often) be solved early and the necessary adjustments" will be "made within the school without recourse to more complicated guidance procedures."

(e) The Counsellors - the Key to a Successful Guidance System

The key to a guidance system such as Wyndham visualised was the counsellor. He saw the "especial responsibility" which had rested on him in developing a school guidance system as being "to strive to establish high professional standards in respect of his staff." This, he interpreted as meaning, that those "qualified guidance officers" or "counsellors" were the key to the success of the system. (1)

Counsellors in an Educational system must:

1. Have "a good basic training in psychology" - followed by (a) training and experience in the field of education;
   (b) specific training in guidance principles

(1) Ibid., pp. 20 ff.
and practices, with special reference to the problems of the educational field.

2. Have "a clear perception of the nature and purpose of guidance." Although the guidance worker "should have a pretty clear idea" from the outset "of the major issues involved ... yet if he is really alive to the challenge of his work, he achieves a larger and clearer view of his task with the years."

3. "Be dedicated to an ideal of guidance," if they are to be effective.

Dr. Wyndham expressed his conviction that, although "we have not, as yet, a Hippocratic Oath for guidance workers ... the spirit of dedication" is as necessary in guidance as in medicine. In fact "in the absence of such a dedication ... the most technically competent practitioner may go through all the motions of his craft with apparent success, yet miss the opportunity for discharging his responsibility to the full."

4. "Be individuals of personal maturity and common-sense." - For he is the person who must go out into the field and put guidance policy into practice - among inspectors, teachers and parents.

(f) Guidance - a Process in a System, and a Principle to Reform System

The challenge to guidance workers in the education field
is "to be critical of the 'status quo' without being an 'agent provocateur,' to maintain guidance standards without being either priggish or insubordinate."

(3) **THE GUIDANCE SYSTEM IN PRACTICE**

(a) **The Counsellor - The Key From the Beginning**

When in 1935, Wyndham was charged with the responsibility of establishing a system of guidance based on research in the New South Wales educational system, it is small wonder that he should commence the implementation by means of counsellors.

By this date there was a teacher-counsellor at each of the Sydney High Schools, whose duty it was to help and advise the bright children who had gained entrance to these schools from the Opportunity "C" classes.

(b) **Appointment of First Schools Counsellors**

Then, in June 1935 the first two district school counsellors were appointed. These were Miss Beryl Wright,\(^{(1)}\) whose centre was Canterbury Home Science School,\(^{(2)}\) and Mr. W.J. Weeden,\(^{(3)}\) centred at Canterbury Boys' High School.\(^{(4)}\)

At the end of 1936 Miss Wright's centre became St. George Girls' High School.\(^{(5)}\)

\(^{(1)}\) Letter from Miss Beryl Wright (now Lecturer at University of Hong Kong) - dated 22nd Nov., 1962, p.l; and Interview with M. Thomas (Chief, Division of Guidance and Adjustment) 1st June, 1961.

\(^{(2)}\) Letter from Miss B. Wright, p.l.

\(^{(3)}\) Interview with Professor W.M. O'Neil, November 1962 and Interview with Mr. M. Thomas, 1st June, 1961 and letter from Miss B. Wright and Mr. A.C. Anderson.

\(^{(4)}\) Letter from Miss B. Wright dated 22nd November, 1962.

With the appointment of these first two district school counsellors the title for those advising the special pupils at the Sydney High Schools, was changed to "resident school counsellor." (1)

Miss Wright outlined, in a letter to me, the way in which the Research Officer and the District School Counsellors co-ordinated their work. "Each Friday we both had a conference with Dr. Wyndham."

"Each Thursday we spent at our Centre, but on the other days we were testing in primary schools and conducting follow-up interviews in order to develop the pupil record cards which it was our responsibility to introduce. We also had to be prepared to have discussions with teachers, as required, because (says Miss Wright) the success of our whole enterprise depended on goodwill." (3)

(c) Goodwill of School Staff Important

This essential goodwill had to be built up gradually, although naturally the spontaneous goodwill and enthusiasm for this new service was very marked in some schools. As Miss Wright wrote,

"As to the attitudes of heads and staff, this varied enormously. Looking back, I feel that it will probably always vary.... Some primary headmistresses and headmasters were so delighted to have the assistance of such a novel scheme that they pressed on us requests to test 5th and 4th classes - in fact - all their school if the test could be used. They felt the use of the record cards must be applied to the whole school as quickly as possible. Others made no secret of the fact that we and all our works were of nothing but nuisance value." (4)

The "interested and co-operative attitude of both the

(1) Letter from Mr. Ian D. Renwick dated 4th December, 1962.
(3) Letter from Miss B. Wright, op.cit., p.2.
(2) That is Beryl Wright and W.J. Weeden.
(4) Ibid., p.3.
Headmaster of Canterbury Boys' High School and the Headmistress of Canterbury Home Science School" were most important in assisting what Miss Wright calls this "pilot project" on guidance in these Canterbury Schools. She said: "I think Dr. Wyndham would agree that this was partly necessary to test the responses of headmasters and headmistresses to such a 'new fangled' idea."(1)

(d) Introduction of Psychological Testing and Cumulative Record Cards

During the first year's activities of the Research Office the sixth class pupils in the Canterbury-Bankstown district were tested to provide data which, as the Minister reported, would be used to "guide teachers and headmasters in their advice to parents and children as to the type of secondary school pupils should select."(2)

In connection with this scheme of testing "a system of pupil record cards" was "put into operation," stated the same Report. The first mention of School Counsellors appears in this Report, when it is stated that they are "specially qualified officers appointed from the teaching staff."(3)

Referring to the record card, Miss Wright described it as "essentially a cumulative one designed to follow the pupil throughout his school career." It was felt by Dr. Wyndham, Miss Wright suggested, that the use of such a cumulative

(1) Ibid., p.1.
(3) Ibid., p.9.
record card "was the only way any pupil's individual needs could be met." (1)

Actually a record card system had been introduced at Sydney Boys' High School in 1934, and the present secondary record card (2) "is a most modified copy of the card system devised by Mr. P.J. Hallett, Deputy Headmaster of Sydney Boys' High School" (3) and Mr. Ian D. Renwick. I understand that such a card was used at Sydney Boys' High for general use in the school, for Ian Renwick explained that "for my own investigation I used a system of punched cards, which I made specially for the work." (4)

The realisation of the value in keeping cumulative records in connection with guidance has thus been present from the earliest application of guidance principles to New South Wales Schools.

(4) RESEARCH AND SECONDARY SCHOOL PLACEMENT

All candidates at the High School Entrance Examination in 1935 were given an intelligence test, which was "for the purpose of ascertaining the distribution of ability among school children, and to assist in gaining data which would be useful to high school teachers in estimating the capacity

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(1) Letter from Miss B. Wright, op. cit., p. 2.
(2) See "Appendix 'D'".
(3) Letter from Ian D. Renwick, op. cit., p. 2.
(4) Ibid., p. 2.
of new entrants to their schools. The test," says the Minister's Report for 1935, "is regarded as one of the most important of its type yet held in Australia."(1) This test was largely in the nature of research.

It is interesting to realise that the main function of the newly appointed District School Counsellors during this early period was concerned with improving the basis for classification and secondary school placement of 6th class children. It was based, for the first time, largely on interpretation of objective psychological tests of abilities.

Referring to the testing in the Canterbury-Bankstown area, Miss Wright expressed her interpretation of Dr. Wyndham's basic ideas in introducing district school counselling thus in these words:

"As I saw it, Dr. Wyndham's basic idea was to try to help pupils find appropriate Secondary school placement, in view of their ability and their interests; their interests being largely determined by their family background and by their vocational aims."(2)

She suggested that "the comparison between the efficiency of objective measurements and teachers' impressions, was intended to hold interesting new possibilities for teachers. It was naturally felt that this could best be appreciated, in a practical sense, in terms of their own pupils."(3)

(2) Letter from Miss B. Wright, op. cit., p.2.
(3) Ibid., p.2.
The district counsellors also offered teachers "a graph showing the distribution of intelligence among their pupils, as shown by" the "objective tests. The combined distribution of their 6th class ... was then graphed to show comparison with the average distribution for the district." (1)

It is significant that "the base, representing an apparently normal distribution was that of a wholesale testing in Scotland." (2) Indeed, it is instructive to realise that in June 1935, in "Schooling" Dr. Wyndham had written:

"... Scottish social and educational thought are so much more akin to the Australian point of view (than those in England) that it is my personal opinion that Australian education would benefit greatly if our observers were to devote to a study of Scottish educational philosophy and practice some of that attention which has almost inevitably been lavished upon London and other outstanding centres in England." (3)

This belief of Wyndham's was, no doubt, the cause of this choice of Scottish scores with which to compare those of the children of New South Wales.

The Minister reported that the testing of sixth class pupils had as its object the 'directing' of children into post-primary courses of study most likely to suit their natural abilities. (4) The emphasis on 'directing' was in keeping with the educational system - though not with guidance theory expressed by the Research Officer.

(1) Ibid., p.2.
(2) Ibid., p.2.
(3) H.S. Wyndham, "Vocational Guidance and the Curricula of the Secondary School," op. cit., p.120.
TWO TYPES OF COUNSELLOR - DISTRICT AND RESIDENT

In the second year (1936) of Research Office activity three new Resident School Counsellors were appointed: H. Campbell, H. Bryant, and I. Crago.

The appointments of trained teachers to positions as Resident or District School Counsellors were made "with the approval of the Public Service Board," as "a 'new experiment in the educational field'."(4)

The duties of the District School Counsellors in these early years were summed up by L.A. Whiteman in 1946, as follows:

(i) to visit feeder schools (that is, the primary schools which 'fed' the Secondary Schools);
(ii) to test sixth class pupils;
(iii) to assist teachers to compile a 'history card' for those pupils who wished to enter high school in the following year; and
(iv) to give advice on scholastic or behaviour problems or vocational choice which the headmasters brought to their notice.(5)

(1) Dr. Hugh Campbell, now Vice-Principal, Alexander Mackie Teachers' Training College.
(2) Mr. Harry Bryant, at Fort Street Boys' High School. (Later, in collaboration, he published the well-known Foster and Bryant textbooks for Secondary English.)
(3) Mr. Ian Crago, at the newly established Enmore Activity School - now Inspector of Schools, Grafton.
(Note: This information from Interviews with D.J.A. Verco(1962) and M. Thomas (1963).)
GOODWILL OF SCHOOL STAFFS TOWARDS GUIDANCE SERVICE

In the words of L.A. Whiteman the first year of activity had assured the goodwill of Principals and teachers:

"Due mainly to the inspiration and experience of Dr. Wyndham, the enthusiasm of the new appointees was turned to such good effect that the co-operation of Principals of schools and the support of local Chambers of Commerce was (sic) soon readily forthcoming, and the successful establishment of the guidance service was assured. Much valuable in-service training was effected and teachers began to show an added interest and understanding of individual cases."

Teachers and Principals were especially vital in the early years of guidance activities. Their goodwill, it was realised, was essential for the success of the work.

GUIDANCE FOR ADJUSTMENT

(a) Education of A-Typical Children - An Aspect of Guidance

(i) Educable sub-normal children

One aspect of the guidance concept which had received attention as early as 1927 was that which emphasised the need for some special education for children whose abilities differed markedly from the average. In 1927 a Special school had been established at Glenfield. This school, of which more will be written later, owes its auspicious early years to the fact that its first principal was Dr. Gilbert Phillips.


Ibid., p.11.

Ibid., p.9.

Dr. Phillips is also well known as a Lecturer in Educational...
Boys entered this school between the ages of 9 years and 13 years. In 1935 this school came under the oversight of the Research Office.

(ii) Gifted Children

In 1935 The Opportunity "C" classes for gifted children were "placed under the direct supervision of the Research Officer of the Education Department, working in conjunction with the school inspectors for the respective districts."

The Report explained that these classes are composed of pupils who are carefully selected by means of teachers' reports, tests of school work and intelligence tests, and in the classes they are given the opportunity to do work commensurate with their ability, "the purpose being to enable them to enjoy a broader and enriched primary curriculum which cannot be provided in classes where children of varying mental ability are grouped together."(1)

Two new Opportunity-C Classes were opened at Artarmon Public School at the beginning of 1936.(2) The acceptance of Ability grouping in the primary school as desirable warrants notice in this study.

(iii) Special Non-Academic Activity School (Enmore)

At Enmore an 'Activity School' was opened "with the

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(2) Ibid., p.9.
object of meeting the requirements of boys in both primary and post-primary schools "who would be benefited by education of a different type to that provided by the usual courses of instruction." This school was to avoid "the possibility of their becoming educational misfits" by introducing "a special course with greater emphasis on practical than on academic subjects. The full course," said the Minister's Report in 1935 "will cover three years. The staff will be specially selected and the headmaster will be one who has had long experience in the teaching of adolescent pupils and who is specially skilled in the teaching of handicraft subjects."(1)

A resident school counsellor - Ian Crago - was appointed to this school in 1936.

Thus special education - or, as it was called - Adjustment - became the responsibility of the newly established Research Office from its first year of existence.

(b) Counselling Leads to First Child Guidance Clinic

In the process of their work, the Counsellors tried to deal with problems of individual pupils, who were often referred to them by "co-operative teachers" who eagerly sought help from the Counsellors. As a direct result of the need which became apparent to the Counsellors, the first Child Guidance Clinic was established in 1936. This was attached to the School Medical Service, which, at this date was still

(1) Ibid., p.10.
part of the Education Department. To this Clinic counsellors could then refer children requiring more medical or lengthy attention. (1)

The first psychologist, Miss Nancy Burton, was appointed to this Clinic in 1937, after having "begun a part-time school counselling scheme at Goulburn in 1936, while on the staff of Goulburn High School." (2) In 1939, Miss B. Wright succeeded her as Psychologist at the Clinic.

Dr. H.M. North, the first representative of the School Medical Service in charge of this Clinic used hypnosis as therapy for speech defects, such as stuttering and stammering. (3)

(1) Interview with D.J.A. Verco.
(2) Letter from Miss B. Wright.
(3) I was permitted to administer my tests - for an Honours Problem in Psychology - to some of his group of stutterers, and I was also permitted to watch a treatment with Hypnosis.
SUMMARY

Minister for Public Instruction, D. H. Drummond, forecast a new era in education as a result of the application of research and educational guidance to education.

THEORY OF GUIDANCE

In June 1935, just prior to his appointment as Research Officer, H.S. Wyndham stated his views concerning some aspects of a guidance programme in an educational system. In this statement he emphasised the key role of the counsellor and of the curriculum in school guidance, and expressed the opinion that a pupil's aptitudes and interests should determine his vocational future - especially in a country such as Australia, where society is virtually classless. Vocational guidance should be part of a wider, more general guidance functioning throughout each school throughout each child's school life in every sphere of life affecting schooling.

Guidance is theoretically viewed as ideally

(i) being fact-finding and diagnostic at first;

(ii) involving a total situation - not just the individual;

(iii) having its justification in the better adjustment of the individual pupils;

(iv) involving a number of people in a co-ordinated and co-operative programme; and

(v) aimed at self-direction for each pupil.

Counsellors, for guidance in an education system,
should be dedicated, mature persons, with training in psychology, training and experience in the field of education, and training in guidance principles and practices as applied in the specific system.

PRACTICAL APPLICATION IN N.S.W.

In practice, the emphasis from the beginning was on counsellors as the key to a system of guidance in the schools. Building up goodwill of school staffs towards counsellors and the guidance concept was given first place in a "pilot service" in the Canterbury-Bankstown district in 1935. Psychological testing and cumulative records were introduced to aid directive guidance in a specific school area and to apply a research-approach towards improving selection methods for secondary school placement.

Special education for a - typical children became part of the responsibility of the Research Office and was extended. Counselling led to the establishment of the first Child Guidance Clinic.

Counsellors were seen by the Research Officer as the integrators of the various functions of the Research Office in the schools; and as the liaison between the schools and special services such as Child Guidance Clinics.

Guidance as a process in the schools could develop from these beginnings; guidance as an integrating principle could gradually come to function in the New South Wales education by means of the findings of research and its influence on policy.
CHAPTER 6

GUIDANCE SYSTEM EXTENDS

1936 - 1946

At the beginning of this period the effects of the Depression of the early 1930's were still being felt in New South Wales, and by the end of the period the Second World War (1939-1945) was not long finished.

(1) THE PROBLEMS OF THE POST-DEPRESSION YEARS

(a) Unemployment Problems Created by Depression Years of the Early 1930's

Before a realistic picture of the period from 1936 until the late 1940's can be seen, it is essential to realize the tremendous problems which still remained - created by the depression. So many young men, who in more normal times would have been training under apprenticeships after leaving school, were by 1936-8 unemployed and without any trade training.

Although the year in which the number of unemployed young men in the age group 18-25 years had been highest was 1933, when there were 35,000 registered at the State
Labour Exchanges, (1) yet in August, 1937, although the depression had passed, there were still "5,413 registered as unemployed in the areas controlled by the Departmental Labour Exchanges," states the Hon. J.M. Dunningham, M.L.A., Minister for Labour and Industry. (2)

In 1938, A.H. Martin, as Honorary Director by this time - of the Vocational Guidance Bureau - reported in the "N.S.W. Industrial Gazette" details of a Survey carried out from September 8th to November 12th, 1937, on unemployed young men.

(b) A Report on Unemployed Young Men (1938)

In September, 1937, unemployed youths were invited by the Department of Labour and Industry to attend "for purposes of psychological examination as a preliminary to employment placement." (3)

A "trained corps of (nine) psychologists," (4) reported A.H. Martin, carried out a survey, which was "a unique attempt to work from a scientific basis upon the problem of suitable vocations for unemployed (adult) males."

A table, giving the details of standard achieved in schools prior to leaving, gives an interesting picture of this unemployed group.


(2) Ibid., p.2.

(3) Ibid., p.4.

(4) The Staff of the Vocational Guidance Bureau under Officer-in-Charge, W.M. O'Neil and some trained school teachers who had trained in psychology.
TABLE II

NUMBERS LEAVING AT CERTAIN SCHOOL STANDARDS

<table>
<thead>
<tr>
<th>STANDARD ACHIEVED</th>
<th>Leaving Cert.</th>
<th>5th Yr.</th>
<th>4th Yr.</th>
<th>Inter Cert.</th>
<th>3rd Yr.</th>
<th>2nd Yr.</th>
<th>1st Permit to Enrol</th>
<th>6th Class</th>
<th>5th Class</th>
<th>4th Class Lower</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number Attaining Standards</td>
<td>10</td>
<td>10</td>
<td>20</td>
<td>77</td>
<td>109</td>
<td>277</td>
<td>393</td>
<td>60</td>
<td>783</td>
<td>171</td>
</tr>
</tbody>
</table>

From these figures may be calculated that only 1.9% of the unemployed youths had completed a 5th year in a secondary course, and only 5.7% had even gained an Intermediate Certificate. The ones with less than a Permit to Enrol made up 52.2%!

The relationship between educational standard reached and the type of occupation which the tests indicated as most suitable, was presented in this table:

TABLE III

EDUCATIONAL STANDARDS IN RELATION TO OCCUPATIONAL TYPE

<table>
<thead>
<tr>
<th>OCCUPATIONAL TYPE</th>
<th>4th Year and Higher</th>
<th>Secondary Class to Inter. Standard</th>
<th>Permit to Enrol &amp; Primary From 4th Class</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clerical</td>
<td>24</td>
<td>131</td>
<td>19</td>
<td>174</td>
</tr>
<tr>
<td>Sales</td>
<td>2</td>
<td>133</td>
<td>57</td>
<td>192</td>
</tr>
<tr>
<td>Skilled</td>
<td>9</td>
<td>219</td>
<td>102</td>
<td>330</td>
</tr>
<tr>
<td>Semi-Skilled</td>
<td>4</td>
<td>261</td>
<td>447</td>
<td>712</td>
</tr>
<tr>
<td>Unskilled</td>
<td>1</td>
<td>117</td>
<td>487</td>
<td>605</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>40</strong></td>
<td><strong>861</strong></td>
<td><strong>1,112</strong></td>
<td><strong>2,013</strong></td>
</tr>
</tbody>
</table>

(1) Ibid., p.9. (2) Ibid., p.10. (It will be noted that those whose educational standard was below 4th class have been excluded.)
Based on these findings, Dr. Martin suggested 'Opportunity Classes' for unemployed young men to counteract their 'educational handicaps'. For example, 19 of the 'clerical types', 57 'salesmen types' and 102 'skilled tradesmen types' have not passed beyond the primary final examination; and Dr. Martin, in his report expresses the opinion that the policy of "establishing classes of instruction in such school subjects as Mathematics, English Literature, Composition and Spelling, History and Civics and Geography should receive consideration."(1) For these "special school continuation classes" the group "already listed ... as not having passed the primary final examination, would be suitable candidates."(2)

This interpretation of these results is most instructive as linking vocational guidance with educational level in general - not concerning any specifically vocationally-based subjects or courses.

The implication, that the higher the level of education, the less difficult is job placement, was an interesting and important one, in that it indicated the value placed on educational level of job-applicants - by employers.

(c) An Earlier Report on Vocational Guidance (1935)

Earlier than this - in May, 1935 - an important Report had been made on Vocational Guidance. This report, which

(1) Ibid., p.17.
(2) Ibid., p.17.
had been published in "The New South Wales Industrial Gazette," had stated that "most of the vocational guidance activities as controlled by this state are centred in the Vocational Guidance Bureau,"(1) whose main purpose originally had been "to bridge the gap which previously existed between the schools on the one hand and industrial and commercial interests on the other."(2)

After the transfer of the Bureau to the Department of Labour and Industry (1932) the emphasis had been towards employment through the Labour Exchanges, as the report stated.

In the meantime, the Australian Institute of Industrial Psychology had, under the inspiration of A.H. Martin, devised and standardised its own tests and made follow-up investigations. The trend and emphasis at the Institute had really been on the individual. As the Report in the 1935 Industrial Gazette pointed out, the procedure that had been followed was "to consider as far as possible the individual and to remove any cause of maladjustment" ... which "frequently necessitates prolonged contact in some cases."(3) This was vocational guidance, rather than vocational selection, although there was work of this kind being done for some firms.

(1) Employers' Views on Improving Vocational Guidance


(2) Ibid., p.1339.

(3) Ibid., p.1340.
Employers, according to this Report, had made certain suggestions for improving vocational guidance. These were:

(a) Vocational Examinations of boys and girls should be held before entry to Secondary Schools, so that "they will have a better chance of being directed into the schools which will help them to qualify for the positions that will afford them the best opportunity.

(b) That boys and girls leaving schools be furnished with a Vocational Guidance Report showing the qualifications and classes of work for which they are considered suitable.

(c) That the "Follow-up" System be adopted in connection with all junior labour.

(d) That with a view to making more widely known the value of the work which the Vocational Guidance Bureau and the Australian Institute of Industrial Psychology are capable of rendering the public, teachers of State and non-State Schools be advised to acquaint their pupils of the existence of these institutions and of the advantage to be derived in submitting to their tests and receiving advice from." (1)

(ii) The School and Vocational Guidance

It is clear that secondary schooling is seen as pre-vocational - certainly with a definitely vocational bias, in this report. The Committee also assigned to the school a

(1) Ibid., p.1341.
function in providing details concerning school work, details of physical and personal qualities, emotional tendencies and character traits of each pupil. This information should be recorded in schools on a "Cumulative School History Card," so that this information could be made available to the Vocational Bureau when required. (1)

Occupational information, kept up to date, was essential to successful vocational guidance work and the best method of disseminating this information was by way of "the publication of handbooks on careers for boys and girls." (2)

(iii) Recommendations Submitted

The recommendations made by the Vocational Guidance sub-committee to the Employment Research Committee for its consideration were:

"1. That the development of vocational guidance and the extension of its influence in this State are matters which call for the serious consideration and the early attention of the Government.

2. That one of the most satisfactory and effective ways of extending vocational guidance influence and making such influence available to a wider range of boys and girls would be by the training of vocational counsellors and advisers to work in the schools."

(1) Ibid., p.1341.
(2) Ibid., p.1341.
(3) Ibid., p.1342. (The Committee even suggests three methods for carrying such a system into effect:
(a) That a Teacher or some other specially trained officer be appointed to each of the large super primary and secondary schools for the purpose of attending to matters of vocational guidance and instruction in careers.
(b) That where such work would not be sufficient to occupy fully the whole time services of such officer, the spare time be devoted to teaching.
(c) That among the smaller schools, a grouping be arranged so that such special service could be performed by itinerant teachers, p.1342.)
"3. That the co-operation of the Education Department be sought on all matters of vocational guidance and in the preparation of a scheme for the training of suitable members of the teaching staff to act as vocational counsellors and advisers.

4. That the Department of Education be asked to continue the system of recording the information provided for on the cumulative school history cards and making such information available to recognised Vocational Guidance Institutions where such is desired, and that similar requests be made to non-State school authorities.

5. That an annual grant of say £500 (five hundred pounds) be provided by the Government for the purpose of carrying out such research as would be necessary in the preparation of psychological tests and in devising other means of dealing with boys' and girls' problems." (1)

"6. That additional research be undertaken by the Department of Labour and Industry into the problems of placement by ascertaining the absorption capacity of various vocations.

This research (the Committee suggests) might also include the collection of such information as is referred to under the heading of 'Occupational Information and Careers', earlier in the report."

"7. That in connection with the placement of juniors by the Vocational Guidance Bureau, a systematic 'Follow-up' be adopted.

8. That consideration be given to the publication of brochures on careers so that the latest information may always be available.

9. That whilst they are awaiting employment, a well planned system of vocational training be made available for those boys and girls who have completed a satisfactory course of ordinary education." (2)

This report appears to foreshadow many of the features of the Careers Advising system which would be introduced to the Secondary Schools almost six years after this report.

Especially interesting is the suggestion that the counsellors and advisers to be trained to work in the schools were to be chosen from members of the teaching staffs! The emphasis on cumulative records by schools of information - for the later use of a vocational institution - foreshadowed the introduction of a Career Card also in 1941. Brochures on careers, presented attractively and kept up-to-date have been supplied to Careers Advisers progressively, by the Vocational Guidance Bureau.

2. DEVELOPMENTS RELATED TO VOCATIONAL GUIDANCE

(a) Trends in Occupations Entered by School Leavers

Certain definite trends in types of occupations entered by school leavers during the years 1932 to 1936 were noted in the Minister's Report for 1936. These may be seen from the following table:
### TABLE IV

#### SECONDARY SCHOOLS

#### OCCUPATIONS OF LEAVERS OVER YEARS 1932-1936 (1)

<table>
<thead>
<tr>
<th>OCCUPATIONS</th>
<th>NUMBERS ENTERING OCCUPATIONS</th>
<th>PERCENTAGE ENTERING EACH OCCUPATION</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>BOYS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professions</td>
<td>177</td>
<td>126</td>
</tr>
<tr>
<td>Public Service</td>
<td>129</td>
<td>209</td>
</tr>
<tr>
<td>Clerks</td>
<td>724</td>
<td>676</td>
</tr>
<tr>
<td>Shop Assistants</td>
<td>692</td>
<td>642</td>
</tr>
<tr>
<td>Mechanical, Motor &amp;</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Electrical Engineering</td>
<td>253</td>
<td>234</td>
</tr>
<tr>
<td>Building Trades</td>
<td>71</td>
<td>99</td>
</tr>
<tr>
<td>Other Trades</td>
<td>207</td>
<td>275</td>
</tr>
<tr>
<td>Mine Employees</td>
<td>22</td>
<td>14</td>
</tr>
<tr>
<td>Pastoral, Agricultural</td>
<td>1,950</td>
<td>818</td>
</tr>
<tr>
<td>Factory Workers</td>
<td>110</td>
<td>121</td>
</tr>
<tr>
<td>Unskilled Employment</td>
<td>610</td>
<td>562</td>
</tr>
<tr>
<td>Unknown and</td>
<td>1,252</td>
<td>1,108</td>
</tr>
<tr>
<td>Unemployed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>5,297</td>
<td>4,884</td>
</tr>
</tbody>
</table>

| GIRLS                     |      |      |      |      |      |      |      |      |      |      |      |      |      |      |      |      |
| Professions               |      | 50   |      |      |      | 1.7  |      |      |      | 1.9  |      |      |      |      |      |      |
| Public Service            | 22   | 32   | 40   | 29   | 37   | 6.6  | 1.8  | 1.4  | 1.0  | 1.3  |      |      |      |      |      |      |
| Clerks, Typists           | 156  | 138  | 204  | 220  | 243  | 4.8  | 4.6  | 7.2  | 7.8  | 8.5  |      |      |      |      |      |      |
| Dressmakers, Milliners    |      |      |      |      |      |      |      |      |      |      |      |      |      |      |      |      |
| & Tailoresses             | 107  | 105  | 108  | 130  | 97   | 3.2  | 3.5  | 3.8  | 4.5  | 3.4  |      |      |      |      |      |      |
| Shop Assistants           | 385  | 354  | 373  | 371  | 434  | 11.8 | 11.9 | 13.2 | 13.2 | 15.1 |      |      |      |      |      |      |
| Factory Hands             | 28   | 32   | 34   | 44   | 40   | 9.9  | 1.1  | 1.0  | 1.5  | 1.4  |      |      |      |      |      |      |
| Miscellaneous             | 186  | 108  | 210  | 145  | 116  | 5.7  | 3.6  | 7.4  | 5.2  | 4.0  |      |      |      |      |      |      |
| Remain at Home            | 3,388| 2,137| 1,861| 1,826| 1,815| 73.0 | 71.8 | 66.0 | 54.8 | 63.4 |      |      |      |      |      |      |
| TOTAL                     | 3,372| 2,976| 2,830| 2,819| 2,865|      |      |      |      |      |      |      |      |      |      |      |

While it has to be recognised that, with the mechanisation and rationalisation of industry, many children leaving school are obliged to enter unskilled trades, it is to be regretted

(1) Report of the Minister of Public Instruction for the Year 1936, pp.10-11.
that so many boys from secondary schools are absorbed this way.

(b) Vocational Guidance and Welfare Officer for Technical College

The general problems of school leavers and employment had also led to a Commission, in 1934, to inquire into technical education in New South Wales. In the re-organisation of this branch of education, a Vocational Guidance and Welfare Officer, W.J. Weeden,\(^1\) was appointed during 1936.\(^2\)

For, although most of the students associated with the Technical College are in employment, it frequently happens that students are not certain as to the type of course which is most likely to meet their needs. It also happens that some students find themselves unsuited for the type of employment in which they are engaged. "In these directions" claimed the Minister's Report for 1936, "the Guidance Officer, who is a psychologist, has been able to give much helpful advice." "Several interesting pieces of research work" were undertaken during this first year, and the Report predicted that the influence of this officer and the importance of this office, will increase in the future.\(^3\)

\(^1\) One of the first two district school Counsellors (from June 1935) in the Department of Public Instruction (See Chapter 5 of this Thesis).

\(^2\) Report of the Minister of Public Instruction for the Year 1936, p.18.

\(^3\) Ibid., p.18.
(c) The Vocational Guidance Bureau is Reconstituted (1936)

On 20th March, 1936, William M. O'Neil, M.A., Dip.Ed., was appointed Psychologist, and Reginald J. Mark, B.Sc., assistant in the Vocational Guidance Bureau, both appointments having effect as from 21st February, 1936.\(^{(1)}\)

A.H. Martin was appointed by the Under-Secretary to "direct and supervise the activities of the new organization.\(^{(2)}\)"

Soon after this, D.E. Rose\(^{(3)}\) was appointed as a second psychological assistant.

(i) Tests Standardised by Australian Institute of Industrial Psychology Introduced

The tests and methods standardised by the Australian Institute of Industrial Psychology were substituted for those previously used - Dr. G.E. Phillips' S.T.C. Standardisation of the Binet, Phillips' Group Test, Stenquist Mechanical Assembly, the Thurstone Clerical test (not standardised), and tests of Colour Vision, hearing, vision, height and - weight\(^{(4)}\) - were replaced by tests and methods standardised by the Australian Institute.


\(^{(2)}\) A.H. Martin, Report on "Vocational Guidance" to a Parliamentary Select Committee on Youth Employment, 8th August, 1939.

\(^{(3)}\) D.E. Rose was a clerk in the V.G.B. (from 1933), whose duties included marking of tests. In 1934 he was moved to the Child Welfare Department where he administered and interpreted tests to Child Welfare cases, at the request of C.J. Wood. In 1935, Rose was returned to the V.G.B.

\(^{(4)}\) Letter from A.C. Anderson dated 7th Dec., 1962 and Interview with Professor W.M. O'Neil on 30th Nov., 1962.
The new battery of tests used from 1936, by the Vocational Guidance Bureau included

(1) the General "H" (originated and standardised by Miss N. Hales, Secretary of the Australian Institute);
(2) abbreviated Carpenter Space-Form Test; (1)
(3) Australian Institute's Clerical Test; (2)
(4) a modified Stenquist Assembly Test; (3)
(5) a Manual Dexterity Test;
   plus
(6) "some paper and pencil tests";
(7) "and questionnaires";
   plus
(8) tests of occupational interests;
(9) tests of colour blindness, visual and auditory acuity.

(ii) The Interview

Interviews from 1936, were structured to bring information "on certain points," useful for Vocational Guidance. (4)

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(1) Miss Enid Carpenter's Test. As Mrs. Enid Wilson she is now in charge of the Australian Institute of Industrial Psychology.

(2) Standardised by Ralph Piddington, now Professor of Anthropology at Auckland University.

(3) The work of Miss Marjorie Mirk, also of the staff of the Australian Institute.

(4) These details of Tests and Interviewing from Professor O'Neil (interview 30th November, 1962) and D.E. Rose, 27th December, 1962.
(iii) Presentation of Results

The method of presenting results in the form of a profile of the individual - in comparison with a normal distribution curve - was introduced and used during this period (1936 - late 1940's). This was a method favoured by Dr. Martin and defended by him in the "Australasian Journal of Psychology and Philosophy," during this period. It was a method which was being used by the Minnesota Employment Research Council, under D.G. Patterson, who had introduced the phrase "occupational ability patterns". (1)

In 1937-8 O'Neil did factor analysis of the tests and found a number and a verbal factor in intelligence tests. (2)

(3) CHANGES IN THE SCHOOLS

In the meantime changes in the schools themselves were influencing the problems in New South Wales for young people and those planning for their welfare.

(a) Increase in Secondary Schools' Population

The total gross population in all types of secondary schools increased from 56,194 (composed of 28,240) in High School type schools and 27,954 in other super-primary schools) in 1929 to 66,662 (composed of 38,302 in High School type schools and 28,360 in other Super-primary schools) in 1939. (3)

(1) This information and that concerning Dr. Martin's defence of the Profile Method in the "Australasian Journal of Psychology and Philosophy" - were obtained in interview with Professor O'Neil. (I have not been able to trace the article mentioned.)

(2) The V.G.B. in 1963 administers two intelligence tests, based on these two factors. From the results of these, the School Career Card records a Number IQ, a Verbal IQ and a Composite IQ.

(3) Calculated from figures from Reports of the Minister of...
Yet there had been a reduction from 98 to 95 of High School type schools, and from 119 to 91 Super-Primary schools during this ten year period. (1)

(b) Reduction in Number of Secondary Schools

The total reduction in number of schools catering for the increased secondary enrolment — from 217 to 186 — was due to a policy of centralisation during this period, which was a period of enforced financial economy.

(c) Board of Secondary School Studies Replaces Board of Examiners

On 16th August, 1937, the Board of Secondary School Studies was appointed, after the Board of Examiners "which hitherto controlled the Examination for the Leaving Certificate" was dissolved "in pursuance of the University and University Colleges (Amendment) Act, 1900-1936. (2) Members of this committee were Representatives of

the Department of Public Instruction (5),
the Senate of the University of Sydney (5),
the Registered Schools (non Roman Catholic) (1)
the Registered Roman Catholic Secondary Schools
the Secondary Teachers' Association of
the N.S.W. Public School Teachers' Federation. (3)

(1) Ibid., (Note: High School Type School included, High, Junior High, Intermediate High & District School; and Super-Primary Schools included Junior Technical, Commercial, Domestic Science and District Rural.).


(3) Ibid., p.8.
(i) Functions of the New Board

"The functions of the Board," stated the Minister's Report for 1937, "are to make recommendations to the Minister in relation to matters concerning:-

(a) the conduct of public examinations and the award of certificates for such examinations;
(b) to make arrangements for the conduct of such examinations;
(c) to determine the courses of study to be followed in secondary schools; and
(d) to appoint for each subject in the curriculum special Syllabus Committees to determine the content of each course of study.

The Act provided that Syllabus Committees shall have as members practising teachers. "In this way," explained the Minister, "it is hoped that the experience of schools and teachers will be availed of in the drawing up of syllabuses." (11)

The decision in 1938 of the Board of Secondary School Studies to abolish the Intermediate Certificate as from 1942, and to substitute a Leaving Certificate at the end of the fourth year, was not implemented due to the unsettled conditions produced by the war.
DEVELOPMENTS IN RESEARCH OFFICE ACTIVITIES

(a) High Professional Standards Set for Counsellors

Having set high professional standards for the early appointees to the counselling system, and having encouraged counsellors to

(i) select and use and interpret testing and other tools for fact-finding and guidance with care,
(ii) realise that the problem of guidance lies in the total situation, not just in the individual,
(iii) act always with the ultimate purpose of seeing the individual better adjusted ("something must be done to remedy the situation"),
(iv) co-operate and help to co-ordinate the various agencies of guidance towards this ultimate purpose, and
(v) encourage the individual to achieve real adjustment for himself (avoid paternalism)\(^{1}\)

H.S. Wyndham was ready to develop a state system of Counselling.

(b) Extension of the Counselling System Commences

In the light of the success of the first school counsellors, Dr. Wyndham set out to extend the services to new centres. By the end of 1939 there were eleven counsellors -

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\(^{1}\)Based on Dr. Wyndham's "five chief implications" of his guidance concept, as outlined in his address to the Conference, convened in May, 1948 by the Commonwealth Office of Education (see Chapter 5 of this thesis).
some being resident in certain secondary schools, and others serving a district, involving the primary schools and the High School which they "feed".

Five of these counsellors had been appointed during 1939. This was one of "the important developments in the work of the Research Office" reported by the Minister in his Annual Report. (1)

This extension of the counselling service meant that the following school districts were covered (for convenience, counsellors' districts were limited to coincide with High School 'feeder' areas);

Sydney Girls' High,
Sydney Boys' High,
St. George Girls' High,
Canterbury Boys' High,
Fort Street Boys' High,
North Sydney Boys' High,
Hornsby Girls' High.

In the country, District Counsellors were attached to Goulburn, Canberra and Gosford High Schools"(2) and Enmore Activity School. (3)

(2) Ibid., p.8.
(3) Interview with John Redmond in 1962.
(c) **Extension of Co-operation with Other Social Agencies**

The work of the Counsellors considerably enlarged the guidance section of the Research Officer's work, for Counsellors were under his supervision and those in the metropolitan districts conferred with him each week for discussion of individual case problems and other matters concerned with guidance. Co-ordination with the Child Guidance Clinic and the Child Welfare Department was maintained through the Research Office.\(^1\)

(d) **System of Cumulative Record Cards in all Metropolitan Schools**

Closely related to the development of the work of the counsellors is the system of Cumulative Pupil Record Cards. During 1939 these cards, which had previously been maintained in the Canterbury and St. George Districts, were extended to all schools in the metropolitan area.

(e) **Educational Research**

From the first year of its existence, the Research Office had administered an intelligence test at the end of 6th class to all candidates for placement in secondary schools. The object had been two-fold

(i) to assist teachers in post-primary schools to assess more accurately the capacities or aptitudes of pupils coming under their control;

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\(^{1}\) Interview with D.J.A. Verco, 1962.
and (ii) to build up reliable data relating IQ distribution regionally - with a view to assessing types of post-primary courses needed in various areas.

During 1937 the work embraced mainly the three aspects:

(i) administration and policy;
(ii) educational psychological studies on mentality and abilities of pupils; and
(iii) the selection of pupils for special classes and for the Enmore Activity School. (1)

and may be viewed as concerning:

(i) guidance as a potential integrating principle;
(ii) guidance as classification and selection.

By 1939 Research in education had extended greatly.

One of the principal research projects undertaken during the year, 1939, was a survey of homework practices in secondary and super-primary schools. Other studies included an analysis of University enrolments since 1914, and a regional survey of the distribution of I.Q's throughout the State in relation to the establishment of various types of post-primary courses. Administrative and documentary research during the year centred chiefly round the major topics of the effects of raising the school leaving age, the occupational dispersion of children leaving school, and the relations of Federal to State Governments in the field of education overseas. (2)

(2) Report of the Minister of Public Instruction for the Year 1939, p.8.
(f) **Research Influences Selection Methods for Secondary School Placement**

Although the Primary Final Examination was abolished in 1938, candidates for entrance to high schools continued to sit for the High School Entrance Examination.

"As a result of investigations conducted by the Research Office," stated David J.A. Verco\(^{(1)}\) in a paper delivered to the Commonwealth Office of Education in May 1948, "it was decided in 1940 to combine the results of intelligence tests with the High School Entrance Examination to select pupils for entrance to high schools."\(^{(2)}\)

Much of the educational research by educationists in various States of the Commonwealth\(^{(3)}\) was published by the Australian Council for Educational Research, which had been founded in February, 1930.\(^{(4)}\)

(g) **First Educational Clinic Established in Head Office as Part of the Research Office (1940).**

In 1940, the first Educational Clinic was established in the Education Department's Head Office in Sydney.\(^{(5)}\)

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\(^{(1)}\) By the date of the Conference at which this paper was given, Verco was himself Research Officer of the Department of Public Instruction.


\(^{(3)}\) Report of the Minister of Public Instruction for the Year 1936, p.9.


\(^{(5)}\) M.E. Thomas, Lecture 1 - to Trainee School Counsellors 5th February, 1962, p.3. Note: it was not until 1952 that the Second Educational Clinic was established in Newcastle, and the third was opened at Canberra in 1960.
The purpose of an Educational Clinic was to assist teachers and parents with the identifying of learning problems. Children may be referred by Doctors, or Social Agencies, such as Legacy, or by School Counsellors.

(5) FACTORS LEADING TO THE INTRODUCTION OF THE SYSTEM OF CAREERS ADVISERS (1941)

Several influences were at work by 1940, the end result of which came with the introduction in 1941, to the state secondary schools, of a system of Careers advisers.

Then, during the 1940 election campaign, J.J. McGirr promised in his policy speech that, if elected his party would expand the School Guidance System to cover the whole State of New South Wales. (1)

Factors in the situation which led to the establishing of a system of careers advisers in the schools came from:

(a) The Youth Welfare Act and the Raising of the School Leaving Age

On 9th December, 1940, the Youth Welfare Act was passed, (2) "to provide for the constitution of an Advisory Committee on Youth Welfare and to define the duties and functions of the Committee: to make provision for the extension of the school leaving age and of certain payments and allowances in respect of children." Under clause 2 of

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(1) Interview with Mr. A.H. Webster, Officer-in-Charge of Division of Research and Planning of the Education Department of New South Wales, 2nd June, 1961. (I found the Report in The Sydney Morning Herald of this speech, but it made no mention of this promise!) The fact that the Careers Advising system came into being as a result of a political promise was confirmed by Professor Leslie Haynes - interview .../
of the Act the School leaving age was extended, (1) the effect of which was to make 15 years the school leaving age as from 1943. (2)

(b) Growth in Secondary Age Pupils

As a direct result of the raising of the school leaving age the year 1940 started a great increase in enrolments. In the High School type Schools the total population between 1940 and 1944, for example, increased from 39,624 to 46,857, and the number of schools from 100 to 108. (3)

(c) Curriculum and Syllabus Modifications to Meet Needs

Into other schools offering Secondary education "The Education Gazette" reported in July, 1940, Pre-Apprenticeship classes were to be introduced in 1941. These classes were to assist "boys of good general ability and with special aptitude for trades who desired to prepare to enter electrical trades, mechanical engineering trades and building trades."

They were intended to "provide a sound preparation for entry to the trades mentioned and upon satisfactory completion of the course, the students" were to be "granted exemption from portion of the evening lower trades courses at technical college and from some part of the diploma entrance preparatory course."

These courses were to be conducted in co-op-

November, 1962.

(2) George VI, No. 48, 1940 in Statutes of New South Wales Session 1940, printed 1941, pp.440-456.

(1) Ibid., p.440.

(2) New South Wales was the first State to raise the school leaving age, thereby following the proposals of the Australian Council of Education, which in 1937 in Sydney, and in 1940 at Hobart, advocated the adoption of a higher leaving age.

(3)..../-
eration with certain Junior Technical schools— at Ultimo, Belmore, Granville, Hurstville, Crow's Nest, Newcastle and Wollongong. (1)

Some courses of study had not been changed very much since 1913, and were considered unsuitable for some pupils who, with the raising of the school leaving age, were trying to cope with them.

The year 1940, for instance, saw the first effort to cater for individual abilities in mathematics. This took the form of the introduction of a course to be called "General Mathematics" for the Intermediate Certificate. Although this course did not permit a pupil who had taken it to continue with a course in Mathematics in Fourth and Fifth Year, (2) it was an important guidance-oriented reform—in intention at least.

Mathematics Inspector P.N. Anderson, however, criticised the framers of the new syllabus because they had "found it hard to forego the academic bias of the Mathematics I and II course." This had resulted in a failure to capture "the spirit which should have been the core of such a syllabus."

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(2) The Education Gazette, Vol. XXXIV, No. 11, 1st Nov., 1940, p. 299.
He regretted that what should have been a major achievement in the field of Intermediate Syllabus revision has largely been a failure. "(1)

(d) **Lack of Finance for Wide Extension of Counselling System**

During the years of the Second World War there were restrictions on the extension of the Counselling system, due to lack of finance. In the secondary schools, as suggested above, it was apparent that there was a need for progressively more organized guidance - both educationally and vocationally.

(6) **INTRODUCTION OF CAREERS ADVISING SYSTEM (1941)**

Soon after the return to power of the McGirr government, Research Officer W.J. Weeden(2) "recommended" to the Under-Secretary of Education that heads of "all secondary and super-primary schools in New South Wales ... be invited to nominate immediately members of their staffs for designation as careers adviser."(3) It was pointed out in this memorandum that "last year careers advisers were appointed

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(2) When W.J. Weeden was appointed as Research Officer in the Department of Public Instruction (to replace H.S. Wyndham who had been appointed as Staff-Inspector in the same Department) his place at the Technical College was taken by W.M. O'Neil, who in turn, was replaced by J.F. Clark as Officer-in-Charge of the Vocational Guidance Bureau. (Interview with Professor W.M. O'Neil, Nov., 1963.)

(3) From Education Department's File, Prefix E.2957, Item No. 41/630/1367, 7th March, 1941. (Made available to me by Mr. A.H. Webster, Officer-in-Charge, Research & Planning Division.)
in boys' secondary and super-primary schools in the metropolitan, Wollongong and Newcastle areas," and that "approval was given for the extension of the vocational guidance scheme to include all secondary schools in New South Wales this year." He stressed that "it is desirable that careers advisers should commence duty as early in the year as possible."

**Functions of Careers Advisers Outlined (1941)**

The very next day, 28th February, this scheme was "approved" and nominations were called on 20th March, 1941.(1) The main points set out in a memorandum, sent to Heads, over the name of the Chief Inspector, B.C. Harkness:(2)

**Functions and Purposes Explained to Principals**

An organization"to provide some measure of vocational guidance" for girls and boys in secondary schools was to be established so that "vocational guidance" would be "an integral activity of post-primary education." It was a step "of great significance" for by this means "our schools should be enabled further to assist in preparing adolescents for effective citizenship."(3)

The memorandum suggested that "one teacher for girls and one teacher for boys in each super-primary and secondary school will be selected for the designation 'careers adviser'."

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(1) *Ibid.*; (All details following are taken from this File made available to me through the Officer-in-Charge, Division of Research and Planning - A.H. Webster.).

(2) At this time the Under-Secretary and Director of Education was J.G.McKenzie (who had replaced G.Ross Thomas,C.M.G.) - The *Education Gazette*, Vol.XXXIV,No.11,1st Nov.1940,p.290.

(3) File E.2957, *op.cit.*, Memorandum to Heads, 1941.
The memorandum makes the suggestion that the careers advisers should be freed from supervisory duties "for one period weekly for every 30 estimated leavers from school."

It is suggested, in the memorandum, that a teacher considered "desirable" for the position of 'Careers Adviser' would probably be

(i) Experienced as a teacher;
(ii) Interested in guidance;
(iii) A Graduate who had included one (preferably two) years of psychology in a University Course.

To the head of each secondary and super-primary school there was sent a detailed statement of the duties which a careers adviser was expected to carry out.

Vocational Guidance through Careers Advisers

The heading, "Vocational Guidance in Schools" introduces the details of the functions and positions of Careers Advisers. It says, in part:

"While vocational placement is not embraced in this organization, it is expected that Headmasters (and Head­mistresses) will maintain those contacts with employers which have existed for many years."

The careers adviser "will offer advice to school-leavers. In districts where district school counsellors have been appointed, their advice will be available to careers advisers."
All careers advisers," the statement continued, "will be expected to familiarise themselves with guidance techniques, aids commonly used, and the opportunities of the district in which the school is located."

Careers-leaflets, covering a wide range of occupations, and giving, in a very concise form all the essential information concerning various occupations were promised to the Careers Advisers.

It was suggested that a list of the pupils "who intend to leave school at or near the end of the year" should be prepared, and "used to select those pupils who will need earliest assistance in the choice of careers."

Under the heading, "Interviews and Career Cards" the statement is made that:

"Arrangements have been made to distribute career cards to schools. These cards have been designed to provide for the recording of information relevant to vocational guidance, but not included in the pupil record card.

Where pupil record cards and secondary school cards are available, the three cards should be kept together."

Careers Advisers were to "arrange to interview probable school leavers to compile information on the career cards, and, where possible, to offer vocational information and advice."

"It is anticipated," concluded the statement, "that careers advisers, in conjunction with Headmasters and school counsellors, will be able to classify probable school leavers into three groups:

(1) See Appendix D - (iii).
(a) Satisfactory, clear-cut cases which may be handled by the Careers Adviser;

(b) Doubtful cases in which an interview by the district school counsellor may be sufficient to ensure that reasonably sound advice can be offered;

(c) Cases in which further information is necessary or more specialised advice. In these cases reference may be made to the Vocational Guidance Bureau. (1)

The suddenness of the establishing of this System of Careers Advisers had left no time to train any teachers for their new function. In practice principals usually chose teachers who had studied psychology in their University course.

**Duties and Functions of School Counsellors at this Period**

It will be noted that the emphasis in this new guidance development in the secondary schools of New South Wales was on *vocational* guidance. The general guidance, in educational, emotional and social problems was an implied responsibility of the Principal and teaching staff; although the Research Officer - Dr. Wyndham, until 1939, and Mr. W.J. Weeden at the time of the Introduction of the Careers Adviser system - had been gradually extending the System of School Counselling so that there were 23 District School Counsellors by 1943. Each

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(1) File E 2357, *op. cit.* (A summary of the main points of this file have been included here).
Counsellor was responsible for his/her district, which contained as a "Centre" a full High School, together with a network of Primary Schools, which were "feeder" schools for the "centre" High School. In the district too were other types of secondary schools.

With the introduction of Careers Advisers to the Secondary Schools, the Counsellors, as experts in guidance, usually assisted Careers Advisers in many ways.

(7) **AMENDMENTS IN LEAVING AND INTERMEDIATE CERTIFICATE EXAMINATION (1941–1944)**

In the year 1941, both the Leaving Certificate Examination and the Intermediate Certificate Examination were amended. By the new rules (1) Leaving Certificate candidates had to present themselves in not less than five subjects, (2) and attempt not more than eight papers. (3) It was compulsory to sit for English as one subject.

Amendments to the Intermediate Certificate Examination included the necessity "to pass in at least two of the subjects examined externally, and to reach an acceptable standard in a total of four subjects." A and B passes were no longer to be awarded at the Intermediate Certificate Examinations, and the Leaving Certificate syllabuses were to remain

(1) "Rules under Regulation 26 for 1941" in the Official Handbook for the Year 1941, pp.15-16.
(2) Previously it was six subjects.
(3) Previously ten papers.
unchanged until at least 1945. (1)

It was pointed out in the same "Education Gazette" that the change in regard to the Intermediate Certificate would impose a greater measure of responsibility upon teachers in supplying information as to the attainments of their pupils, and it was suggested that "a commencement be made forthwith to record pupils' achievements in second year so that the assessment submitted for the Intermediate Certificate in 1944 should be based on at least two years' records of school work, together with achievements in a final examination to be held during the third term of the year in which the pupil is entered for the Certificate." (2)

Schools were informed that the Examination should cover the full course, and that the papers should be of similar length and standard to those of the Intermediate Certificate Examination. The papers and results were to be retained and produced if called for by the Board.

There were new subjects included for the Intermediate Certificate Examination - these were General Science, Social Studies, Biology, Handicraft in Wood and Metal and Farm Mechanics.

New subjects were introduced for the Leaving Certificate Examination, as from the examination in 1944. These new

(2) Ibid., pp. 3-4.
subjects were: General Science, Combined Physics and Chemistry, Social Studies and Accountancy. (1)

The new regulations for the Intermediate Certificate Examination helped to free the secondary education system in New South Wales from the influence of external examinations.

In May, 1944, it was announced that in the Leaving Certificate Examination a candidate could matriculate, so long as he passed in English and four other subjects, chosen from at least two of Groups B, C, D and E (with certain provisos). One of the subjects must be either a foreign language OR a Mathematics subject. (2)

A pass at the Leaving Certificate Examination "in the subjects and at the standard required for any Faculty entitled a student to be admitted to that Faculty "without further examination." (3)

A month after these notices in the "Education Gazette" of May 1st, came an indication that, in the eyes of some there was still a hierarchy of subjects - with top places held by foreign languages (ancient and modern), mathematics and science subjects. For, the Chairman of the Board of

(1) Ibid., p.4.
(2) The Education Gazette, Vol.XXXVIII, No.5, 1st May, 1944, p.112.
(3) Ibid., p.112.
Secondary School Studies, J.G. McKenzie is reported in "The Education Gazette" as stating that in the opinion of the board, and in the light of the modified matriculation requirements, "while mathematics, foreign languages (ancient and modern) and science subjects are all optional for the purpose of Matriculation, it is expected that they will still form an essential part of the secondary curriculum." (1)

The Board expressed the view that "modern foreign languages and the classics should retain their high place among secondary school students. At least one foreign language," the statement continued "should be studied by all pupils with a little better than average ability; that is, by all pupils who have any prospect of attending the University with success and by many others. As heretofore students of high ability who show the necessary interest should be encouraged to study two foreign languages, and for students showing special language gifts, provision should be made for the study of three." (2)

Apparently bright pupils were still to be encouraged to continue foreign language study until aptitude and interest suggested discontinuance. This was a very strong plea for foreign language study as the top of the academic tree!

The concluding sentence stated


(2) Ibid., p.142.
"We feel very strongly that one of the chief avenues to world citizenship - a knowledge of the language and literature of other peoples - should be kept open and made available to as large a number of pupils as can profit by the use of it."

This was not a guidance-oriented appeal!

(8) DEVELOPMENTS IN GUIDANCE IN THE ARMED FORCES - TO INFLUENCE POST-WAR GUIDANCE IN NEW SOUTH WALES

One of the many developments which took place in the Armed Forces during the Second World War was of direct importance to post-War developments in guidance in the schools. Many of those who had been engaged in guidance work in New South Wales prior to the war, and those who were to be central in its post-war development, were engaged during the war years in guidance work in the Armed services.

The Royal Australian Air Force, for example, established in July 1942, a Vocational Guidance Section as part of the Educational and Vocational Training Scheme.

In the Foreword to the report on "Vocational Guidance In the R.A.A.F." published at the end of the war, Air-Marshal G. Jones, Chief of the Air Staff wrote:

"In the course of its work, many of the problems met by the Section, (Vocational Guidance Section of the R.A.A.F.) solutions reached and experience gained were of a general nature or seem to have application beyond the limits of guidance in an armed service."

(1) Ibid., p.142.


(3) Ibid., p.2.
Of particular interest to us is the part of the report headed "Distinction Between Vocational Guidance and Educational and Vocational Training and Rehabilitation" which states:

"Although Vocational Guidance is related to, and used by both the R.A.A.F. Educational Service and the R.A.A.F. Rehabilitation Section, it was developed as a Section separate from both. The Educational Service provided facilities for vocational and educational training in the form of correspondence courses during the war and special types of courses in the post-armistice pre-discharge period. Whenever education officers were not certain of a member's suitability to undertake such courses, they referred him to Vocational Guidance Officers for expert advice." (1)

The Vocational Guidance given in the R.A.A.F. was based upon the results of a battery of psychological tests and an individual interview with a specially trained officer who was capable of assessing the importance of the member's abilities and experience in relation to the demands of the various occupations. The psychological tests were given to groups of up to forty (40) personnel at the one time and took approximately three hours. The interview was individual and occupied 45 minutes to one hour. The assessment of the individual was expressed as a recommendation for the general type of work most suited to the individual's capacities, suggestion as to specific jobs and a statement as to suitability for training.(2)

This procedure was similar to, and based on, the

(1) Ibid., p.3.
(2) Ibid., p.3.
methods used by the Vocational Guidance Bureau.

It is claimed in this R.A.A.F. publication that, not only did their Vocational Guidance Service make "a substantial contribution" to the raising of the morale of serving members and to the re-establishment of personnel in civilian life, but, by conducting "research work into occupational information, guidance techniques and Australia-wide comparisons of educational levels and other relevant data" and building up "records and experience" they were able to provide information and skills "which will be of inestimable value to the civilian departments," which will carry on in post-war years the process of guidance. (1)

This certainly proved true.

(9) SECOND WORLD WAR AND V.G.B. ACTIVITIES AND CHANGES

Most of the staff of the Vocational Guidance Bureau were involved in work in one of the Armed Forces during the Second World War. (2)

John Dingle who had joined the staff of psychologists at the Vocational Guidance Bureau, held the position of Acting-Director during the War.

After the War, John F. Clark became Vocational Guidance Officer and Adviser at the Technical College to

(1) Ibid., p. 3

(2) Officer-in-Charge, J.F. Clark, as a psychologist in the R.A.A.F., D.E. Rose in the Army, H.L. Harris (Director of Youth Welfare from 1940) to the Army and Manpower Office.
replace Leslie Haynes, (1) who had moved over to lecture at the newly incorporated (2) University named "The New South Wales University of Technology". (3)

(10) WORLD WAR II ENDS - N.S.W. GUIDANCE BENEFITS BY EXPERIENCES IN GUIDANCE AND EDUCATION IN THE ARMED FORCES

There had been developed by the end of the war, an "increased local awareness of the need for scientific methods in guidance and placement, particularly as evidenced by the surveys of industry undertaken as part of a plan to aid the disabled person towards satisfactory re-employment," states the Report on "Vocational Guidance in the R.A.A.F." (1942-1946). (4)

The R.A.A.F.'s Vocational Guidance Officers' Training School had trained twenty-five officers by the end of 1945, in preparation for the demobilisation of the armed forces. A number of N.C.O.'s were given a short training so that they

(1) L. Haynes had followed W.M. O'Neil when he was appointed in 1944 as Professor of Psychology at Sydney University. L. Haynes had previously taught the Artarmon O-C Class for Gifted Children in 1936, had become School Counsellor with centre at North Sydney Boys' High School in 1939, and in 1941 had been the officer in the Research Office of the Department of Public Instruction, whose responsibility was to organise the Careers Advising System in Secondary Schools in 1941.


(3) When courses in Medicine and Arts were added to the courses in technological and scientific subjects the name was changed early in 1958 to "The University of New South Wales." This took effect from 7th October, 1958.

could assist with preliminary interviews.

By April, 1946, the war-time Directorate of Manpower had become merged into the Commonwealth Employment Service and plans were under way for the establishment of civil Vocational Guidance Sections in all States. (1)

For the Department of Post-War Reconstruction, this R.A.A.F. Section tested, interviewed and recorded an assessment of all members applying for full-time training under the Reconstruction Training Scheme. (2)

As their share in a programme to overcome the lack of information concerning the nature, conditions and requirements of occupations in Australia, the Vocational Section of the R.A.A.F. prepared, after "much painstaking work, " (3) a number of monographs after concentrated research into professional occupations in Australia.

Educational research in the R.A.A.F. resulted in "A Table of Comparative Educational Levels in the Australian States, with an average age of pupils as the basis of equation." (4)

As this R.A.A.F. report says: "Prior to the war, vocational guidance in this country was applied on a very limited scale. Indeed, only one State (N.S.W.) had any

(1) Only New South Wales, Victoria and South Australia having had Vocational Guidance establishments prior to the outbreak of war.
(2) Ibid., p.33.
(3) Ibid., pp.31-32 and Appendix.
(4) Ibid., p.34.
organised system of guidance for youth changing from one type of school to another, or passing from school to the world of work."(1) The report foreshadows a Vocational Guidance Section in the Commonwealth Employment Service, and mentions the developing New South Wales Youth Welfare Section of the Department of Labour and Industry, which, it suggests, will probably have "vocational guidance sections in cities and large country areas"(2) before long.

(11) A. H. MARTIN RETIRES (1946)

In 1946 Dr. Martin retired as Adviser to the Vocational Guidance Bureau. His influence had been personally extensive for over twenty years, and through those to whom he had lectured at Sydney University had influenced the emphasis on testing, recording and interpreting in Vocational Guidance in New South Wales.

(12) ESTABLISHING THE COMMONWEALTH OFFICE OF EDUCATION (1945) - ITS FUNCTIONS

In 1945 "by an Act of the Commonwealth Parliament, the Office of Education" was established. The "creation of a Commonwealth Office" did not alter the fact that "under the Federal Constitution education remains a State responsibility," says the article. Many of the activities of the

(1) Ibid., pp.66-7.
(2) Ibid., p.67.
new Office of Education "may ... be regarded as supplementing those that the States already undertake," while others "have developed from education obligations, arising from Commonwealth commitments in other directions."(1)

(13) **YOUTH WELFARE ADVISORY COMMITTEES**

During the war years the Youth Welfare Section of the Department of Labour & Industry had encouraged the setting up in large centres, of Youth Welfare Advisory Committees. Members of the Community and representatives of civic, educational, church and other local interests were encouraged to become members.

As often as possible officers of the Department of Labour & Industry, Youth Welfare Section, attended meetings of country committees, addressed public meetings and assisted the local committees. (2) An interesting and vital link between the Education Department and the Department of Labour and Industry exists in towns where, as often happens, the Secretary, who is the executive officer, is the District School Counsellor or his (or her) nominee. (3)

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(2) For instance, they often assisted in planning the functions associated with Apprenticeship Week. The schools and Technical Colleges are usually closely associated.

(3) This is not necessary, however—the local meeting elects the Secretary. (D.E. Rose at Interview, 27th Dec., 1962.)
(14) EDUCATION FOR A - TYPICAL CHILDREN

(a) Special classes for Mentally Handicapped Children

In the Minister's Report for 1937, reference was made to the fact that "classes for mentally handicapped children - i.e. children with an intelligence quotient below eighty," had been established in the metropolitan area, and that in this year it was decided to centralize them by concentrating them within three schools - Camperdown, Rozelle and Redfern. In each school, provision was made for a minimum of two classes - one for pupils to eleven years and one for older pupils. Over 180 were enrolled.

The teachers of these classes used the primary syllabus as a guide, but gave special attention to handwork, hobbies, art, music and physical welfare. Modified courses in domestic science were provided for the older girls and in carpentry for older boys. Teachers visited homes of pupils and endeavoured to secure the co-operation of parents. They also acted as advisers to ex-pupils who were working or seeking employment. (1)

(b) Recognition of Special Educational Needs of Opportunity 7th Classes Foreshadows Post-War Developments in Special Education

By 1944, Opportunity 7th Classes, which had been first introduced in the Metropolitan area, by 1940, had been

(1) Report of the Minister of Public Instruction for the Year 1939, p.9. (These were the children who are now referred to as Opportunity "A" class children.)
officially approved in fifty country centres.\(^{(1)}\) Until 1944 these classes had only functioned in Metropolitan schools. Originally the Opportunity 7th Classes had aimed to meet the needs of pupils of post-primary school age who, by reason of poor school achievement and limited general ability were unlikely to succeed in the normal courses or to benefit from remaining in the primary school any longer.\(^{(2)}\)

Pupils considered for such classes were twelve years nine months or over at the beginning of the year of entrance to Seventh Class and had scored an Intelligent Quotient, usually, less than 90 (and not over 95), in the Assessed I.Q. (based on two group tests of General Intelligence – one usually administered in 4th class and one in 6th class). If a pupil, whose I.Q. and age fitted these requirements, had a school record which showed poor attainments, he was considered suitable for enrolment in an opportunity class.\(^{(3)}\)

A modified course was suggested for these children. Although bulletins were issued from time to time to teachers of these classes, there was no special training given to the teachers and many factors combined to make the teaching of these classes an avoided assignment. There was no specialized training.


\(^{(2)}\) Lecture to Trainee School Counsellors by Mr. J. Redmond, Supervisor of Opportunity Classes, Division of Guidance and Adjustment, March, 1962.

From 1944, it was felt advisable that these children be included as part of a secondary school. Although efforts were made to prevent resentment, often parents (especially in country towns) have resented the "labelling" of their children as so much below average. Some sent them to private schools, and most teachers have known of children originally sent to an Opportunity 7th Class (later called lH or lJ or known as General Activities (or G.A.) Classes) who have successfully passed the Leaving Certificate Examination from a non-State school!

These "border-line cases" or "slow learners" or "late-maturers" as they are variously called, provide one of the reasons for the new experiment in Secondary education, introduced in 1962, as "the implementation of the Wyndham Report."(1)

The intentions in the extension of these opportunity 7th classes in 1944 were good and in some cases opportunity was afforded for fostering and developing special interests and abilities which would possibly have remained dormant in the ordinary class-room (if any class-room can be so-called). However, the question raised in the minds of teachers and parents has been 'Can a child's disability to cope with a course be identified as early as 12 years of age?' and 'May there not be exceptions - may not some children be late-maturers?'

(1) It is however, interesting to note that at the end of 1962 the Selection Committees again met as in the past, and these children are still listed (for the information of the Secondary Principal receiving the child, under a separate name - S.L. (slow-learning) at the end of 1962; but changed at the end of 1963 to Q.3.
It is especially noteworthy that in many of the changes and developments during this period of the 1940's there was evident a growing recognition that individual children vary in their needs, and abilities. This promised well for the future development of guidance and brought to the forefront the concept of adjustment which was met by special types of education. This had been one of the three strands which had been present since the Research Office had been established in 1935. As M.E. Thomas said in an interview: "There have been three strands from the beginning - guidance, research and special education."(1)

(c) Opportunity "C" Classes for Gifted Children

The gifted children were being catered for in Opportunity -C Classes at the 5th and 6th class level. They were catered for at the primary level, by special classes,(2) but at entrance to Secondary School these children had no special privileges.

With the growth of the counselling system after the War, there grew an acceptance of responsibility by the educational system in N.S.W. for providing more and more means of helping children who were "a-typical" in any of various ways, to adjust to the demands of a society which saw fit to make education compulsory for all children from 6 years to 15 years of age.

(1) Interview with M.E. Thomas, 1st June, 1961. (Note: The trend which developed in the early 1960's has emphasised the desirability of leaving children in the normal class or school unless they are too a-typical to adjust reasonably.)

(2) From the beginning, in 1931, the type of course provided in these classes was an enriched one, rather than an extension in difficulty.
(d) Opportunities Open to Talent

Parents were realising too that, with the emphasis on education to fit ability, and the introduction of Commonwealth Scholarships, tertiary education was within the reach of more and more young people of ability who were prepared to work hard and effectively during a High School course and win a bursary, or an exhibition or a scholarship. The social and financial status of parents counted for less and less in setting potential vocational goals of students.

(15) AN ASSESSMENT OF THE GENERAL POSITION

The introduction of Vocational Guidance into State Schools through the appointment of Careers Advisers to every secondary school in New South Wales, was destined to play a progressively more important part in the development of the guidance movement in this State.

Well established and growing were several other facets of the guidance concept, as expressed in New South Wales. These included the developing Counselling system, the establishing and extension of various types of special classes and schools, and the Education Clinics, and Child Guidance Clinics. (1)

In the Department of Labour and Industry, the Vocational Guidance Bureau was developing as a real influence in guidance. (1) The First Clinic, under School Medical Service, was part of the Education Department until 1946, when it moved over to the Department of Health with the School Medical Service. (Interview with D.J.A. Verco, 1962.)
in New South Wales — especially, in the schools, through the Careers Advisers.

Some means of identifying, for instance, the various apparently over-lapping functions of the School Principal, the School Staff, the Careers Adviser, the School Counsellor and the Vocational Guidance Bureau's officer might need to be found!

(16) NEW METHOD OF SELECTION FOR HIGH SCHOOLS

In November, 1942 a new procedure was adopted in trial form for High School entrance. Candidates for High Schools in that year sat for the usual High School Entrance Examination and also an Intelligence Test.

At the beginning of 1943 candidates were admitted to High Schools "on the usual basis of the High School Entrance Examination result combined with the intelligence test result."(1)

Trial Selection Committees Introduced

Trial Selection Committees, (2) explained David J. Verco in 1948 to a Conference on "Educational Services in Australia," worked "in ignorance of the examination results of the candidates," and "made a selection of pupils, which was then com-


(2) There was a Selection Committee for each competitive High School. Each Committee consisted of "the District Inspector as Chairman, the Principal of the high school, the Principals of any junior or intermediate high schools concerned, two teachers from primary schools in the district and the school counsellor as secretary." (Ibid., p.41.)
pared with the results of the examination method of selection." (1)

At the conclusion of the primary course the certain items of information were made available to the Selection Committee (for a particular competitive high school) for each of the 350 to 450 candidates from the feeder primary schools in the High School's zone. From these, 140 to 160 children are chosen. The remainder were allotted to the other Secondary schools in the area.

The information available consists of

"(i) Performance on at least two Intelligence Tests.
(ii) Cumulative record of achievement in the Primary school Internal Examinations.
(iii) Cumulative record of comments by teachers upon personality traits and behaviour.
(iv) Record of health and attendance.
(v) Child's age.
(vi) Parent's wishes for his future education and vocation.
(vii) Primary school teacher's judgment as to the most appropriate post-primary course." (2)

These are referred to by Verco as "Predictive factors in relation to high school success." (3) The elimination of an external competitive examination in connection with high school entrance had been sought for some time because it "had ... been considered ... that the examination was exer-

(1) Ibid., p.46.
(2) Ibid., p.41.
(3) Ibid., p. 41.
cising a restrictive influence upon teaching in 6th classes and moreover that it was undesirable to impose an external examination upon children at the stage of leaving the primary school."(1)

The only quantitative and standard information available to the Committee after the elimination of the external examination was the child's age and his assessed I.Q. "Investigations previously made in connection with the High School Entrance Examination in the Research Office had shown that for the range of ability represented by candidates for the High School Entrance Examination,"(2) the correlations with high school success were approximately as follows:-

| Intelligence Quotient with High School success | = .75 |
| High School Entrance Examination Examination Total with High School success | = .80 (3) |

"When these two factors were combined in the optimum weighting, the multiple correlation of about .85 was obtained," (4) and over a number of years, the optimum weighting was found to be approximately:

High School Entrance Examination Total : I.Q. :: 3:2

As there was "no linear correlation between age and

(1) Ibid., p. 41
(2) Ibid., p. 41
(3) Ibid., p. 41
(4) Ibid., p. 41
success ... noted,\(^{(1)}\) it was considered that "it would be lowering the efficiency of selection to a significant degree if I.Q. and age alone were used by selection committees as bases for selection" and it was therefore decided to supply the Selection Committees with a "Scaled Mark of Achievement, based on a scaling of the intelligence test results of the 6th classes in the Primary schools from which candidates were presented. Each child's I.Q. and Scaled Mark are added to obtain a co-ordinated Mark.

"This (co-ordinated mark) is the best prediction of high school success obtainable from these measures," Verco asserted.

The order of merit of the candidates for selection for the competitive high schools was mainly that of the Co-ordinated Mark. In cases on the border-line "well-informed professional judgments" were made based on the school history from the Pupil Record Cards.

This new method of classification and selection highlights two points:

(i) That guidance was in danger of being viewed as mainly a matter of classification at the entrance to secondary schooling.

(ii) That there was a firm confidence in the results of mental testing.

\(^{(1)}\)Ibid., p.42. (Although the Department was led to rule that 'no pupil will be admitted to a post-primary school below the age of 11 years 0 months on 1st January of the year admitted - based on studies in individual schools which indicated that there was a 1st year failure rate of 30% to 50% of those admitted under 11 years 9 months.)
(iii) That Cumulative Record Cards were being used for practical purposes.

Verco stated that "where Committees have a well completed Pupil Record Card, their task can often become less a matter of selection and more of guidance of the child into the type of course which will be to his greatest educational and social benefit." (1)

Having read this detailed outline of procedures actually in use since 1942 in New South Wales, one is surprised to remember that the opening of Mr. Verco's address stated: "Selection for secondary education is a process to which I am heartily opposed. Secondary education is the right of all children whatever their ability once they reach the age of 12½ or 13 years. The only question to be decided," he explains, is "what form of secondary education is most appropriate to the needs of each child." (2)

There is no indication of a non-directive counselling approach to this situation apparent here, nor is there any suggestion that there is any doubt concerning the desirability or possibility of attempting to 'place' children as they leave primary school in the appropriate type of secondary educational course.

(1) Ibid., p. 46. [See Appendix "D"].
(2) Ibid., p. 38.
Any suggestion that parents or pupils have any right to choose—either at entrance to High School (or soon afterwards)—to countermand the decision of the Committees is not present.

(17) INTRODUCTION OF A TRAINING COURSE FOR SCHOOL COUNSELLORS (1946)

During the year 1946 methods of formally training District School Counsellors for the New South Wales Education Department were introduced. In charge of the Training Course, during this early period, was Mr. J. McLean. The lecturers were:

(i) D.J.A. Verco, who discussed the Concept of Guidance and outlined basic principles, especially based on those enunciated by J. Arthur Jones.

(ii) J. McLean, who trained and lectured to the group in Testing Techniques.

(iii) M. Thomas, who discussed the practical application of the principles of guidance to the New South Wales Counselling situation.

(iv) A.H. Webster, who lectured on Statistics, Test Construction and their use in Counselling.

These lectures took place at the Bridge Street, Sydney Head Office of the Department of Public Instruction. (1)

(1) Interview with Mr. D.J.A. Verco, March, 1961.
"The Stage is Set" for Guidance Expansion

The stage was set for the "expansion and development of guidance and psychological services" which had been planned for "the post-war years." (1)

SUMMARY

A number of developments helped, during the period from 1935 to 1946, to prepare the way for expansion in guidance after the Second World War.

These included

1. An extension of the Counselling system - although restricted by financial difficulties during war years.
2. An extension of the application of psychological tests - group tests of intelligence in Primary Schools, Vocational testing in the Vocational Guidance Bureau, the Australian Institute of Industrial Psychology and the armed forces (during the War).
3. Growing realisation that Secondary Education was not the right only of some children; and that syllabus and curriculum reform was necessary to meet the needs of the non-academic pupils.
4. The raising of the School Leaving Age to 15 years as from 1943 - thus increasing the secondary school population and, by bringing a new type of population into the secondary schools, making guidance very necessary.

(1) Report of the Minister of Public Instruction for the Year 1945, p.5.
5. The establishing of a Cumulative Record Card system in all schools and an emphasis on the importance of the teachers' and counsellors' part in faithfully keeping information on the cards.

6. Changes in the Intermediate (partly internal from 1944) and the Leaving (a foreign language not necessary) Certificate Examinations - thus loosening the power of external examinations to determine curricula.

7. The introduction of a scheme of Careers Advisers (from February, 1941) in all Secondary Schools - and early suggestion of the role of the careers advisers as liaison officers with the Vocational Guidance Bureau - bringing a new emphasis on vocational guidance into the schools. Integration of this system with the developing Counselling system is not very apparent yet.

8. An extension of co-operation by School Counsellors with other social agencies which were also developing facilities for guidance and adjustment.

9. An extension of Special education to meet the adjustive needs of a - Typical children.

10. The establishing of Youth Welfare Advisory Committees in country centres - encouraging link between schools, employers and interested members of the community.

11. The function of the Counsellors as integrators of
various aspects of the educational system and social services.

12. New methods of High School Selection - based on research and applied statistical procedures - through Selection Committees (from 1943).

13. The introduction of a training year for teachers selected to become District School Counsellors (1946).
That the year 1959 was reported to have "completed a decade without precedent in the history of education in New South Wales" (1) was at least partly due to "a vastly increased public school population ... particularly at the secondary level." (2)

The upward trend was pleasing in so far as it was caused by a larger percentage of pupils completing the full secondary course; yet, it created many problems — not only of accommodation and staffing, but of administration and organization and curriculum and syllabus-planning. As the period unfolded, it was apparent to educationists and the community as well, that a new approach to secondary education

(2) Enrolment had increased by 18,500 pupils during 1959 alone!
was even more necessary than it had been before the Second World War.

A guidance-oriented approach involving research, educational guidance, curriculum reform, and indeed, a new concept of the very functions of the secondary school in the changed and changing world, was necessary.

Another aspect of education was developing from the realization that, not only were there some children who are very gifted in a school population, and many who are likely to develop with a minimum of difficulty, the proportion of children who were identifiable as needing special help was increasing. This was partly so because methods of identification were improving, but one of the main factors was that, with greater medical knowledge, society had more handicapped children who survived their first year of life.

Society, by means of its educational and allied services is accepting responsibility progressively for more and more of them. Objective tests were able to measure and compare standards and rates of growth and development, and so identify handicapped children – especially the physically or mentally handicapped ones.

The very complexity of life in a society as industrialized as that in post-war New South Wales, created many problems of personal, emotional, educational, social and vocational development and adjustment. Problems affected
the secondary school involved the fact that the higher school leaving age created a new type of pupils at secondary level; for these children a curriculum geared to University requirements was quite unrealistic.

Guidance was needed as an integrating principle and as a continuous process. Educational administrators had to become guidance executives, with the Research Office feeding as much objectively tested fact as possible to guide policy making. The personnel of the Research Office — including counsellors and careers advisers in the schools — became more aware of the part required of them in assisting pupils and school staffs with expert information and advice.

The continuing trend of growth may be gauged by realising that between August, 1959 (when the total school population had reached 580,028) and the end of 1960, the total had risen to 595,655 — an increase of over 15,000 in a year! This meant that Research had to address itself more than ever towards trends and predictions.

Post-war developments in Guidance programmes have involved two re-organizations of the Research Office itself, first as the Division of Research, Guidance and Adjustment in 1946-7(1) Then, in 1957, when it was found necessary to recognize the fact that Research had become an important

(1) With D.J.A. Verco in charge.
factor in Policy-Making at the Administrative level, the Office was divided into two:

(i) Research and Planning, with A.H. Webster as Officer-in-Charge;

and (ii) Guidance and Adjustment, with M.E. Thomas as Chief. (1)

Since this new organization was established the Division of Guidance and Adjustment has developed three main functions:

(1) Educational and Vocational Guidance;
(2) Education of A-Typical children;
(3) Pupil Placement. (2)

(2) DECENTRALIZATION OF EDUCATION AND GUIDANCE ORGANIZATION

"In 1948 an experiment in educational decentralization was instituted in New South Wales," when the four Riverina inspectorates of Albury, Griffith, Temora and Wagga Wagga were combined into The Murrumbidgee Regional Area under a Director of Education with headquarters at Wagga Wagga. This 'Area' Director was responsible for "implementing policy in his area as well as controlling various local adminis-

(1) Report of the Minister of Education for 1957, p. 27.
(2) Interview with M.E. Thomas, June 1961; his lecture to Trainee Counsellors, February, 1962. (Details Chapter 9).
On 1st July, 1952, further steps were taken in the decentralization of administration by the opening of education offices in these additional areas:

Sydney (Western) Area, with Office at Parramatta,
Western Area, with Office at Bathurst,
Southern Area, with Office at Wollongong,
North Coast Area, with Office at Lismore,

By 1953 details of the Area directorates were as shown in Table XIX:

<table>
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<tr>
<th>Area</th>
<th>Director's Office</th>
<th>No. of High &amp; Central Schools</th>
<th>Prima-ry Schools</th>
<th>Small Schools</th>
<th>Total</th>
</tr>
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<td>Wagga</td>
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<td>7</td>
<td>28</td>
<td>50</td>
</tr>
<tr>
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<td>New-castle</td>
<td>7</td>
<td>12</td>
<td>22</td>
<td>120</td>
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<tr>
<td>North Coast</td>
<td>Lismore</td>
<td>5</td>
<td>6</td>
<td>16</td>
<td>70</td>
</tr>
<tr>
<td>Southern</td>
<td>Wollon-gong</td>
<td>5</td>
<td>8</td>
<td>19</td>
<td>70</td>
</tr>
<tr>
<td>Western</td>
<td>Bathurst</td>
<td>7</td>
<td>8</td>
<td>37</td>
<td>65</td>
</tr>
<tr>
<td>Sydney</td>
<td>Parramatta</td>
<td>4</td>
<td>8</td>
<td>10</td>
<td>89</td>
</tr>
</tbody>
</table>

(2) Report of the Minister of Public Instruction for the Year 1952, p.5.
On 22nd July, 1959, the North-West Area was established, with Headquarters at Tamworth. "This area includes" states the Minister's Report for 1959, "8 high schools, 4 Intermediate High Schools, 1 District Rural School" as well as primary feeder schools. The total number of schools in this new area is 249.(1)

The 1960 Minister's Report points out that "decentralization of Head Office Administration and closer identification with the community have been achieved"(2) and says that there are "Education Offices now at Parramatta, Bathurst, Wollongong, Newcastle, Wagga Wagga, Tamworth and Lismore."(3)

Appointments of District Guidance Officers by the Division of Guidance and Adjustment has been planned according to the general Administrative Areas of the Education Department.(4) Appointments had been made by 1962 to each of the 7 Administrative Areas: 1. Sydney Western (at Parramatta); 2. South Western (Wagga Wagga); 3. Newcastle (Newcastle); 4. North Coast (Lismore); 5. Western (Bathurst); 6. Southern (Wollongong); and 7. North Western (Tamworth).(5)

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(3) Ibid., p.6.
(4) The first two District Guidance Officers were appointed in 1948. (Interview, H.E. Doughton, Principal Guidance Officer, Division of Guidance and Adjustment, 1963.)
(5) See Map showing Administrative Areas of the New South Wales Department of Education (by courtesy of A.H. Webster, Officer-in-Charge, Division of Research and Planning, N.S.W. Education Department) – Appendix B.
DEVELOPMENTS IN TECHNICAL EDUCATION

With the tremendous growth in technology in industry, it is not surprising that, in 1949, with the Act which incorporated the University of Technology, Technical Education was made a separate department (although still under the control of the Minister of Public Instruction).

In line with this development was the statement by the Minister in his Report for the Year 1949 that with steadily growing industrial expansion in Australia a special and urgent need had arisen for training and research facilities in the highest branches of technology as applying to industry and science."(1)

Much of the growth in technical education at the College level during the 1940's which had led to the separation of Technical Education from Education, had been associated with the services provided, for the Defence Training and later the Commonwealth Reconstruction Training Schemes which "had led to increased recognition of its importance by the community in general and the government in particular."(2)

The special services associated with Technical Education were, by 1954, under the control of the Division of

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(2) McDonnell, et al., op.cit., Technical Education in Australia, p.275 et seq.
Educational Research and Services. The Guidance Office, as a unit of this Division, was "concerned primarily with the task of helping students of the Department to overcome many of the problems of adjustment which increase the difficulties of technical college training." (1)

Because of the large number of Asian and New Austral­ian students enrolling in Technical courses or degree courses, the Guidance Office at the Sydney Technical College, developed by 1954, special pioneering English classes for students experiencing language difficulty. (2) Some of its other responsibilities by this date were:

(i) The administering of a battery of aptitude tests to every diploma and degree student when he enrols for 1st year training.

(ii) The administering of diagnostic tests for problem students, especially for trade students. (This is followed by help in weaknesses in such basic abilities as reading and calculation, or sight and hearing disabilities.)

(iii) The Counselling of individual students. This was "devoted largely to helping the student assess his chances of success and isolate the sources of trouble which he is experiencing in his courses so that he may do something effective about it." (3)

(1) Ibid., p.287
(2) Ibid., p.287
(3) Ibid., p.287
In his Report for the year 1951, the Minister pointed out that "the Department of Education, working in conjunction with the Department of Technical Education, has for some years been developing Pre-Apprenticeship Classes, established at several metropolitan centres."(1)

Boys entered these classes after completing the Intermediate Certificate Course, and while still too young to enter an apprenticeship, undertook a further one-year educational course, which consisted of general education (English, Mathematics and Social Studies) and technical instruction in any one of a variety of skilled trades.

Applicants were allowed to select the trade of their own preference, and, after submitting to vocational guidance tests to determine that their choice was suited to their ability, received trade instruction for eighteen hours a week during one school years. They sat for an examination at the end of the year, after which each student entered an apprenticeship in the trade selected.(2)

Candidates who gained the Pre-Apprenticeship Certificate were granted an exemption from Stage 1 of the appropriate Technical College Trades Course, and, in the case of the building trades courses, also reduced the period of his apprenticeship by one year.

Prior to 1950 there were Technical College Courses in:

(1) Report of the Minister of Public Instruction for the Year 1951, p.6.
(2) Ibid., p.6.
Fitting and Machinery, Carpentry and Joinery and Electrical Trades.
Since then the scope of courses from which a lad may make his selection is being expanded each year.

Post-War progress in technical education in New South Wales has created great interest overseas, heightened in Asia since the introduction of technological training in New South Wales for Asian students under the Colombo Plan.

Progress in Technical Education was, during this period, and has continued to be, very aware of guidance as an intrinsic part of its functioning.

Remedial courses are offered to boys who have weaknesses in basic subjects and a general guidance service is available.
An event of far-reaching effect on education and guidance in this State was the introduction, in 1950, of the Commonwealth Scholarships Scheme.

Already there were opportunities for students to gain at the Leaving Certificate Examination —

(a) exhibitions,
(b) bursaries,
(c) Teachers' College Scholarships,
(d) Public Service Traineeships
and (e) Assistance under (a) and (b) to the Sydney University, and to the University of Technology;
and under (b) — bursaries to the Diploma Courses of Technical Education.

However, "The Education Gazette" of 2nd October, 1950, in introducing the Commonwealth Scholarships Scheme, stated that it would provide free for those highest in the order of merit in the Leaving Certificate Examination:

(a) tuition fees,
(b) matriculation fees,
(c) examination fees,
(d) union fees,
and (e) general service fees,
"for tertiary education at approved institutions." In

addition there was to be "a living allowance to children of parents whose adjusted incomes" fell within certain income limits.

To many pupils the Commonwealth Scholarships offered greater benefits than any former aids - for they were not limited to any one or two institutions, nor tied to any bond of service after completion of tertiary course - and every year there were new courses available on Commonwealth Scholarships.

The announcement, by J.G. McKenzie, Director-General of Education, pointed out, however, in favour of Teachers' Training College Scholarships, that:

"Teachers' College students admitted to University courses (only 10% of whom gain exhibitions) get an allowance ... and free tuition, but have to pay matriculation, degree, Council, Union and general service fees; while Public Service trainees receive the same allowance as Teachers' College (1) students and the conditions generally are similar."

Selection for all the awards, including Commonwealth Scholarships would be made "in order of merit."

As the announcement stated "students successful at the Leaving Certificate Examination" would need to give "considerable thought to their choice of the type of assistance available under the respective schemes." Realising that the condition imposed by the Commonwealth Scholarship Scheme - that such Scholarships would not be granted to

students under bond to serve the State\(^1\) - would be likely to seriously affect the numbers applying for Teachers' College Scholarships,\(^2\) the Director General states: "I desire that the advantages of the Teachers' College Scholarships and Public Service Traineeships shall be put to all students."

In November 1951, the New South Wales Department of Education established "The University Branch" office at Sydney University for the administration of the Commonwealth Scholarship Scheme in New South Wales.\(^3\)

In 1952 the Minister reported that the institution of a Guidance Service in connection with the Commonwealth Scholarship Scheme by the Department "has been one of the most important factors maintaining the smooth running of the Commonwealth Scholarships Scheme."\(^4\)

By means of this Guidance Service Commonwealth Scholars were made aware of the rules of the Scheme as they affect the course being undertaken and advice was given to enable students to make the most economic use of benefits available.

\(^1\)Students on Teachers' College Scholarships are 'under bond' to serve the Education Department of New South Wales for varying periods after completion of training - the period varying with the length of training.

\(^2\)Most students trained in Departmental Training Colleges on Teachers' Training Scholarships, provide the main source of recruits for the teaching staffs of the schools of the Department of Education in New South Wales.

\(^3\)The Report of the Minister of Public Instruction for the Year 1951, p.5.

\(^4\)Report of the Minister of Public Instruction for the Year 1952, p.5.
to them. Study methods and difficulties being encountered by the students were also discussed with a view to assisting them to make an appropriate adjustment. (1)

Between 1953 and 1959, the number of Leaving Certificate candidates increased from 7,065 to 12,501; whereas the successful candidates increased from 5,405 to 8,933. The percentage of candidates who passed in 1953 was 76.5% of those who sat; whereas in 1959, the percentage of passes was 70.6%. The numbers applying for Commonwealth Scholarships have steadily increased. By 1955 such heavy demands were being made by students on the guidance services provided for Commonwealth Scholars that it was not possible to interview more than 50% of scholars, although there were 2,200 planned interviews given.

A Contrast

From the widespread conviction during the early 1930's that Secondary Education was a luxury for which fees should be paid, New South Wales has come to an amazing expansion and thirst for education at the Tertiary level! There is a widespread conviction in the community that Sydney needs a third University! This is now planned for Ryde. All this in thirty years!

Certainly, a period of unprecedented growth, following

(1) Ibid., p. 5
World War II, has brought a very different attitude towards education. This was expressed by Professor H. Messel, on Tuesday, January 15th, 1963, at the Nuclear Research Foundation's Summer School of Science, held for promising 4th Year High School Science Students.

Professor Messel, who is head of the Sydney University School of Physics and Director of the Nuclear Research Foundation, is reported in "The Sydney Morning Herald" on Wednesday, 16th January, 1963, as stating that "he thought most Australians would be willing to pay higher taxation for the education of their children. 'I think', the Professor is quoted as claiming, 'it is the only thing Australians would willingly pay increased taxation for.'" (1)

(5) THE EDUCATION SYSTEM AND THE CURRICULUM IN THE SECONDARY SCHOOL

(a) Need for Reform in Curriculum Recognised

In the years which followed the end of the Second World War, many educationists in New South Wales expressed the conviction that the secondary schools were still too much influenced by external examinations, and J.G. May expressed the idea that secondary schools could never achieve a vital type of education for the great mass of children as long as the curriculum was "devoted exclusively to the formal study of

six or seven subjects, particularly when the entire course is so largely influenced by external examinations."(1)

While it was admitted that the educational system had provided a predominantly intellectual training "with remarkable efficiency" many felt that, in the words of M.S. Brown, written in 1947, it "has not been quite so successful in the cultivation of other aspects of personality or in educating for mental adjustment."(2) They agreed that the schools "have yet to become true social laboratories, producing tolerant, politically-conscious, socially-responsible citizens with a belief and faith in co-operation and mutual aid."(3) Even during the war years the need for reform in the secondary curriculum had been raised, not only by the N.S.W. Secondary Teachers' Association, but also by the New South Wales Teachers' Federation itself. The Federation had agreed as early as its annual conference in 1941 that "the time is ripe for a complete inquiry into all forms of secondary education" and that "the Board of Secondary School Studies should revise the curriculum and put the new curriculum into operation."(4)


(3) Ibid., p.286

An editorial in "Education," the official organ of the N.S.W. Teachers' Federation stressed, in March, 1943, the need for a re-planning of the whole system of secondary education so that all grades of intelligence and types of needs interests and aptitudes would be catered for by means of a suitable curriculum.(1)

(b) Teachers' Federation's 'Policy on Secondary Education' (1945)

In December, 1945, the Teachers' Federation adopted a 'Policy on Secondary Education,' the aim of which, it stated, had been "to cater for the 'fundamental needs and interests of the child'."(2)

It pointed out that "if reforms in curricula are to have their foundations in reality, all practical efforts must be supported by research and experiment."

This "Policy" took the term "curriculum" to include "all activities of children which take place under the direction of the school, whether these activities are inside the school or out of it." A "syllabus" was defined for the purposes of the "policy" as "concerned mainly with content, with scope at each level and the specific objectives of the classroom." The policy claims that the pattern of the subject matter will be determined largely by the community


(2) From a copy of the "N.S.W. Teachers' Federation 'Policy on Secondary Curricula'," Adopted December, 1945, p.1.
in which the children live."

"The general objectives of the suggested curriculum," should be "to develop to the fullest, the personalities of the pupil."

Any worthwhile curriculum, it suggests, should provide for:

1. Health education;
2. Sound instruction in the tools of learning;
3. Social Sciences, ethical education, training in social living for worthy home and community membership, training in civic responsibility;
4. Introduction to the natural sciences;
5. Training for culture;

The Federation Policy defines "Secondary education" as "the education of all young people from about the age of twelve till the time when they leave school for work or for some form of tertiary education." This, claims the policy, "should be organised in two stages, which we may call general secondary education and higher secondary education."

"In general, the first stage should be four years in duration from about age 12 to about age 16."(1)

(c) Role of Professor C.R. McRae, Principal of Sydney Teachers' College

The 1945 Conference of the Secondary Teachers' Association had been addressed by Professor McRae, then Principal of Sydney Teachers' College. His address, reported in "The Daily Telegraph" of 28th August, enumerated the following

(1) Ibid., p.3
criticisms of Secondary Education in New South Wales:

"The curriculum was remote from real life concerns of youth. There was little unity in the courses, subjects often being as unrelated to one another as they were to real life. It provided little preparation and less practice in democratic citizenship"...

"There was too little independent work calling for individual initiative"...

"The average secondary school was overcrowded and congested, so there is a tendency to overwork and overstrain adolescent pupils." (1)

Having claimed also that too much importance was given to meeting University requirements, and too much importance was attached to results at University entrance examinations, Professor McRae is reported in "The Daily Telegraph" as having put forward proposals for the reform of secondary education - as follows

(i) that a core curriculum plus optional subjects should be introduced;

(ii) that secondary education should consist of:
   a four-year course leading to the Leaving Certificate examination, followed by a further two year course leading to a Higher Leaving Certificate.

It appears obvious that the Teachers' Federation Policy, adopted in December, 1945, was mainly based on Professor McRae's proposals. (2)

(2) It is also clearly the basis of much contained in the Report of the Wyndham Committee, of which Professor McRae was a member.
In 1946 the Federation Annual Conference adopted its 'Policy' for the reform of the Secondary curriculum.

Professor McRae, at the request of the Board of Secondary School Studies, drew up a plan for what he considered an ideal system of secondary education for Australian conditions.

(d) **Recommendations by Board of Secondary School Studies**

"Core" Curriculum and Extension of Secondary Course to Six Years.

Although the Board's final recommendations incorporated McRae's plan of a "core" curriculum, it differed from his ideas in the details of the examinations.

It recommended that the full secondary course be extended to six years, and that this should consist of:

(i) a 4 years' general secondary course, leading to the Leaving Certificate Examination, followed by

(ii) a 2 years' course, leading to the Higher Leaving Certificate Examination. (1)

(e) **Intermediate Certificate Examination Becomes Wholly Internal**

It was not until 1949 that any alteration was made in the Secondary Courses. Then the alteration consisted of the making of the Intermediate a wholly internal examination, thus relieving somewhat the external examination influence on

(1) Reported by M. Mackinnon, the Representative of the Secondary Teachers' Association on the Board to the Annual Meeting (1946) of the Association.
the curriculum.

In the meantime the Teachers' Federation had sent representatives, in April, 1948, to the Minister for Education, R.J. Heffron, to ask for a definite statement in respect of the introduction of the core curriculum, (one of the main recommendations for the reform of secondary education, which had been made by the Board of Secondary School Studies in October, 1946\(^{(1)}\)). The Minister saw no prospect of the Government's accepting the proposition of four and six year courses, although he had been reported in the "Education Gazette" in 1946, as being convinced that "the question of the proper adjustment of courses to the ability and capacity of the pupil is the most important and intriguing of our educational problems in the secondary schools."\(^{(2)}\)

(f) **Departmental Policy Concerning Age Limits at Entry to Secondary Schools**

In 1948 "The Education Gazette" published an announcement of policy with regard to the age at which pupils should proceed to post-primary education. "In general," the announcement stated "it is desirable that children who will be over 12 years of age and especially who will be over 12 years and 6 months at the commencement of the school year, should proceed with some form of post-primary education."\(^{(3)}\)

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\(^{(3)}\) *The Education Gazette*, 1st September, 1948, p.292.
This led to an extension of the General Activities classes at lower secondary level.

It stressed that "the type of post-primary course to which they are directed should be suited to each individual's needs." (1)

At this period, too, a determined policy was enunciated, with regard to a minimum age of entry to secondary education. This policy is expressed clearly in the September 1948 "Education Gazette," under the heading "Young Brights." It is stated: "No pupil will be permitted to proceed to a Post-Primary school under the age of 11 years." (1) In support of this policy, it is claimed that "records of the school progress of pupils admitted to post-primary schools even below the age of 11 years 6 months show that an undue proportion of these children fail scholastically, even though they are bright, or develop social or emotional maladjustments, even though their adjustment in the primary school was satisfactory." (2)

It is recognized, however, that no rigid ruling concerning pupils above the age of 11 years 0 months at entrance can be given, as many such pupils do successfully adjust themselves to Post-Primary school life and work." The important factors, it concludes, appear to be "social and physical maturity, rather than chronological age."

(1) Ibid., p. 292
(2) Ibid., p. 292
Surveys and research by the Division of Research, Guidance and Adjustment had supplied the information required to determine this aspect of Departmental policy.

Thus, the Division was helping to shape policy, and, in this case, through its developing counselling system, would be playing an important part in implementing this policy.

(g) **First Step in Curriculum Revision - The 'Modified' Curriculum (1950)**

In 1950 the first step in curriculum revision to meet the needs of the many pupils of just average mental ability and of non-academic interests and aptitudes was taken. This step, however, was not towards the implementation of the recommendations of the Board of Secondary School Studies. It was the introduction of a modified curriculum. Although the Teachers' Federation protested on the grounds that the whole secondary syllabus needed revision, the 'Modified Curriculum' for Secondary Schools was issued in 1951. The Director General of Education, Mr. J.G. McKenzie, signed the Preface which stated that the modified curriculum had been prepared "to serve the needs of the average and near average pupils following post primary work who would find difficulty in reaching the standard required for the issue of an Intermediate Certificate and who would not normally continue at

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(1) The year 1948 saw the appointment of the first two District Guidance Officers - the first step in a degree of de-centralisation of the System of Counselling. In 1948 there were also 33 District School Counsellors.
school after reaching the school leaving age. These pupils, "it claimed, "may be regarded as forming a group between pupils following the General Activities Course and those who are able to follow without undue strain the courses approved by the Board of Secondary School Studies." (1)

The stated aim of the modified courses was to give teachers "greater opportunities to relate the subject matter to every day experiences," and to provide opportunity for the adoption of "a more leisurely treatment" and for project and activity work. (2) Subsequent to the inception of this Modified Curriculum, inspectors and headmasters throughout the State held meetings with teachers which, the Minister claimed, in 1952 "have been a vital factor in the implementation of the revised curriculum." (3)

These courses, while not specifically vocationally biased, were less academic than normal Board courses, and the preface made it clear that this curriculum was being introduced as an experiment, to be assessed in the light of reports from the schools (as suggested in the Preface to the 'Modified Curriculum').

(h) Revision of General Activities Syllabus (1952)

Meanwhile in 1952, the General Activities Syllabus was completely revised (4) and re-written to form a comprehensive

(2) Ibid., p.2.
(3) Report of the Minister of Public Instruction for the Year 1952, p.6.
course. (1) It was "designed to meet the needs of secondary pupils in a lower intelligence range" to those catered for by the Modified Curriculum.

(i) Introduction of "Alternative Curriculum for Use in Secondary Schools" (1954)

(i) Aims and Characteristics

In 1954 the Education Department introduced an "Alternative Curriculum for use in Secondary Schools," (2) the new curriculum being the outcome of the tentative modified course produced in 1951-2. The aims were outlined in a preface by the Director-General, Dr. Harold Wyndham. He admitted that some misgivings existed "among those responsible for secondary education as to the suitability of approved courses leading to the Intermediate Certificate for such a wide variety of pupils." ... "Indeed, it is clear," he continued, "that, under the present circumstances, the majority of pupils commencing the first year of a secondary school course will not remain long enough to attain the Intermediate Certificate. Even if they did remain, it is doubtful whether the courses hitherto approved as preparation for the Intermediate Certificate would best meet the needs of all of them. One of the most important outcomes of schooling - one which is more important than the attainment of some arbitrary stan-

(1) There were 9,136 pupils in the 7th, 8th and 9th class levels altogether. (Minister's Report, 1952, p.2.)

School had functioned since the mid 1930's for selected boys of Secondary age in the average band (I.Q's approximately 90 - 108), who had failed in Primary Schooling. It had provided an approach which was practical and emphasised activity. With introduction of the Alternative Curriculum, it was decided to discontinue this school at the end of 1956, no first year pupils being enrolled after 1955. This secondary school of a special kind, had maintained an enrolment of 140-150 boys and, although many boys had attended it partly because home or other conditions indicated that special help seemed well necessary, it was decided that these children would be absorbed into normal schools in classes which were following the Alternative Curriculum. The Enmore Boys' High School replaced the Enmore Activity School in 1957. (1)

(j) Coming to Terms with the New Secondary Population

(i) A Survey Committee appointed (1953)

A most important step during 1953 was the decision to institute "a survey of secondary education." (2)

"The terms of reference for the Committee conducting the survey," reported the Minister, "are to survey and report upon provision of full-time day education for adolescents in New South Wales, and in particular to examine the objectives,

(1) This information was obtained in conversation with Mr. J. Redmond, former School Counsellor at Enmore Activity School, now Supervisor of Opportunity Classes, Division Guidance and Adjustment, Education Department.

(2) Report of the Minister of Public Instruction for the Year 1953, p.7.
organization and content of the courses provided for adolescent pupils in the public schools, regarding being had(sic) to the requirements of a good general education and to the desirability of providing a variety of curricula adequate to meet the varying aptitudes and abilities of the pupils concerned. *(1)*

This seems to have been the natural outcome of all the various attempts to come to terms with the new type of student now staying on for secondary education. In short, it was a recognition that much of the attempted guidance of pupils was seriously limited by the fact that the Curriculum Syllabuses and Examination requirements, appeared to be so unrelated to the capacity and interests of many of these pupils that it required an all over revision — not just make here shift improvements/and makeshift changes there — of the whole secondary education system. *(2)*

**(k)** A New Concept of Secondary Education Emerges

A completely new Concept of Secondary Education was envisaged by many educationists who pointed out that, whereas the High School population of the 1920's, was a rather selective group of children who tended to be academically capable, the Secondary Schools now had a new type of population since the raising of the school leaving age and the increased demand by employers for Certificates (especially the Intermediate and Leaving) as a sign that a boy or girl had reached a desirable

*(1)* Ibid., p. 7
*(2)* See Appendix "A"
standard of schooling, more adolescents were in the Secondary Schools, and it became vitally necessary to re-assess the meaning, the aim and the principles underlying the education of these "adolescent pupils".

These factors: (i) Psychological testing;
(ii) the work of the Research, Guidance and Adjustment Section, with its growing group of field officers, District Guidance Officers, District School Counsellors, careers advisers and Mental Survey Testers;
(iii) the developing awareness of educational and emotional maladjustment in the school situation (often requiring counselling or reference to Educational and Guidance Clinics and other Social Agencies);
(iv) the growth in Special Education for identifiable children in both the Primary and Secondary field - all these factors seemed to point to the fact that perhaps the basic structure of our educational system - at the Secondary level especially - required re-planning.

The feeling was abroad that it was time for Secondary Education to be viewed more from the point of view of the average student than from a viewpoint which made either University requirements or the highly intelligent or the above-average student and his potential achievements the criterion for all students.
Survey Extended from 1954-9.

This survey was finally to occupy from 1954-1959, and a further delay at Parliamentary level was to postpone - until 1962 - the implementation of the recommendations of the Committee's Report - to become known as "The Wyndham Report" - (named for its Chairman, the Director-General of Education in New South Wales, Dr. Harold S. Wyndham who, we noted, was the first Research Officer of the Education Department - in 1935.).

Basic Ideas and Recommendations of Wyndham Report (1957)

One of the key ideas involved in the Report is expressed on page 53:

"We do not consider ... that a fully satisfactory method of determining, in advance, the secondary school course for a pupil of about twelve years of age can be devised, especially if the organization of the secondary school thereafter makes it difficult for a pupil to change his course." (1)

Certain "postulates," which are "features of human nature and of the several social patterns within which boys and girls live" are recognised, may be summarized under the following five headings:-

1. "Differences in aptitudes and interests reveal themselves even in a group whose numbers are similar from some other point of view."

2. Within each child there is "a diverse pattern of aptitudes, interests and needs."

3. The atmosphere, methods and immediate purposes of the school should change to accord with growth changes in needs, interests and abilities, especially evident in adolescence.

4. True education "must concern itself with living now at whatever stage the 'now' may be," as well as being a preparation for life.

5. Example and guidance in the art of living with their fellows should be given to pupils by the school. (1)

To assess the aims of education, the Committee asked the question "What are the components of a life which the community will recognize as worthwhile, and what contributions may the school make towards their development?"

It suggest that these objects "emerge clearly enough" as concerning

1. Health
2. Mental Skills and Knowledge
3. Capacity for Critical Thought
4. Readiness for Group Membership
5. The Arts of Communication
6. Vocation
7. Leisure
8. Spiritual Values.

The Committee saw, as the central feature of the problem "the emergence of the view that secondary education is the education not of a select minority, whatever the

(1) Ibid., p.56.
basis of selection, either social or intellectual, but of all adolescents, irrespective of their variety of interests, talents and prospects."(1) This conception of the problem was based on:

(i) the fact that secondary education had become in New South Wales, available to all who sought it, up to the age of seventeen or eighteen. (2) and (ii) the fact that this is implied in the terms of reference.

The Committee, while recognising that this concept of secondary education, required that "a proper provision for all types and levels of ability and for the wide variety of interest and need to be found in any entire school generation" must be made; warned that not only was it obligatory "to provide suitable education" for the 'average' adolescent but "for the adolescent of talent and for the adolescent who is poorly endowed."(3)

With the aim of "meeting the needs of all adolescents without impairment to the potentialities of any,"(4) the Survey Committee recommended the following pattern of organization:

(1) Ibid., p.63.
(2) "This was not true fifty years ago," says the Report (p.63).
(3) Ibid., p. 63
(4) Ibid., p. 63
I "On completion of the primary school course and, in general, about the age of twelve years, all pupils should proceed, without examination, to secondary education organized consistently with the recommendations which follow."

II "The organization and curriculum of the high school should provide a satisfactory education for all adolescents and should be designed to cover four years, to the age of about sixteen."

III "The curriculum should provide a core of subjects common to all schools, together with a progressive increase in the proportion of elected subjects. On this basis, the greater part of the curriculum for the first year should be allotted to the common core."

IV "Under teacher guidance, election of subjects should progressively be made in the light of pupil achievement or potential."

V "On satisfactory completion of the four-year course, a School Certificate should be issued on the basis of the result of an external examination."

VI "This examination should be designed as ... a formal indication of the successful completion ... secondary education."

VII "No external examination should be held, nor any certificate of general status issued, before the end of the fourth secondary school year."

VIII "The Higher School Certificate at the end of sixth year should "be such as to make it acceptable as a test for university matriculation." (1)"

(n) An Assessment of the New Secondary Curriculum

With the implementation of the Wyndham Scheme — from 1962 — are developing changed emphases in secondary schools. At the end of the First Form — largely an exploratory year, involving a basis of "common learnings" — pupils are allowed

(1) Ibid., p.72.
to choose certain "elected subjects" - in addition to a continuation of "common learnings" at a basic level. Foreign languages are not introduced from the beginning of First Form. Science involves Chemistry, Physics, Biology and Geology - which presents certain problems for teachers, as no Science teachers have been trained to teach all of these aspects of science. The approach to Mathematics is new and English teaching involves changed emphases.

The problems of staffing and timetabling involve all these new aspects - but another difficulty arises from the need to plan courses from Second Form in each subject, at various levels, and the planning of timetables so that pupils may be moved from one level or subject to another during Second Form and in Third Form. (1)

The year 1963 has seen the last "old" Intermediate Certificate Examination. An announcement in the Press, Thursday, January 23rd, 1964 stated:

"The Minister for Education, Mr. Wetherell, today said there will be a "post" intermediate certificate examination next month for those who failed in 1963.

School candidates should apply to their principals not later than February 5.

Those who have left school should write to their former principals.

Private study candidates and evening college class members should apply to the officer in Charge of the Education Department Examinations Branch." (2)

(1) The Third Form functions in 1964 for the first time.
Employers are still pressing for an Intermediate Certificate Examination at the end of Third Form.

Guidance-concepts have been largely instrumental in bringing about this reform in the secondary curriculum. Guidance as a continuous and permeating process must now ensure that it functions effectively and efficiently. It will need specialists; but, even more, it will need principals and staffs dedicated to the ideals of guidance.

At the Community level, it is noteworthy that individuals and groups within the community had the opportunity of expressing their opinions during the period (1954-7) when the Committee was surveying the situation and preparing its report.

That the community is forced\(^{(1)}\) to judge the effectiveness of a school by its examination results and the number of Commonwealth Scholarships its pupils gain, is at war with the claim of some educationists that a school should be judged by the proportion of well-rounded, self-reliant, co-operative, personalities and citizens it produces.

This simply highlights the difficulty of evaluation in the social sciences - as applied to a 20th century technological, industrialized community. For an educational system to function effectively so that

(i) the needs of the pupils (as individuals and as social beings);

\(^{(1)}\)By the fact that this determines whether pupils are permitted to proceed to higher education.
will receive due attention, and, at the same time, to take into consideration

(ii) the needs of society itself (involving its past -(its culture), its present (its very real economic, occupational and social needs) and its future (its need to develop within itself and in relation to the continuing changes in the world at large.), is difficult.

(6) GENERAL DEVELOPMENTS IN VOCATIONAL GUIDANCE IN NEW SOUTH WALES

(a) Australian Institute of Industrial Psychology

Affiliated with the National Institute of Industrial Psychology in London, the Australian Institute of Industrial Psychology had been early in the field in New South Wales to offer vocational guidance and selection, and where necessary educational and emotional guidance. (1) However, by 1946, the Institute noted a decrease in applicants and suggested, in its 20th Annual Report (1946-47) that the main reasons were possibly (i) "the introduction of Vocational Guidance into Public Schools through appointment of psychological advisers by the Department of Education," and (ii) "the existence of the Government Vocational Guidance Bureau." (2) The Report also pointed out

(1) In Dr. Martin's "worry clinic".
(2) "20th Annual Report of the Australian Institute of Industrial Psychology," (1946-47) - (pages not numbered).
that these services, were free, whereas the Institute charged a fee.

By comparing the figures of guidance and selection cases in 1946-47 with those of the previous year, one gains the impression that the need for its services was passing:

### Analysis of the Situation

<table>
<thead>
<tr>
<th>Purpose of Examination</th>
<th>1945-6</th>
<th>1946-7</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Vocational Guidance for Individuals</td>
<td>570</td>
<td>377</td>
</tr>
<tr>
<td>Industrial Selection for Firms</td>
<td>133</td>
<td>161</td>
</tr>
<tr>
<td>Educational Guidance for those under 14 years</td>
<td>76</td>
<td>39</td>
</tr>
<tr>
<td>Clinical and Special Cases of Examination</td>
<td>11</td>
<td>18</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>790</strong></td>
<td><strong>595</strong></td>
</tr>
</tbody>
</table>

In response to a changed need the Institute developed first in the selection service it offered to industry, where it offered "a comprehensive system of advice on all aspects of personnel policy and personnel techniques."\(^{(2)}\) However it was found necessary to place more emphasis on "the personal selection function" of the Institute since it was "not able, as yet to offer a full-time service as consultants in general personnel problems."\(^{(3)}\)

The most recent report available, that for the year 1957-8, claimed that the Institute was growing in the field of industrial psychology - or the promotion of "psychological \(^{(1)}\)\footnote{25th Annual Report of the Australian Institute of Industrial Psychology (1951-2).}, (pages un-numbered).


knowledge in industry and commerce." (1)

The main functions of the Australian Institute in 1962 were in vocational selection and in educational guidance at the tertiary level. (2)

(b) Vocational Guidance Bureau

In the Annual Report for the year 1951-2 the Director of Youth Welfare in the Department of Labour & Industry, presented figures concerning the total cases given full vocational guidance from 1932 to the transfer of most of the guidance staff to the Manpower Organization and Armed Services, together with the figures from the resumption of activities (August 1944 to June 1952).

From the Table presented it may be seen that from 1932 (when the number of cases had been 1,077) there had been, generally speaking, a steady growth to 1940-41, (when the figures were 5,112). (3) After resumption of services the numbers continued to increase, until, in 1951-2 there were 10,637. (4)

By June 1952 the total permanent staff at Head Office was 21.

A grand total of 20,239 School Leavers' Cards were sent by Careers Advisers to the Sydney Office.

The most recent Annual Report available covered the period 1st July 1956 - 30th June 1957. This indicates a

(2) Telephone conversation with the present Director, Mrs. Enid Wilson, January, 1962.
(3) It may be noted that, in 1937-8 there was a much larger number (10,113) of cases because of the Special Survey of Unemployed Youths. (4) ....../-
growing demand for the services of the Vocational Guidance Bureau during the 1950's, there having been 15,803 cases given full vocational guidance during 1956-7.

In 1950 a "new procedure" had been introduced. This involved two interviews - one before the Tests (preferably with a parent) and one after the Tests have been administered.

(c) **Co-operation Between V.G.B. and Department of Public Instruction Develops**

During the post-war period co-operation and co-ordination of services offered by the Vocational Guidance Bureau and the Department of Public Instruction has been developed - especially with the school careers advisers as liaison.

In November, 1950, "The Education Gazette" Reported that the Director of Youth Welfare had announced that approval had been given for psychological assistants from the Vocational Guidance Bureau to enter Departmental schools during school time to interview pupils at the school. (1)

This created a new link between the secondary schools and the Vocational Guidance Bureau (or Section).

The Director of Youth Welfare, in his Report for 1950-1, deals with Visits by Careers Advisers, under which heading he says:

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(4) Report to the Public Service Board under Regulation 32 - by the Department of Labour & Industry and Social Welfare - Youth Welfare Section for the Year ended 30th June, 1952. (Kindly made available to me by Mr. D.E. Rose, at the Vocational Guidance Bureau, 1961.)

"In order to improve the co-operation between the Education Department's schools and this Section, Careers Advisers from the metropolitan schools each spend one day during the year in the Section. They are shown how the cards are dealt with here and thus gain a better realisation of the need for completing leavers' cards satisfactorily and forwarding them promptly. They also see the guidance process in operation, spending some time in the test room and discussing the actual cases being dealt with during the day." (1)

(d) **Sources of Vocational Guidance Bureau's Cases**

Cases given Vocational Guidance at the Bureau are either from individual (or parental) inquiry or from the Commonwealth Government (Commonwealth Employment Service or Repatriation Department), State Government (Education Department, Public Service Board, Child Guidance Clinics, Apprenticeship Commission), Hospitals or Employees. (2)

The current report form does not set out the results of the tests as a personal profile, with a list of 3 or 4 suggested suitable occupations — but is (for school pupils) a more general statement concerning the level of general ability, speed, accuracy and a prediction of probable level of educational potential.

(e) **V.G.B. Officers Give Vocational Guidance in Schools (1950)**

From 1950, the officers of the Vocational Guidance Bureau offered full vocational guidance in country high


schools to "up to 15%" of the pupils in the school who have had their 14th birthday by 1st August of that year.\(^{(1)}\) The Careers Advisers (usually in conference with the School Counsellor) selected pupils, who present a problem either vocationally or educationally, for this special service.


This plan was changed, however, at the end of 1961. From the beginning of 1962, all pupils were offered the full battery of tests. These changes are the result of a Report on "the Vocational Guidance functions and activities of the several departments of the Service active in that field - namely, the Departments of Education, Labour & Industry and Technical Education."\(^{(2)}\)

The Committee, which made the Report, was called together early in 1959 by the Public Services Board.

The members of the Committee were:

Mr. H.F. Heath, Member, Public Service Board (Chairman),

Mr. D.L. Phillips, Principal Educational Officer,
Department of Technical Education.

Mr. D.E. Rose, Director, Vocational Guidance Bureau, Department of Labour and Industry.

\(^{(1)}\) Experience at Goulburn High School as Careers Adviser 1954-7.

Mr. M.E. Thomas, Chief, Division of Guidance and Adjustment, Department of Education.

Mr. J.W. Edwards, Public Service Board (Secretary).(1)

Three meetings were held, during which each member made a report of the functions and activities of his section. Each of these was incorporated as the first part of this Report.

(§) Fundamental Differences in Viewpoints of V.G.Bl and Education Department

A series of inspections of the Sections within the Departments and of school activities, both in respect to the duties of Careers Advisers and the conduct of Careers Lessons (which had been introduced in 1958).

In the discussions which followed it was "noticed at the outset," stated the Report, "that there was a somewhat fundamental difference in the point of view of the Department of Education and the Vocational Guidance Bureau."(2)

"While recognizing that the service at present provided is inadequate" the Report says, "the Department of Education still maintains that its approach(3) to the problem

(1) Ibid., (pages not numbered).

(2) Ibid. Section entitled "Difference of Attitude of School Service and Bureau Service."

(3) i.e. "that the purpose of the school, among other things is to give guidance, and that guidance has many facets - personal, educational, vocational and avocational, and that at different stages in the child's development, each facet assumes a major significance, but towards the end of the child's school life vocational guidance should be playing a significant part."
is the correct one."

The Vocational Guidance Bureau criticised the Education Department's attitude that "the emphasis ... should be on giving advice, not on making decisions," because the function of the school "is to train people to make reasonable and valid judgments so that, in the choice of a career, the child should be as free as possible to make a decision...

The purpose of the Careers Advising is not to direct, but to provide the information by which a rational decision can be made ... and advice, when given, should be given by people aware of all the circumstances of each case."

"This," it suggested, "is a typical Teacher's approach to a problem, the feeding of information to children in a manner that will stimulate thinking, then leaving the child to find the answers if he is able and, finally, solving his problem only when it is obvious he cannot solve it himself."

The Vocational Guidance Bureau's officers, however, "are usually faced with the situation of a person who wants information, and who wants it quickly, who wants, in addition definite guidance ... It has to sum up the situation" (After obtaining evidence by various means), "and offer some positive advice."(1)

The Department of Labour and Industry pointed out that

(1) Ibid., Section entitled 'Differences of Attitude'.
"for the last 20 years the Education Department, with its school counsellor plus careers adviser service, has claimed, only to provide a 'general practitioner' service, and has referred its problem cases (15% of the total) to the 'specialist' service of the V.G.B." (1)

"It is now proposed," the Report continued, "that all children attending State schools should have the benefit of Vocational Guidance equivalent to that previously available only to their 'problem' fellows and to children attending non-State schools." (2)

The Department of Labour and Industry agreed that "schools should try to train pupils to make reasonable and valid judgments and that careers advisers can provide part of the information on which a rational choice of career can be made," (3) for, by teaching careers, the careers advisers can supply background knowledge of the field of employment, for "this is work which they are trained to do."

That professional competence in vocational guidance is in no way connected with having had teacher training is the opinion of the Department of Labour and Industry.

It was easily seen by the Committee members, stated the Report, that there was "such a wide divergence of views between the two Departments" that the Report suggested that "either there should be one authority for vocational guidance

(1) Ibid., pages unnumbered.

(2) Ibid. Over 90% of Non-State Schools are served by a guidance service provided by the Vocational Guidance Bureau - Interview with D.E. Rose, 27th December, 1962).

(3) Ibid.
or the sphere in which the two Departments work should be well defined."

(ii) Decision Accepts V.G.B's Viewpoint

The Public Service Board accepted the suggestion that, the work "of giving vocational advice and guidance is now of sufficient importance to require people who have specialized knowledge and training in this work," although "where educational problems predominate the present arrangement by which educational guidance units are associated with the institution in which instruction is being given (school, technical college or university) seems satisfactory.

Another aspect of the report, which the Public Service Board accepted was that which pointed out that "there are really two aspects of vocational guidance":

1. "The first is the stimulation of an interest in the developing boy or girl while they are still at school." (The careers lessons can be most helpful here.) "The careers advisers at present and trying to find a place for this work in the curriculum."

2. "The second aspect of the guidance service is the specialised advice necessary when the child is turning his attention to his individual problem of future employment. This involves, often a critical examination of the child's choice, sometimes a suggestion of alternatives within the range of the child's capacity, and, not infrequently, means persuading parents to adopt a realistic approach to their child's problem. To be successful in this work," (the report suggested) "requires a sound training in psychology, and, in addition, an accumulation of specialized knowledge which cannot be expected of a school-teacher with other interests and work. This is work which requires whole-time application of a trained mind and cannot easily be combined with something else."
The final conclusion of the Report was "that careers advising and guidance service are now of such importance that there should be continued appraisal of the efficiency of the service and modification if necessary."

(iii) The Recommendations of the Committee referred to:

1. Careers Advisers - "We recommend that the position of Careers Adviser be retained in schools," and that a course of full instruction (for about 5 weeks full time - 3 weeks, followed later by a further course of 2 weeks) be established, and that (a) the position of Careers Adviser carry with it a small salary allowance which would depend to some extent on the size of the school; and (b) that the allowance be paid only to teachers who qualified by satisfactory attendance at the training courses." (1)

2. Careers Lessons - one period a week during 2nd year (2) should be found for these, and further lessons in later years and lessons for parents and pupils as extra-curricula activities should be given.

3. Record Cards - "We were of the opinion that with the developing use of clerical officers in schools the work of compiling information on record cards

(1) Ibid., page unnumbered.
(2) Now called Form Two.
might be left more and more to these clerical officers and so save teachers' time."

4. Vocational Guidance - While the members of the Committee all agreed that "the present system whereby up to 15% of the difficult cases were referred to the Vocational Guidance Bureau by the Education Department was not working out in an entirely satisfactory manner," there was not unanimity on "what should be the future method of giving the final vocational guidance to boys and girls about to leave school." (1)

There were two proposals:

One "to expand the Vocational Guidance Bureau until it had sufficient staff to deal with all school leavers and other people seeking advice. This possibility could not be accomplished immediately because suitably trained persons are not available in sufficient numbers, but it should not be difficult to carry out over a period of three years. This would envisage a V.G.B. at least twice its present size, but as an offset to this there would be over the State a very considerable saving in teachers' time." (2)

Two "to retain within the schools the present service and to concentrate on improving it, particularly by providing some incentive to teachers to become more efficient as Careers Advisers. It was claimed by the Education Department that this would result ultimately in a better service because the people giving advice would have greater and more intimate knowledge of the circumstances of the persons to whom they were giving advice." "This would mean virtually two organizations, one within the Education Department for all school leavers in the public schools system and one for private schools and people already in employment", (comments the Report).

(1) Ibid.

(2) Ibid.

Recommendation 4.
The Committee presented both proposals for consideration.

(g) **Vocational Guidance Bureau Expands**

The Public Service Board decided to expand the Vocational Guidance Bureau over a period of 3 years so that it was able to progressively take over responsibility for all Vocational Testing, Recording of Results and later, Interviewing in the State Secondary Schools of New South Wales.

A Memorandum to 'The Under Secretary' from the Director of the Vocational Guidance Bureau, D. El Rose, on 1st March, 1961 outlined, "Proposals for Reorganization of Vocational Guidance Services." In this Memorandum, Rose pointed out that the number of children "in the 15 year old age group in New South Wales over the next 10 years is expected to be:

<table>
<thead>
<tr>
<th>Year</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961</td>
<td>66,000</td>
</tr>
<tr>
<td>1962</td>
<td>79,000</td>
</tr>
<tr>
<td>1963</td>
<td>74,000</td>
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<tr>
<td>1964</td>
<td>74,000</td>
</tr>
<tr>
<td>1965</td>
<td>77,000</td>
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<td>1966</td>
<td>78,000</td>
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<tr>
<td>1967</td>
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<td>1968</td>
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<td>1969</td>
<td>80,000</td>
</tr>
<tr>
<td>1970</td>
<td>81,000</td>
</tr>
<tr>
<td>1974</td>
<td>87,000</td>
</tr>
</tbody>
</table>

"This provides a rough indication of probable demand for guidance," stated D. E. Rose, "since, when once the new system is fully established, cases referred by employers as job applicants will already have been tested at school, and will require only a further interview and, at most, a short check test.

Based on an estimate of "a two-thirds demand, in 1964, when we are due to take over completely, we can expect a minimum of 50,000 new guidance cases," said Rose. This would

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be roughly double the case load in the 1960-61 financial year.

D.E. Rose suggested in his 1961 Memorandum, "the first consideration with regard to the 'Take-over from the Education Department' was to be the replacement of the Education Department's vocational test battery with the battery used by the Bureau." (1)

During 1962, the Education Department's group of 16 Trainee School Counsellors, was trained in the administration of the Vocational Guidance Bureau's Test Battery, and spent 2 weeks testing in the Metropolitan High Schools and later, a further 3 weeks testing at country High Schools.

The Careers Advisers organized the groups in each school and Career Cards were sent with the Test Papers and a Vocational Guidance Bureau Card to the Bureau for marking and recording.

After 3 or 4 weeks the Career Cards were returned to the Schools with the results, recorded usually in the form of Standard Deviations and/or a profile.

As D.E. Rose stated in his Memorandum:

"By discontinuing the Education Department Battery and by developing an effective central records system the Bureau will be able to avoid most of the double testing which now occurs, which is wasteful of time - and money, and which leads to inflation, of test scores due to practice - one of the main weaknesses of existing guidance services." (2)

(1) Ibid., pages unnumbered.

(2) Ibid. "Procedure for Take-over from Education Department."
A central file with a card for every case tested by any of the Bureau's offices, and containing a summary of the essential data is envisaged and Rose expressed the hope that "the Education Department will make available to the Bureau the results of primary school intelligence tests given in State Schools,\(^{(1)}\) and there will then be a primary I.Q. for almost every case which comes for advice."\(^{(2)}\)

Training of staff to enable this "take-over" to proceed smoothly consists of in-service training under the control of the Assistant Director of the V.G.B. (Mr. John Dingle holds this position).\(^{(3)}\) This training consists of lectures, visits and practical work on The Test Battery, Test Interpretation, Job Visits; Observations of Interviews and Interviewing under supervision. The fifteen in-training at the end of 1962 will make a total of 70 professional officers and with the training of the next group of 15 the total of 85 will make it possible for the Vocational Guidance Bureau to give the service envisaged by the Public Service Board.\(^{(4)}\)

It will be realised that this Public Service Board decision will have considerable effect on several aspects of the work of the Division of Guidance and Adjustment.

\(^{(1)}\) By School Counsellors in 4th and 6th classes (in schools served by a Counsellor) or in 5th class by teachers on a set date, in other Primary schools.

\(^{(2)}\) \textit{Ibid.}

\(^{(3)}\) Interview with D.E. Rose, 27th December, 1962.

\(^{(4)}\) Interview with D.E. Rose, 27th December, 1962.
Introduction of A Guidance Course (by Group Methods)

The introduction of a suggested Guidance Course, to follow a provisional syllabus\(^1\) at Form One level, is in keeping with the new pattern of Vocational Guidance in schools.

Introduction of such a course "is at the discretion of the principal," and it is stressed in the accompanying circular to Principals that the availability of suitable and interested staff may present a problem, but the suggestion is made that it "may be possible to secure the services of District School Counsellors and/or qualified and experienced Careers Advisers."\(^2\)

The suggested units in this course include: orientation to High School, Study, Friendships and Leadership (Term 1); Group Situations, Examinations (Term 2); Study Habits, Inventories of Interests, Question Box, Hobbies and Interests, School Subjects and Interests, Success, Evaluation of the Course, Leisure and Recreation.

(7) DEVELOPMENTS IN THE GUIDANCE SERVICES OF THE DEPARTMENT OF EDUCATION

(a) Organizational Developments

During 1946, the "Research Office" was re-organized and

\(^1\) Circular to Principals of Secondary Schools and Suggested Course, G.61/330, "A Guidance Course".

\(^2\) Circular to Principals of Secondary Schools. (Details in section on "Developments in the Guidance Services of the Department of Education.")
became known as "The Division of Guidance and Adjustment," and, when in 1947 D.J.A. Verco was given the title 'Principal Research and Guidance Officer,' the word "Guidance" was, for the first time, included in a Departmental officer's title.

By this time there were 27 District School Counsellors. This had added considerably to the administrative side of the "Research Office". The Research aspect of its work was separated and the guidance and adjustive work, much of which had developed from the growing Counselling system, \(^{(1)}\) was officially recognised.

In pursuance of the trend towards de-centralisation in the Department, two positions of District Guidance Officers were created and H. Doughton \(^{(2)}\) appointed to Newcastle, while R. Mark was centred at Wagga.

Ten new District School Counsellors were appointed in 1948. The development of decentralisation in the system of Guidance by Counsellors continued, so that by 1955 there were 5 District Guidance Officers. \(^{(3)}\)

By 1949 the Educational Clinic was testing New Australian children for school placement as near as possible to the standard of work in his former country. Non-verbal

\(^{(1)}\) Interview with H.E. Doughton, 4th June, 1961.

\(^{(2)}\) Now Principal Guidance Officer, Division of Guidance and Adjustment.

\(^{(3)}\) By 1961 the number of District Guidance Officers had increased to 9 and there were 78 School Counsellors. (M.E. Thomas - Lecture 1 to Trainee School Counsellors on "The Purpose of Guidance," 5th February, 1962.)
intelligence tests were used for non-English speaking migrants. Placements were often provisional.

In 1951, M.E. Thomas was appointed as Principal Research and Guidance Officer of the Division of Research, Guidance and Adjustment. (1)

(b) Guiding A-Typical Children - Classification into Special Classes or Schools

Soon after this appointment, an officer was appointed to the Section to take charge of the Special Opportunity Classes and the education offered to children with special needs. The first appointee, Ian Crago, did not remain very long, and was replaced in 1952, by John Redmond, (2) who, having been Resident Counsellor at the Enmore Activity School, became "Supervisor of Opportunity Classes".

(c) Trends which Foreshadowed Post-War Emphasis on Special Education

During the eight years prior to Redmond's appointment,

(1) Interview with M.E. Thomas, June, 1961. (M.E. Thomas had been one of the members of Dr. Wyndham's Research Methods Group at Sydney Teachers' College in 1934, and had assisted him in a Reading Survey during Dr. Wyndham's first year as Research Officer.) After joining the developing Counselling system as a Counsellor he had been appointed to the Head Office staff of the Research Office by 1943. At this date, H.S. Wyndham was serving in the R.A.A.F., and the Staff, under D.J.A. Verco, included Leslie Haynes - in charge of the Careers Advising System), Dr. Williams dealing with Special Educational & Clinical problems, M.E. Thomas and A.H. Webster. (Details from my own experience in the Research Office at this period.)

three Committees had sat to consider the education of sub-normal and opportunity class type children.

In 1944 a report on opportunity classes had been adopted at the Annual Conference of the New South Wales Public School Teachers' Federation. The result of discussions with the Director-General during August, 1945 was the convening of a committee by D.J.A. Verco, the members of which were representatives of the Teachers' Federation or the Department. (1)

The second Committee's Report, presented on 5th June, 1946, concerned the question of mental deficiency in relation to offences against the law by juveniles and young persons. (2)

In 1951, at the request of the Minister for Public Instruction the third of these Committees was convened by the Public Service Board "to consider the question of the education of sub-normal children." (3) The Committee consisted of:

Mr. J.P. Glasheen - Board Member (Chairman),
Dr. Grey Ewan - Director, Division of Mental Hygiene and Deputy Inspector-General of Mental Hospitals, Department of Public Health.
Mr. N.W. Drummond - Superintendent of Primary Education.
Dr. E.S. Meyers - Deputy Director, School Medical Services, Department of Public Health.
Dr. G.E. Phillips - Principal, Sydney Teachers' College.
Dr. H.M. North - Assistant Director, School Medical Services, Department of Public Health.

(2) "Report of the Committee Constituted to Consider the Question of the Education of Sub-Normal Children."
(3) Ibid.
and Mr. D.J.A. Verco - Principal Research and Guidance Officer, Department of Education.

The 1951 Report states that it had

"concerned itself with those mentally defective individuals who can be taught to care for their personal needs, to protect themselves from ordinary dangers, and to master simple routine tasks under supervision, but who are incapable of benefiting appreciably from scholastic instruction (even of the modified type offered at Glenfield Special School and in Opportunity A Classes) or of acquiring more than the most rudimentary occupational skills." (1)

The study and report was based on "an estimate of the probable number of children in this State between the ages of 5 and 15 who have intelligence quotients between 25 and 55." Although the committee regards the estimate as conservative, it worked on a tentative figure of 1,500. (2)

At the time of the 1951 Report the existing facilities for care and training of such children included:

(i) Normal Day schools;
(ii) Opportunity A Classes;
(iii) Special Classes (Opportunity F Classes) - experimental classes "have been established" and "are in their first year of operation" at Strathfield and at Chatswood Public Schools;
(iv) Mental Hospitals;
(v) Private Institutions;

(2) Ibid., p.2.
(vi) Child Welfare Institutions;\(^{(1)}\)

(vii) Private Homes (most of the 200 children in the 25 to 55 Intelligence quotient range who have been tested by the Educational Clinic of the Department of Education were cared for at home.\(^{(2)}\)

The 1951 committee made many recommendations - including the points that

1. where voluntary organizations are prepared to establish and maintain suitable institutions for the care of these individuals and the needs are sufficient to so warrant, the Government should assist them in various ways, including the "establishing (of) a school under Departmental control," and the "providing, through the Child Welfare Director, advice on employment for any who may be suitable for employment outside the institution;" and

2. there should be provided by the Government "Special Day Schools or Occupation Centres, with a population of approximately 50 persons with staff and provisions for specialist services. These centres would be controlled and administered by the Department of Education."

\(^{(1)}\) At Brush Farm and May Villa, which care for State Wards who are mentally defective - it is suggested in this report that of the 61 at Brush Farm and 26 at May Villa, "12 would come within the category of this report".

\(^{(2)}\) Ibid., pp.3-4.
The report recommended that training "for" teachers and other workers who are called upon to deal with these children ... "should be undertaken by the Teachers' College.

Guidance for parents should give general information as to the types of provision available to their children. This information should be given through existing agencies such as the schools, the School Counsellor Service, the Child Guidance Clinics, the School Medical Service, the Department of Public Health, the Child Welfare Department and other social agencies, all of whom should be fully informed of the nature of the provisions available."

It was, however, suggested that "the Division of Research, Guidance and Adjustment in the Department of Education" should be the "central agency to which parents could be referred for specific guidance on such matters as the extent and nature of the child's problem, methods of dealing with him in the home, and his enrolment in an appropriate school or admission to an appropriate institution."(1)

The implementation of the recommendations with regard to "non-State instrumentalities" or voluntary organisations already existing, was commenced forthwith and guidance and assistance for parents was undertaken progressively by the Division of Research, Guidance and Adjustment.

(1) Ibid., p.9.
(d) **Expansion of Special Education**

Opinion among experts in the later 1940's and early 1950's seemed to favour the establishment of special classes or schools to provide for variously handicapped children.

In August, 1949 a Committee, which had been set up to examine the educational needs of deaf children in the State, presented its report."(1) This followed an extremely severe epidemic of Rubella during 1940-41. Many children of Mothers who had suffered in the early months of pregnancy from this disease were born at least partially deaf.(2) By 1949, the Department had 9 special classes for Deaf children.(3) A Hearing Clinic was established at Head Office of the School of Medical Service in the Department of Public Health in 1950.(4)

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(2) Many had other handicaps - especially blindness or spasticity, depending on the period of pregnancy at the time of the mother's suffering from the disease.


(4) *The Education Gazette*, Vol.LII, No. 6, June, 1958, p.227. (Note: The establishment of this Clinic followed the visit by two experts in the teaching of deaf children - Professor A.W.G. Ewing and Dr. Irene Ewing. As a result two counsellors from New South Wales were sent to study the methods of these experts at Manchester University (McDonnell et al., op.cit., p.85.).
The year 1949 also saw a further extension of other special classes. The development in this sphere of guidance was often made possible by surveys carried out by School Counsellors in the course of their duties. Beside the 14 Opportunity "C" Classes for gifted children which functioned, there were 7 new Opportunity "A" Classes opened in 1949, making a total of 22.(1)

As a direct result of the recommendations of the 1951 Committee on Sub-normal children the Supervisor of Opportunity Classes in the Department immediately undertook an extension of Opportunity "F" classes. By 1953 there were 9, and between 1953 and 1960, another 24 of these classes were opened. By 1962 there were 41 Opportunity "F" classes.(2)

Special educational facilities for physically handicapped children which are under the control of the Division through the Supervisor of Opportunity Classes were offered by 1954 in seventeen hospitals or convalescent institutions to which the Department supplies teachers for primary and secondary instruction, use being made of leaflets from the Correspondence School.(3)

The different kinds of Opportunity Classes established by 1954 - for children with limited mental ability were:

(1) Report of the Minister of Public Instruction for the Year 1949, p.6.
(2) Details from J. Redmond - Interview and Lectures during 1962. (Further details Chapter 9.)
(3) McDonnell et al, op.cit., p.86. (Further details of these classes in Chapter 9.)
(i) **General Activities** - provided in 187 centres by 1954 (Secondary).

(ii) **Opportunity A** - provided in 29 classes (1954) for children whose I.Q. was within the range 55 - 70/80. (From 9 years to end of primary schooling.)

(iii) **Opportunity 'F' Classes** - for children whose I.Q. falls in the 30-55 group. First established experimentally in 1950-1 this type of class has developed, as the child of this type was found to be "responsive to training". By 1953 there were 9 of these Opportunity 'F' classes in operation, "while at the end of 1954 nineteen departmental teachers were engaged in this kind of work," for some classes had been set up in mental hospitals.

Children in these classes were "trained in habits of personal care and social co-operation."

The Special Class Education of A-typical children had developed during the 1950's in every sphere except that provided by Opportunity "B" Classes. Originally planned as a means of providing remedial work at the primary level for children, who, though of normal intelligence had become re-

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1. The special residential school at Glenfield, established in 1927 caters for children of this calibre mentally.
3. Ibid., p.91.
4. Ibid., p.91.
tarded in school work, these Opportunity "B" Classes had often become the repository of potential Opportunity 7th children, or children who were not mainly remediable. (1)

From 45 classes in 1951, the number dropped to 30 in 1952, 22 in 1955 and by 1957 there were only 5 remaining. By 1960 there were none, although Principals of Primary Schools may still establish them - but there have been no requests. (2)

For remedial work at primary level there appears to have developed a preference for the use of the itinerant remedial teacher. This allows children who require such attention to remain part of the normal class unit with his peers, although officially the Opportunity "B" Classes have not been discontinued. (3)

The important part played in a child’s life by the School Medical Service will be realised – especially in regard to placement in Special Classes for physically handicapped children, but also in many other ways connected with guidance and adjustment of school children. (4)

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(1) Interview with J. Redmond, October, 1962.
(2) Interview with J. Redmond, October, 1962.
(3) Interview with John Redmond, October, 1962.
(4) For instance since 1954 medical examinations of all secondary pupils were altered to 1st and 4th year, instead of 1st and 5th year. In the resume of the Annual Report of the Director-General of Public Health, which is contained in the Report of the Minister of Public Instruction for 1954, (p.10) it is explained that "Examination at this time is of particular importance, as it is conducted with special reference to medical fitness for a chosen career."
During 1955 a special day school for slow-learning children between the ages of nine and fifteen was opened in Hassall Street, Parramatta. The pupils who had been identified by mental survey tests as suitable for placement in a group of this kind, were enrolled in May, 1955. Built of timber, at a cost of £30,000, the school contains six classrooms, with accommodation for 120 pupils, a clinic and an assembly hall. (1)

From the adjustment side of the Division of Research, Guidance and Adjustment, surveys were carried out in a large number of schools during 1953 "to identify children in need of special class placement and to explore the need for the establishment of additional classes." (2)

Work by the Adjustment side of the Division included:
(i) Case work associated with the children in the various opportunity classes for A- Typical children;
(ii) the maintenance of an advisory service to inspectors and teachers concerned with these classes;
(iii) the supervision and evaluation of the activities of the classes, and the provision of special courses of training for teachers. (3)

For the first time during 1954 a Vocational Guidance

(1) Report of the Minister of Public Instruction for the Year 1955, p. 17.
(2) Report of the Minister of Public Instruction for the Year 1953, p. 9.
(3) Ibid., p. 9.
programme for deaf children was organised. "Close liaison is being maintained," reported the Minister in his 1954 Report, "with the Commonwealth Employment Service for the placement and follow-up of school leavers within this group." (1)

A visit, during 1954, from Mr. James Lumsden, a staff inspector for special education in the United Kingdom, was called by the Minister in his Report for 1954, "a forward step in educational attention to handicapped children." (2)

The following Table, compiled from the Minister's Reports for the years 1951, 1952, 1953, 1955, 1957 and 1960, indicates the development of the various types of Opportunity Class during the period 1951 to 1960.

**TABLE XXII**

**GROWTH IN THE NUMBER OF VARIOUS TYPES OF OPPORTUNITY CLASSES**

(during the period 1951-1960)

<table>
<thead>
<tr>
<th>Type of Class</th>
<th>1951</th>
<th>1952</th>
<th>1953</th>
<th>1955</th>
<th>1957</th>
<th>1960</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opportunity &quot;C&quot;</td>
<td>27</td>
<td>30</td>
<td>29</td>
<td>31</td>
<td>32</td>
<td>31</td>
</tr>
<tr>
<td>Opportunity &quot;A&quot;</td>
<td>28</td>
<td>29</td>
<td>30</td>
<td>33</td>
<td>34</td>
<td>41</td>
</tr>
<tr>
<td>Opportunity &quot;B&quot;</td>
<td>45</td>
<td>30</td>
<td>32</td>
<td>22</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Opportunity &quot;D&quot;</td>
<td>11</td>
<td>9</td>
<td>10</td>
<td>15</td>
<td>15</td>
<td>14</td>
</tr>
<tr>
<td>Opportunity &quot;F&quot;</td>
<td>1</td>
<td>9</td>
<td>20</td>
<td>31</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(3)

**General Activity Classes - at Secondary Level**

At secondary level there were 460 classes for General Activities pupils during 1959. (4)

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(1) Report of the Minister of Public Instruction for the Year 1954, p. 10.
The teachers for these classes were often chosen from his staff by the Principal of the super-primary school, and most appointees neither welcomed the assignment nor were trained for it.

Parents continued to resent, in many cases, the placement of their children in these classes, and both teachers and parents have seemed to resist these classes strongly. The policy of choosing pupils for these classes has been part of the departmental emphasis on classification as the function of guidance at the end of primary schooling. That there was some wisdom in this attitude is shown by the fact that some of these children have passed the Leaving Certificate Examination later from non-State schools and even, in the case of a boy student, gained an Honours in a major science subject at this examination. (This student continued successfully to gain a Science Degree at Sydney University.)

With the implementation of the Wyndham Scheme, although the children of the I.Q. range and general characteristics which formerly destined them for secondary placement in one of these classes, were still identified by a Committee and their cards marked, (1) they were graded in first form in a non-rigid way, and their second form placement should depend on the standard of their work in first form. This, if implemented will be a guidance-oriented practice, and in keeping with the spirit of the Wyndham Scheme.

(1) Q.3, meaning Qualified at the third level of ability and achievement.
(e) Introduction By Guidance Office of Its own Vocational Guidance Tests (1953)

Meanwhile the Research, Guidance and Adjustment Office in 1953, introduced its own Vocational Testing. Its own testers visited both boys' and girls' departments in post-primary schools throughout the State. "A short vocational test battery" was administered "to pupils between the ages of 13 years 6 months and 15 years approximately."(1)

From 1957 a full battery of vocational guidance tests, prepared for the Education Department by the Australian Council of Education Research was offered by departmental testers to all students in most parts of the state.

The battery administered consisted of these tests:

1. A non-Verbal Test.  
   W.N.V. Test.
2. A Test of General Intelligence (Verbal)  
   W.L. Test.
3. A Test of General Intelligence (Number)  
   W.Q. Test.
   Checking Test.
5. Space-Form Test.  
   Minnesota Paper Form Board Test - D.A.

(1) Report of the Minister for Education for the Year 1957, p.28.
6. Mechanical Reasoning.

A.C.E.R. Mechanical Reasoning Test.

7. Interests.

Rothwell Interest Blank.(1)

This battery is very similar to that given by the Vocational Guidance Bureau - the first four tests being modifications of tests used by the Bureau, the fifth almost identical and the sixth identical. The Interest Blanks are the only tests which are different.

The retesting of up to 15% of those about whom the Careers Advisers want a check or more information, therefore, would seem likely to show practice effect.(2)

Developments in Vocational Guidance offered by the Division of Guidance and Adjustment in 1959 included:

(i) Vocational testing of approximately 4,000 students in the metropolitan and country secondary schools;

(ii) Special provision for "physically handicapped and slow learning children";

(iii) Group guidance through the extension of an experimental syllabus to more selected schools;

(iv) The continued functioning of Careers Advisers in Secondary Schools (460 in 1959).(3)


(2) This aspect, I understand, has worried D.E. Rose. (Interview, 27th December, 1962.)

(3) Report of the Minister for Education for the Year 1959, p.22.
Details of a change which has been taking place, since the Public Service Board's decision regarding Vocational Guidance from 1962, will appear in later chapters.

(f) Research Involved in Policy-Making

From 1954, when the Secondary Survey Committee commenced to function the Research side of the Division provided research assistance to this Committee at Policy-making level.

During the year 1954 also, a factorial study of the abilities of post-primary pupils and an examination of the problem of "wastage" through early secondary school leaving was carried out, (1) and the Research and Planning Division was engaged during 1957 on "considerable work in curriculum research" on behalf of committees concerned with the Curriculum for Primary Schools. (2)

(g) Training for Careers Advisers

By 1954 an in-service training scheme for Careers Advisers was introduced (3) by the Senior Guidance Officer, Robert Dash.

(h) Developments in Educational Clinics

Gradually the Educational Clinic at Head Office had developed a dual function:

(i) it provides for diagnosis of schooling problems; and (ii) it acts as a placement bureau for children wishing

(1) Report of the Minister of Public Instruction for the Year 1954, p.10.
(2) Report of the Minister for Education for the Year 1957, p.28.
(3) Report of the Minister of Public Instruction for the Year 1954, p.10. (Details chapter 9.)
to enter the departmental school system at the secondary level. (1)

In 1952 the second Educational Clinic was established - in Newcastle, (2) and the Minister's Report for the year 1954 says that this clinic "operates in close liaison with the local Vocational Guidance Bureau, the Child Welfare Department and other institutions." (3)

In 1959 a part-time Clinic opened in Parramatta, and a total of 2,697 cases was dealt with in the Head Office Clinic during 1960. In this year the Newcastle Clinic dealt with 1,462 cases. Towards the end of 1960 a third full Clinic was opened in Canberra. This clinic dealt with 50 cases in two months. (4)

(i) Guidance - Educational, Vocational, Emotional and Social - offered by 1960

"During 1959" states the Minister's Report for that year, guidance "again formed an integral part of the total educational programme within the community ... and the increasing demand for guidance services confirmed that it is an expression of the general community needs." (5)

The growth was explained as owing not only to the

(1) Ibid., p. 16
(2) Interview and Lecture, M.E. Thomas, 1962.
abnormal increase in school population "but also to the changing attitudes towards education and mental health."(1)

Throughout the development of guidance services by means of the District Counselling system, the guidance has included both primary and secondary schools. During 1959 the Minister claimed that "educational, vocational and emotional guidance services were provided for primary and secondary pupils in Departmental schools by guidance officers of the Division of Guidance and Adjustment, with a field staff of district guidance officers, school counsellors and careers advisers."(2)

Training of School Counsellors

The training of school counsellors was briefly described in the Minister's Report for 1959 as consisting of:

"Lectures, demonstrations, field work with counsellors and other social agencies," and assisting "in the vocational Testing programme for approximately half the year."(3)

"Wider appreciation of the organizational procedures and plans of the guidance programme" were noted from "teaching personnel," and the Minister considered "following constant evaluation, that the (guidance) programme is realistically based on the actual needs of the children in the school and in the community."(4)

(1) Ibid., p. 21.
(2) Ibid., p. 21.
(3) Ibid., p. 22.
(4) Ibid., p. 22.
In the Adjustment Section testing and placement of pupils, provision of guidance for parents and teachers, appointing of teachers to special classes and schools and ordering special materials and equipment and other administrative work associated with special schools were the main activities of this ever-growing aspect of the Division of Guidance and Adjustment.

A new development during 1959 was the establishing of "a school for emotionally disturbed children" at the North Ryde Psychiatric Centre. "This was the first school of its type to be opened by the Department."(1)

The 1960 Minister's Report claims that there is a change of emphasis in that "psychological, rather than wholly medical methods" are used "in the education of handicapped children."(2) The "most marked" "parental appreciation of the importance of educational guidance for normal children" has brought "additional responsibility on the Division of Guidance and Adjustment," the Report states.

To "educational, vocational and emotional guidance" was added, according to the 1960 Report, "social guidance" for primary and secondary pupils,(3) which were offered by 6 District Guidance Officers, 41 Metropolitan and 36 Country School Counsellors.

(1) Ibid., p. 28.
(2) Report of the Minister for Education for 1960, p.28.
(3) Ibid., p.28. (This new emphasis was confirmed in an interview on 4th June, 1961, with Mr. H. Doughton, Senior Guidance Officer, Division of Guidance and Adjustment.)
When the Minister's Report remarks on the development of close liaison between all the Educational Clinics and such social agencies as the School Medical Service, Child Welfare Department, Social Welfare Department, Children's Hospital, Red Cross, Family Welfare Bureau, Private School agencies, Teachers' Colleges, Universities, Private Doctors and, of course, the Vocational Guidance Bureau, (1) we catch a glimpse of just how tremendously the System of Guidance, which started as the Research Office in 1935, has grown in the New South Wales schools.

In 1960 the Division of Guidance and Adjustment was moved from the Bridge Street, Head Office Building in Sydney to North Sydney, (2) where it now occupies most of the 4th floor of the Mutual Life and Citizens' modern building.

At the beginning of 1963 there were 15 newly trained counsellors who joined the staff, and the number is increasing each year. It appears to indicate that the Public Service Board, which must grant Secondment for selected teachers to undertake the course of training, which takes a school year to complete, sees a need for an increase in the number of Counsellors.

This, it would seem, is not unrelated to the added need for guidance with the implementation of the "Wyndham Report" recommendations, which commenced in Secondary Schools in 1962.

The need for guidance in choice of elective subjects for

(1) Did., p. 23
(2) Lecture by M.E. Thomas to Trainee Counsellors, Feb., 1962.
second year (from 1963) and third year (from 1964) will undoubtedly increase the educational guidance functions of the Counselling staff at Secondary level.

At the beginning of 1964 there are 111 District School Counsellors, 14 District Guidance Officers and at least 18 trainee counsellors to commence training at the beginning of the school year. (1)

Under the Wyndham Scheme the emphasis on selection and classification has lessened, although the Admission Committees (2) which function at the end of Primary Schooling still grade children Q.1, Q.2 or Q.3. The general divisions corresponding to the old Language, Non-Language and General Activity pupils.

(j) **Group Guidance – Vocational and General**

(i) **Vocational**

Experiments in "group guidance techniques" which were reported to "have been developed into a new classroom pattern to meet the specific needs of the vocational guidance programme" were recorded in the Minister's Report for 1957. Plans were in hand for "further experiment in selected schools during 1958." (3)

By 1964 many schools, it is anticipated, will have ap-

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(1) Telephone conversation with H.E. Doughton and the Senior Clerk, who gave me these details, January, 1964.

(2) This is the name of the Committees which determine whether a child is ready for Secondary schooling. (This is a new name, first used at the end of 1963.) This Committee consists of the District Inspector, the School Counsellor, Principal of Primary School and Class Teacher(s) co-opted. (Information from Mr. Somerville, Senior Clerk, Division of Guidance and Adjustment.)

(3) Report of the Minister for Education for the Year 1957, p. 28.
pointed teachers to present the guidance programmes prepared by the Division of Guidance and Adjustment to First and Second form pupils. (1)

(ii) General

The general concept of Pastoral Care involved in the Wyndham Scheme is a most progressive one — and will be implemented variously according to school policy. (2) Ideally it should involve at least one teacher for each form — and will perhaps be most efficiently implemented by class patrons who are allotted more time than is usually allotted for roll call of course.

(k) Organization of Research, Guidance and Adjustment in Head Office of Department of Public Instruction

By 1953, M.E. Thomas, as Principal Research and Guidance Officer, had under his control an Administrative Staff consisting of:—

1. For Research Purposes:
   (a) A Chief Research Officer;
   (b) 4 Senior Research Officers;
   (c) 5 Research Officers;
   (d) A Departmental Librarian.

The Organizational Plan for the Division provided for

(1) At North Sydney Girls' High School, for example, a teacher is to give one lesson per week to each of the first form classes (planned round the suggested guidance syllabus) and another teacher is to do similarly for second form classes.

(2) At North Sydney Girls' High School, the Principal, Miss D. Dey, introduced in 1963 a scheme of guidance whereby each Subject Mistress is responsible for a year and is available for consultation at a particular lunch period and girls are encouraged to come voluntarily either individually or in groups for help in any problem.
the senior research officers to specialize in
(i) visual education;
(ii) curriculum research;
(iii) general research; and
(iv) publications. (1)

2. For Guidance Purposes

Educational and vocational guidance services in New South Wales departmental schools were administered by 1953 by the Division of Research, Guidance and Adjustment, through the Senior Guidance Officers and their staffs. The Principal Research and Guidance Officer had under his control for guidance purpose a staff consisting of:-

(a) A Chief Guidance Officer;
(b) 3 Senior Guidance Officers (one for Vocational Guidance, one for the Educational Clinic and one for Counsellor Training);
(c) 2 Guidance Officers;
(d) 5 District Guidance Officers;
(e) 52 District School Counsellors. (2)

The District Guidance Officers and School Counsellors were, of course, field-officers. The five District Guidance Officers, with headquarters in various parts of the state locally supervise the guidance services of large districts. (3)

(2) These figures were correct as at the end of 1954, McDonnell et al, p.76-7 and were checked with Mr. Thomas, Chief, Division of Guidance and Adjustment, June, 1962.
(3) Ibid., p.76.
A School Counsellor's duties were outlined by McDonnell, Radford and Staurenghi, as at 1954, as including:

(i) group and individual testing in the schools;
(ii) general guidance problems in the school;
(iii) rendering specific assistance in selecting secondary courses for pupils;
(iv) investigating various kinds of problem cases.

The New South Wales Counsellor "divides his time," states the 'Review of Education in Australia,' "between the large secondary school which forms his 'centre' and the other schools within his district."(1)

Careers Advisers, who were under the general control of one of the three Senior Guidance Officers in Head Office, numbered 370 by 1954. The work engaged in by these teachers, each of whom was essentially a member of the Teaching staff of a secondary school, included:

(i) individual discussions with pupils concerning their careers;
(ii) issuing of appropriate vocational literature;
(iii) conducting visits to industrial concerns and commercial organizations;
(iv) showing of films on various occupations.

The changed organization in Head Office after 1957, when Research was linked with Planning and Guidance was linked with Adjustment, will be discussed in Chapter 9. Details of the growth in Counselling by the end of 1963 will also be dealt with in this later chapter.

(1) Ibid., p. 76
SUMMARY

In Post-war years guidance and research have played a progressively more vital part in policy-making at the administrative level; and guidance as a process has gained in continuity with the growth and numbers and training of the Counselling system.

Developments which have indicated the trends during this period of great educational progress may be summarised as follows:—

1. Guidance has been progressively de-centralized by the appointment of District Guidance Officers (from 1957) to Administrative areas.

2. Two re-organizations of the Research Office (i) in 1947 renamed Division of Research, Guidance and Adjustment; (ii) in 1957 - two separate Divisions - (a) Research and Planning, (b) Guidance and Adjustment.

3. The extension of special education for A-Typical children (especially since the Inter-Departmental Report on Subnormal Children - 1951 - and the appointment of a Supervisor of Opportunity Classes (1951) - as a result of the growing emphasis on the adjustive and developmental aspects of education. (Emotionally disturbed children are the most recently catered for.)

4. The introduction of the Commonwealth Scholarship Scheme (now added to Teachers' College Scholarships and other inducements for pupils to continue education to a higher level) have increased the realization by parents and
pupils that educational and occupational opportunities are available to young people of talent – based on ability and achievement.

5. The developing liaison through the Careers Advisers, between the Vocational Guidance Bureau and the Commonwealth Employment Service (on the one hand) and the Schools system (V.G.B. Testers permitted to enter schools for purposes of vocational guidance from November 1950).

6. The development, however, for a short period of a plan of Vocational Testing by the Education Department itself.

7. The Public Service Board's decision that all vocational testing in the schools is to be undertaken by the Vocational Guidance Bureau (progressively from 1962, completely by 1964).

8. The development of more continuity in guidance has been made possible by an extension of the counselling system.

9. The introduction of group methods of guidance and "pastoral care". The extension of teacher participation and the extension of guidance more and more to emotional and social problems of pupils have shown a progressive approach to the application of guidance as a process in the schools.

10. The pre-occupation with classification and selection of children as one of the main applications of psycholog-
ical tests and of guidance followed the War Years - but with the implementation from 1962 of the Wyndham Scheme for Secondary education, this emphasis appears likely to at least become less directive.

11. Educational Research and its application to the New South Wales educational situation have led to a growing emphasis on the need for Curriculum reform. This trend has been strengthened by practical demands of employers and parents - especially since the raising of the school leaving age to 15 years from 1944.

12. Attempts to meet demands for curriculum reform led to:

(i) 1950 - modified curriculum;
(ii) 1952 - General activities syllabus revision;
(iii) 1954 - introduction of the Alternative Curriculum;
(iv) 1962 - introduction of a completely different approach to Secondary education - in accordance with the Wyndham Report.

In this new Secondary Curriculum guidance principles have been involved through research, in the shaping of general basic policy and the implementation of the new curriculum with its emphasis on progressive, developmental decisions, guided non-directively by teachers and counsellors, makes guidance necessary as a continuous policy. The counselling system has made possible an extension downward (to the Primary School) of guidance, although the emphasis at this level is on intelligence testing and any problem children, who require
special placement or help. The recognition, verbally, by the Officers of the Guidance and Adjustment Division, that ideally, guidance should commence on the first day at Infants School, at least with the "raising" of a cumulative record card for each child, has not been practised as a policy yet.

**CONCLUSIONS**

Teachers have not been prepared sufficiently for any role that they have been or may be asked in the near future to perform - of a specialized guidance nature. It is hoped that the Education Department will indicate its recognition of the vital importance of guidance as an integrating principle and as a functioning process in the school system by

(i) planning teacher-training, integrated round the ideal of a guidance-permeated school;

and (ii) granting promotion only to teachers who show in practice that they can implement this ideal.

It is certainly remarkable, however, that in the space of less than thirty years New South Wales has developed from a situation of Secondary education (without organized guidance) considered as a luxury to a position where Tertiary Education (with organized guidance) is available to all children of talent. Guidance concepts have been at the centre of all these developments.

(1) This is in process of implementation (Interview with M.E. Thomas, 30th January, 1964).
CHAPTER 8

THEORETICAL BASES OF POST-WAR DEVELOPMENTS IN GUIDANCE IN NEW SOUTH WALES STATE SCHOOLS

(1) INTRODUCTION AND SETTING

The post-war developments in guidance in the state schools of New South Wales have been under the direction of officers of the Education Department, who held and expressed clearly their views on the principles of guidance which have led them.

It is most fitting then, that in this chapter, the expressions of these theoretical ideals should be discussed.

The guidance programmes in Departmental Schools have been under the control of only four officers since the Research Office was established in 1935:

H.S. Wyndham, (1935-8) who established the Counselling System.

W.J. Weeden (1939-42) who established the Careers Advising System.

D.J.A. Verco (1943-50) who extended the Counselling System, introduced a training course for Counsellors and firmly established the emphasis on Guidance and Adjustment resulting in the
re-organization of the section as the Division of Research, Guidance and Adjustment and the title "Principal Guidance and Research Officer" being first used.

M.E. Thomas (1951 - the present) who has emphasised the counsellors as the key personnel in all guidance, the continuous nature of guidance (which led to vocational guidance testing), and under whom special schooling for Atypical children and an intensive training course for counsellors have been main features.

The views expressed by D.J.A. Verco in 1945; H.S. Wyndham in 1948; M.E. Thomas in 1959, 1960 and 1962; and H.E. Doughton, Principal Guidance Officer, under M.E. Thomas, in 1958 will form the basis of this chapter.

(2) **D.J.A. VERCO EMPHASISED ADJUSTMENT, DEVELOPMENT OF EACH PUPIL'S POTENTIAL AND THE SCHOOL'S STRATEGIC POSITION FOR GIVING VOCATIONAL GUIDANCE (1945)**

D.J.A. Verco indicated, in 1945, that his concept of the function of education in a society was mainly one of adjustment to environment and development of potential power. Writing in May, in the "Forum of Education," he used the phrase "to educate a person" as meaning what W.C. Ruediger, in "The Principles of Education" (1910) - quoted by Verco - meant when he wrote that it meant,
"To adjust him to those elements of his environment that are of concern in modern life and to develop, organize and train his powers so that he may make efficient and proper use of them." (1)

Verco made this definition the basis of this article on "Education and Vocation". He suggested that the above definition of education "summarizes two trends of the century in educational thought;" and he went on to claim that in New South Wales the public schools have, through the Research Office, of which he was at the time the Research Officer, "undertaken some of the functions" which are implied in this definition.

Verco referred to

(i) the Careers Advisers as "teachers, part of whose job is vocational guidance;

(ii) the School Counsellors "to whom more difficult cases are referred" and to whom Careers Advisers may turn for general assistance and advice;

and (iii) a service of vocational aptitude tests provided for metropolitan and "certain country pupils."(2)

Verco stresses that, "since vocational guidance and adjustment is essentially a process of continous self-discovery for any individual, ... it seems especially important that the guidance service should be so organized that the


(2) These "certain country pupils" were actually up to 15% of those who had turned 14 years of age in each Secondary School. They were usually pupils for whom the Careers Adviser (often after discussion with the Counsellor) .../{
guidance officer makes frequent and continued contacts with the youth over a period." This puts the school in a "strategic position" for performing this function. Guidance with a vocational emphasis is thus accepted as a function of the school.

(3) H.S. Wyndham emphasized the counsellor as a person, the link between guidance and curriculum reform, the continuous nature of guidance and the need for co-operation with community agencies (1948)

Addressing the Conference on "Educational Guidance Services in Australia," convened in 1948 by the Commonwealth Office of Education, Dr. H.S. Wyndham said that

"the major developments in psychological practice in the Services,* the operation of the Directorate of Manpower out of which the Commonwealth Employment Service developed, and the broader conception of guidance which has come from overseas theory and practice have resulted in a general advance in Australian guidance practice, which it would have been rash to have forecasted in 1938." (3)

He pointed out that "real guidance calls both for the forebearance of maturity on the part of the counsellor and for an established status for the guidance service itself" (4)

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/(1) Ibid., pp.19-24.(Note: In "From School to Work" W.M.O'Neil disagreed with this.)
(2) During World War II.
(4) Ibid., p.19.
and he warned the guidance worker against being preoccupied with "the paraphernalia of guidance—tests, distribution of scores, profiles, graphs and the rest."(1) These, while necessary tools for guidance, "do not constitute the reality of guidance."(2) Wyndham recognised the relationship between guidance principles and curriculum reform. For, he stressed the need for the "efficient guidance Worker" to remain "sensitive to the need for change in the general pattern within which he works," for "if he closes his mind to this continuing challenge, his work as a guidance officer loses vitality."(3)

Much of the development in education and guidance in New South Wales since the end of the Second World War, has come from the realization that guidance should be closely involved, through research, with reform in the curriculum.

The school counsellor's function is "to ensure that individual pupils ... are properly adjusted in terms of grade placement, curriculum and other aspects of school experience."(4)

In defining guidance as "the discovery and mobilisation of all available relevant information about the individual and his environment so that action may be taken to enable the individual to achieve the greatest possible adjustment to his environment,"(5) Wyndham implied that:

(1) Ibid., pp.19-20.
(2) Ibid., p.20.
(3) Ibid., p.20.
(4) Ibid., p.20.
(5) Ibid., p.20, and Lecture to Trainee School Counsellors, 1947.
Guidance involves: (i) fact-finding and diagnosis at the outset;
(ii) the total situation;
(iii) "the better adjustment" of individual pupils;
(iv) "a number of people in a co-ordinated and co-operative programme." (1)

Guidance has been accepted theoretically by New South Wales guidance officers as a "continuous" process ideally. H.S. Wyndham pointed out that it should be continuous in each child's school-life (i.e. available in any problem situation) - but also, he claims that the guidance practice in New South Wales "is the expression of the belief that, if children's problems are identified early and continuing oversight provided, many of these problems will be solved early and the necessary adjustments made within the school, without recourse to more complicated guidance procedures." (2)

From this it appears that, although the District School Counsellor is centred in a High School, it is felt by the policy makers that the work they do in the primary schools is an expression of a firm belief that guidance should commence early and be preventive, as well as therapeutic. Most officers in the Division of Guidance and Adjustment express the opinion that Guidance should extend down to the first day at school. If a cumulative card were "raised" for each new pupil in the Infants school, it could be very valuable if kept faithfully. (3)

(1) Ibid., p.21.
(2) Ibid., p.22.
(3) Ibid., p. 22.
The fact that Counsellors only enter Infants' Departments at the request of Headmistresses is a situation which could, with advantage, be changed.

(4) M.E. THOMAS EMPHASISES THE COUNSELLOR AS THE "KEY" TO GUIDANCE AND REFORM; NON-DIRECTIVE COUNSELLING; AND "SCREENS" OF GUIDANCE (PREVENTIVE AND THERAPEUTIC) INVOLVING SCHOOL STAFFS AND COMMUNITY AGENCIES AS WELL AS EXPERT COUNSELLORS. GUIDANCE SHOULD BE CONTINUOUS, AIMING AT GUIDANCE-PERMEATED SCHOOLS

(a) General Point of View

M.E. Thomas suggested that there are various Screens of Guidance:

First Screen: Class teacher.

Second Screen: Class teacher, Counsellor and Principal in Consultation.

Third Screen: Division of Guidance and Adjustment (Discussion by Counsellor with Senior Guidance Officer or referral to Educational Clinic).

Fourth Screen: Reference to Specialists (Vocational Guidance Bureau, Child Guidance Clinic etc.).

These functions will at the earlier levels of guidance often be preventive. As problems are more serious or more specialized, so will their solution involve therapeutic as
well as preventive guidance more frequently. (1)

Thomas accepts a concept of guidance closely related to that expressed by Arthur J. Jones in his definition:

"Guidance of all kinds has a common purpose - to assist the individual to make wise choices, adjustments, and interpretations in connection with critical situations in his life." (2)

Jones's theory of guidance has been involved from the beginning in New South Wales guidance theory. (3)

Thomas saw guidance as:

(i) having a social function,
(ii) concerning every teacher,
(iii) involving trained and organized experts,
(iv) needing an environment with a variety of opportunity (e.g. school courses, community agencies, occupational placement aids),
(v) needing to have possibilities of modifying the environment. (4)

(4) M.E. Thomas, "The Purposes of Guidance," Lecture 1 to Trainee School Counsellors, 5th Feb., 1962, p.3. (These points follow, Thomas explained to Counsellor Trainees, from the acceptance of the working definition of Guidance used by the 1955 Yearbook of Education. It had stated "Guidance is a process of helping individuals through their own efforts to discover and develop their potentialities both for personal happiness and social usefulness.")
In a paper read by Thomas to the Conference in Adelaide, of the Australian New Zealand Association for the Advancement of Science (ANZAS) in 1959, (1) he pointed out that "in recent times developments in the field of psychology, medicine and education have tended to sharpen our thinking on guidance and its relation to education." (2)

Contributions have been made to the development of the guidance concept, Thomas stated by:

(i) the acceptance of research findings on individual differences in abilities,
(ii) deeper understanding of the inter-relationships of physical and mental health,
(iii) the growth in the nature and extent of educational facilities. (3)

Thomas saw the guidance concept as varying "in different cultural and political settings as do concepts of religion, state and individual freedom." (4)

Another important point recognised was that "when one attempts to put guidance into operation there will be clashes between principle and practice," as he stated in this paper.

In a counselling service, such as Thomas visualised as an ideal, he saw two ways in which theory and practice may not be identical:

(1) M.E. Thomas, "Guidance in Education," address given to Australian, New Zealand Association for the Advancement of Science at Adelaide, 1959 (copy from Mr. Thomas).

(2) [Crossed out]

(3) [Crossed out]

(4) [Crossed out]
(i) because "not all staff can be trained to use non-directive techniques; and
(ii) because "it is a matter of doubt whether all cases are susceptible to treatment by non-directive techniques (e.g. the extremely dull)." (1)

(b) Thomas Discusses the Implications of His Theory of Guidance (for Counsellors)

A. As Counsellors Perform it

(i) The **first** implication of Thomas's theories of guidance is that the School Counsellor has a **Social Function**, which means that he/she cannot neglect the need for guidance in areas other than school environment, but, being restricted in these "must seek help from other agencies when such help is available." (2)

(ii) The **Second** implication of the accepted principles on which are based guidance in New South Wales Schools is that the School Counsellors should "encourage the guidance attitude" (3) upon the part of teachers. For teachers though "short of time and special guidance skills," are able to

(a) notice probable needs, interests and abilities,
(b) assimilate and act upon general information about class group and individuals, and
(c) assist in treatment of individuals (e.g. giving

(1) *Ibid.*, p.4. (At times in his statements Thomas seems to identify guidance with counselling.)
(iii) The third practical implication of the guidance concept outlined is that Counsellors, being trained and organized so that guidance is their primary task, are able to find facts and make assessments of individuals and of environments, more precisely and objectively.

Although there is limitation in "the Clinical stage" of guidance, because it "represents a partial activity ... taking the child out of his context"(3) yet there is a place for the clinical approach on occasions and in some phases of the guidance process.

(iv) the fourth implication of the accepted concept of guidance is that if the necessary opportunities are in the environment then "the School Counsellor should make himself thoroughly familiar with these opportunities" and he should be prepared to "indicate need for other opportunities, e.g., establishment of special classes, hostels in country centres, travelling facilities, etc."(4)

(v) The fifth implication of the theories of guidance accepted in the New South Wales Education Department is that if effective guidance requires that there shall be possibilities of modifying the environment the School Counsellor

(1) Ibid., p. 1.

(2) The limitation of Counsellors in dealing with home background creates a need for a guidance worker with social work background.

(3) Ibid., p. 10.

(4) Ibid., p. 2.
"must work with District Inspectors and Administrators to effect such changes" and "must persuade teachers to individualise treatment."(1)

(c) Thomas Discusses the Implications of His Theory of Guidance (for the Education and Guidance System)

1. Because guidance is a social function, it will operate in the home, in the school, at work, in the church and in leisure hours. Thomas pointed out that "there is a developmental aspect to guidance in that assistance in the form of information or counsel is offered in a way that enables the counsellee to reach his own decisions and to plan his lines of action ... Regarded longitudinally guidance is a continuous process extending "from the cradle to the grave; through the years of adulthood it may take on educational, vocational and other emphases but at no stage can guidance be regarded as purely educational or purely vocational."(2) In a typical visual simile Thomas sees the process of guidance as like "a multi-coloured strand of wool; each colour representing a different aspect. The strand, however," he suggests "depends more upon the close union of all its fibres than upon colour to give it strength, quality and purpose."(3)

2. The importance of teachers is so great in guidance

(1) Ibid., p.2. (This was a new implication accepted after the general outline of implications given to ANZAS in 1959 - mentioned later. It was especially important from the point of view of the functions of the Counsellors.)

(2) M.E. Thomas, "Guidance in Education". Address to ANZAS, 1959, op.cit., p.3.

(3) Ibid., p.3.
that Thomas suggests that "whether he accepts the view or not, the teacher is daily bringing influences to bear on his pupils." It was suggested by Mr. Thomas in his paper to A.N.Z.A.S. that the teacher should know what those influences are and endeavour to ascertain their effects upon the pupils in his class. He made a plea that "those responsible for the training of teachers both before entry and in service" should treat this as "an area of significance."(1) Teachers "will enhance their teaching" by "the efforts they ... expend on personal help to children."(2) The "policy and practice of every school could well be permeated with the guidance concept" said Mr. Thomas.

3. An organised system of trained experts is necessary. "These people might, according to function and training, be called 'guidance officers' or 'school counsellors' or 'clinical teams' including psychologists, social workers and psychiatrists. Although these experts and teachers both are "part of an educational team developed to nurture the intellectual, social, emotional and spiritual growth of every young person," the guidance personnel differ from teachers in that - (i) they have guidance as their primary function; and 

(ii) "their methods, by virtue of their training, are more precise and objective in fact-finding diagnosis and assessment;" and

(1) Ibid., p. 3.
(2) Ibid., p. 3.
(iii) "their work is carried out against a technical and systematic background knowledge of the individual, his behaviour and environment." (1)

4. For guidance to be possible the environment "should contain a variety of opportunities and facilities which will encourage and enable each individual to grow to full stature." Expressed succinctly, in Thomas's words "The scope within which guidance can work is a direct function of the degree of social articulation found in any community." (2) There is a need for community agencies other than the school - for clubs, recreational facilities, occupational placement aids, re-adjustment facilities and other such agencies. The school is a major social agency, and as such it "has an obligation to provide as great a breadth of experience for its pupils both in curricular and extra-curricular fields as possible." Schools often do provide experiences to compensate pupils "for the shortcomings of their communities." "Ideally the fulfillment (sic) of this obligation," Mr. Thomas feels, "would be an educational programme that has been developed out of a thorough examination of the community resources." (3)

Thomas stressed four useful points involved in his theory of guidance in education.

Guidance should involve pupils in (i) learning methods of solving their own problems and (ii) should encourage and

(1) Ibid., p. 3.

(2) Ibid., p. 3.

(3) Ibid., p. 4.
develop initiative and self-direction. It should (iii) use all available methods of research and psychology to discover the potentialities of pupils, and (iv) should ensure "the provision of experiences essential to full personal growth." (1)

Successful guidance, Thomas claimed, "will be measured in degrees of personal happiness and social usefulness." (2)

(d) Statement by Thomas to Committee Convened by the The N.S.W. Public Service Board Concerning the Theoretical Viewpoint of the Division of Guidance and Adjustment on Vocational Guidance in the Schools (1960)

The most recent statement on Vocational Guidance in the schools as viewed by the New South Wales Education Department's Guidance Services is contained in the "Final Report of the Vocational Guidance Committee appointed to Consider Vocational Guidance Activities in the New South Wales Public Service." (1960).

The Committee members were:

H.F. Heath, Member, Public Service Board - Chairman.
D.L. Phillips, Principal Educational Officer, Department of Technical Education.
D.E. Rose, Director, Vocational Guidance Bureau, Department of Labour and Industry.
M.E. Thomas, Chief of Division of Guidance and Adjustment, Department of Education.
J.W. Edwards, Public Service Board - Secretary.

The Committee met "on nine occasions during 1959-60." (3)

(1) Ibid., p.2.
The initial statement by M.E. Thomas under the heading "Vocational Guidance Activities of the Division of Guidance and Adjustment, Department of Education," under the sub-heading "Purposes of the Service" contains the idea that the purpose is to provide as much information as possible so that boys and girls may make a wise choice, and the emphasis is on guiding the child to make his own decisions rather than in making a decision for him.

The theoretical viewpoint of the Department in this
is stated as follows:

"Guidance to children of school age is a continuous
learning process which leads to ultimate self-direction. Assistance in making choices, decisions and interpretations is essential to the normal development of children. The facet of this process commonly called vocational guidance grows in significance as the child proceeds through the secondary school and calls for special facilities usually from the age of thirteen years until the child leaves school and even beyond the stage. It is considered that vocational advice can best be given in a situation where the young person is known to his adviser over a lengthy period." (1)

(5) M.E. DOUGHTON EMPHASISED A MODERN, DYNAMIC VIEW OF GUIDANCE AS A CONTINUOUS LEARNING PROCESS, AND AS AN INTEGRAL PART OF THE EDUCATIONAL SYSTEM. HE STRESSED ADJUSTMENT AND MENTAL HEALTH BY MEANS OF FULFILLING DEVELOPMENTAL TASKS, AND HE EMPHASISED EMOTIONAL AND SOCIAL GUIDANCE OF WHOLE PERSONALITIES IN A WHOLE SITUATION, OFTEN BY GROUP METHODS
In October, 1958, H.E. Doughton, Principal Guidance Officer, Division of Guidance and Adjustment of the New South Wales Department of Education, outlined the Guidance and Counselling Services in New South Wales as part of an address which was published in "Shiksha," a UNESCO Publication on Guidance. His Address was entitled "Guidance and Counselling Services in Australia."\(^{(1)}\)

It is clear from this address that Dougton's interpretation of the guidance concept contains two strong emphases:

(i) adjustment, and

(ii) mental health.

He sees the child's birth as initiating "a lifelong struggle to adapt itself to an ever-changing world," and he regards the individual "as an organizing, adjusting and a behaving entity."\(^{(2)}\)

"Mental health," he states, "has been described as the mental attitudes and adjustment apatterns of the individual in terms of culturally defined and socially acceptable behaviour as derived through social interaction."\(^{(3)}\)

From this point of view, which is rich with possibilities for guidance, and involving the idea of the individual as interacting with society, he points out that "...learning to live with others in society and at the same time obtaining those pleasures and satisfactions that a child as an individual


\(^{(2)}\)Ibid., p.187.

\(^{(3)}\)Ibid., p.188.
wants and needs is a difficult task," and "it is from the interplay between those drives of the individual and society that conflict arises," and "maladjustment in the various forms occurs," "when the conflict is unresolved." (1)

Doughten sees "all educational influences, the home, school and the community" as being "directed to assist the process of development adjustment."

"The specific problems of guidance ... begin at the point where maladjustment or potential maladjustment occurs in situations brought about by social distortions inherent in present day life." (2) All learning "might be considered" suggested Doughten, as taking "the form of problem-solving and therefore guidance is identified with learning."

Doughton pointed out that when one offers guidance, the individual who is being guided should, where possible, "retain the freedom of choice and be assisted in analysing, evaluating and interpreting his experiences in the process of gaining self-knowledge and self-confidence," which are necessary, before the individual takes responsibility for the choices and solutions of his own problems.

That the concept of developmental tasks plays an important part in Doughton's theoretical bases of guidance is clear from his quoting, with acceptance, the reminder by S.R. Laycock in "The Education Digest," in November, 1942, that:

(1) Ibid., p. 122.
(2) Ibid., p. 108.
Whether his problems have been solved with care or with difficulty, every adolescent in the world's history has been faced with five major tasks:

(1) making adjustments to his changing physical growth and physiological development;
(2) becoming emancipated from his family and free from too great emotional dependence on his parents;
(3) to accept his own characteristic sex role and to make adjustments to the opposite sex;
(4) to find and enter on a suitable vocation; and
(5) to forge some sort of a philosophy which will give meaning and purpose to life."

It would appear from the combination of ideas contained in Doughton's article that in the sphere of the fulfilling of developmental tasks, guidance would supply the means of the client's learning to face and solve these tasks and so learn how to adjust himself progressively to the societal demands implied in them.

"Guidance service should be an integral part of the organization in which it functions,"(2) suggested Doughton, as one of his basic ideas on the place of guidance as a functioning concept. This statement is important, for Doughton is in charge, under the Chief of the Division, M.E. Thomas, for the training of the School Counsellors in New South Wales.

Doughton seemed to draw on 'field theory', when he spoke of the "whole situation" and the fields of guidance as being, not "separate entities in compartments," but each field being "an expression of a whole situation organized along specific patterns for scientifica analysis."(3)

(1) Ibid., pp.188-9.
(2) Ibid., p.189.
(3) Ibid., p. 187.
It was stressed in this address that guidance, even in an analytical approach must consider "the entire personality," and must be "continuous".

"Any guidance programme should therefore allow adequate provision for problems to be raised in any significant field" - whether it be educational, social, emotional, vocational or marriage.

The fact that "some behaviour is symptomatic of problems in several fields" was recognised by Doughtton.

The importance of emotional security, and social approbation for mental health and the prevention of delinquency and truancy led Doughtton to a consideration of the importance of "group activity in the form of social guidance." He claimed that educators were becoming "more aware of their responsibilities for creating better group living, not only in school but in the world of work and the community. The idea of group cohesiveness or 'we feeling' is," claimed Doughton, "a vital force in present-day modes of living."

CONCLUSION

The theoretical bases of guidance, as organized by the Division of Guidance and Adjustment, in the Schools of the New South Wales Education Department include an emphasis on the need for guidance to be available continuously, for all pupils (not only for problem cases, where maladjustment is already present).

(1)
There has developed a theoretical emphasis on non-directive counselling — although the emphasis in practice in the educational system, has often been on the part played by the Division of Guidance and Adjustment in Selection and Differentiations by means of Intelligence testing.

One of the most important emphases has been on the need for specifically trained experts (counsellors) as the integrators of guidance in the schools.

Theoretically, the importance of teachers in guidance is recognised as the first "screen" in the process of guidance, particularly of a preventive kind; (including the recognition of potential maladjustment for referral to the second "screen" in the process, by way of the school counsellor and the Headmistress/Master, and sometimes of changed teaching methods or attitudes, at the suggestion of the Counsellor).

The link between Guidance, Research and Curriculum reform is recognised and has led to many of the personnel who are, or who have been, involved in developments in guidance in New South Wales Schools being closely linked in many aspects of the planning of the new Secondary system of education, introduced in New South Wales in 1962.

Since it is recognised in New South Wales, an education system exists in the service of the society in which it functions as well as in the service of its pupils, the guidance system within this education system should utilize any other
community agencies available by referring pupils to them.

In the more recent theory of guidance in New South Wales there has been a growing emphasis on the need for helping individual children who are A-typical. This implies a vital link between guidance and a norm or standard of behaviour and competence. The obvious social emphasis in this concept links, too, with the growing place of adjustment in both theory and practice in the New South Wales system of guidance. This, together with the post-war recognition of the possibilities of differentiation by means of psychological tests has led to a tremendous growth in special education - especially of those below the norm.

The emphasis on guidance as involving whole situations and whole personalities has led to a recognition of the possibilities of group methods in guidance, especially in relation to developmental tasks, and the place of guidance in emotional problems has been more recently linked with the guidance concept in the school.

The recognition of the continuous nature of guidance has led to an acceptance of vocational guidance as part of the responsibility of the guidance personnel, although a theoretical acceptance of the services of the Vocational Guidance Bureau in this field is being integrated round the idea of guidance in a school, using agencies outside the school system as referral agents.
CHAPTER 9

PRESENT ORGANIZATION AND FUNCTIONS OF
THE DIVISION OF GUIDANCE AND ADJUSTMENT

(1) INTRODUCTION - PRESENT FUNCTIONS OF EDUCATION DEPARTMENT IN VOCATIONAL GUIDANCE IS CHANGING

The responsibility for guidance services offered by the New South Wales Education Department to pupils in the schools lies with the Chief of the Division of Guidance and Adjustment. The common area of guidance involving vocations, however, has involved both the Department of Education and the Department of Labour and Industry.

Because both these Departments are controlled by the Public Service Board, which felt, in 1959, that there was duplication of functions developing between the Division of Guidance and Adjustment (Education Department) and the Vocational Guidance Bureau (Department of Labour & Industry) - a ruling was given that the sphere of Vocational Guidance in the schools belongs to the Vocational Guidance Bureau. The viewpoints of these two Departments are diametrically opposed in essentials. Particularly is this difference apparent in that -
The Division of Guidance and Adjustment views Guidance as, ideally, a continuous process with various emphases at different periods of development of the child. The vocational emphases will become progressively more important towards the end of the child's school life; but it should be seen in the light of the whole personality and previous knowledge of the child - especially by people who are basically teachers who have willingly trained in expertness so that their guidance will be informed.

The Vocational Guidance Bureau on the other hand, views Vocational Guidance as a separate activity pointing towards the employment world and needing to be conducted by people who, not necessarily teacher-trained, are experts in administering psychological tests and in interpreting them in the light of their up-to-date knowledge of the employment field. This knowledge cannot be possessed by those whose main function and attitude are those of a teacher. Teachers and the school have two main functions in Vocational Guidance:

(i) providing information such as achievement details in school work and personality estimates to the Vocational Guidance Bureau; and

(ii) providing information to pupils based on facts supplied to them by specialist organizations such as the Vocational Guidance Bureau.

As the Public Service Board decided in favour of the latter point of view, the Division of Guidance and Adjustment will gradually need to accept this service in the schools by
the Vocational Guidance Bureau as that provided by experts and utilise it through Careers Advisers and Counselors so that it can be integrated into the view of guidance as a continuous process.

The need for greater expertness and more definite status for Careers Advisers in the Secondary Schools is obvious if this is to be done. In fact, the actual training of the Vocational Guidance Bureau's Officers is of only six weeks' duration.\(^{(1)}\) It should be possible - and perhaps necessary - in order to really give vocational guidance to school pupils, to utilise the services of more highly trained Careers Advisers in interpreting test results and in giving actual vocational guidance on the basis of results of tests administered by experts from the Vocational Guidance Bureau.

The organization and functions of the Division of Guidance and Adjustment, as it concerns Vocational Guidance in the schools, are changing - but the only officially implemented changes immediately are:-

(i) The administration, to pupils in Secondary Schools, of a battery of Vocational Guidance tests by the officers of the Division of Guidance and Adjustment has been discontinued, since the beginning of 1962.\(^{(1)}\)

(ii) The trainee counsellors no longer spend half of

\(^{(1)}\) As a result of the decision by the Public Service Board, following the "Final Report of the Vocational Guidance Committee - Appointed to Consider Vocational Guidance Activities in the New South Wales Public Service," Sydney, 1960. (Copy from D.E. Rose.)
their training year administering these tests. (1)

(iii) The functions of Careers Advisers have changed
and may need to change more in order to implement
the ideal of full Vocational Guidance offered to
all pupils by 1964.

(iv) The duties of the Senior Guidance Officer (Vo-
cational Adviser) are necessarily modified - but
the Careers Advisers are still his responsibility.

(2) THE FUNCTIONS OF THE DIVISION OF GUIDANCE AND ADJUSTMENT

As viewed by the Chief of the Division of Guidance and
Adjustment, its functions may be grouped under three main
headings:

The three functions of the Division of Guidance and
Adjustment in 1963 may be summarized as:-

First Function

Educational and Vocational Guidance

(a) the maintenance of a system of educational and
vocational(2) guidance in all Departmental
schools;

(b) the administration of a system of:

(i) District Guidance Officers,
(ii) District School Counsellors,
(iii) Careers Advisers;

(1) During the "take-over" of Vocational Guidance by the Vo-
cational Guidance Bureau, the trainee Counsellors have
actually assisted the Bureau administer the Bureau's bat-
tery of Tests. (This should be discontinued by 1964.)

(2) Modifications are inevitable since the Vocational Guidance
Bureau's "take-over".
(c) the provision of a guidance service to individual children and their parents;
(d) the provision of a clinical service for certain centres to children presenting severe educational problems.

Second Function

Education of A - Typical Children

(a) To survey and examine the educational needs of the various categories of a-typical children and to recommend developments to the appropriate Director of Primary or Secondary Education;
(b) The Selection of children for opportunity classes and special schools;
(c) The maintenance of an advisory service to inspectors and teachers concerned with the work of such classes and schools;
(d) the Evaluation of the work of these classes and schools;
(e) The selection of Teaching staff for certain types of special classes and schools.

Third Function

Pupil Placement

(a) The placement of pupils in secondary schools in the metropolitan areas of Sydney, Newcastle and Wollongong;
(b) the provision of general information to parents on secondary courses and schools;
(c) Arrangement of transfers of children from school to school.

(3) ORGANIZATION OF THE STAFF OF THE GUIDANCE AND ADJUSTMENT DIVISION

In order to carry out the above functions, the Division is subdivided into the following three sections:

1. Guidance,
2. Adjustment,
3. Clerical.

Under the Chief of the Division of Guidance and Adjustment (Mr. M.E. Thomas) are the following officers:

1. Guidance Section

Principal Guidance Officer,
Chief Guidance Officer (Educational Consultant),
Senior Guidance Officer (Educational Consultant, Head Office),
Senior Guidance Officer (Educational Consultant, Newcastle),
Senior Guidance Officer (Educational Consultant, Canberra),
Senior Guidance Officer (Vocational Adviser),
Senior Guidance Officer (Training Organizer),
Guidance Officer assisting Vocational Adviser,
Guidance Officers (3) (Educational Clinics).

2. Adjustment Section

Supervisor of Opportunity Classes,
Chief Guidance Officer (A - Typical Children),
Senior Guidance Officer (A- Typical Children),
Guidance Officers (2).

3. Clerical Section

Senior Clerk, (Grade V),
Clerk, (Grade III),
Clerk, (Grade II),
Clerks (2) (Grade I),
Shorthandwriter/typists,
Office Assistant,
Record Attendant.

(1) See Plan - Appendix, F.
4. **Field Officers**

School Counsellors (88),
District Guidance Officers (9),
Mental Survey Testers (4),
Visiting Teachers of the Deaf (2),
Counsellor for the Deaf,
Counsellor for the Visually Handicapped,
Trainee Counsellors (18),
Careers Advisers (460).

(1) **METHOD OF IMPLEMENTATION OF THE FUNCTION OF EDUCATIONAL AND VOCATIONAL GUIDANCE**

First Function: Educational and Vocational Guidance

This is organised under the Principal Guidance Officer at Head Office, Mr. H. Doughton, by:

(i) The Chief Guidance Officer of the Educational Clinic, with Senior Guidance Officers and Guidance Officers,

(2) The Senior Guidance Officer (Vocational Guidance), Guidance Officer and Vocational Testers, and

(3) Senior Guidance Officer, Counsellor Training.

These three groups of Officers are immediately responsible for the educational and vocational guidance activities of the Division of Guidance and Adjustment.

(1) **The first group of officers organizes the Educational Clinic in Head Office**

(1) This number, 18, was reduced to 15, who actually completed the training and were appointed as counsellors.

(2) This information is compiled from various sources in the Division of Guidance and Adjustment - mainly from Mr. M.E. Thomas and The School Counsellors Bulletin, Vol.XV, No.1, February, 1962.

(3) There is an Educational Clinic in Newcastle and Canberra - the details given above are generally applicable to each Clinic.
There are no field officers specifically attached to the Clinic - it functions "to provide a diagnostic and advisory service to children presenting learning difficulties in school." (1) The Clinic deals with problems which cannot be resolved at the school level alone or acts as a means of referral to other resource means. (2) It will be at the school level, however, that the child must finally make his adjustment. The Counsellor makes a Case Study of each child. The problem may be educational, emotional, or social in origin. It may concern such problems as handedness, reading readiness, number ability, retardation - if the problem is affecting learning. (3) Individual Testing of Infants and Primary Children, who are not succeeding, is carried out for schools, parents or counsellors and sometimes the results of the tests lead to a referral to the Adjustment section - perhaps leading to placement in a special class or school. Sometimes the Clinic tests young bright children for promotion. The aim is always guidance towards what is the best for the child. At the Secondary level, tests in the clinic are carried out so that parents and children/be assisted in the choice of courses for certain professions. During holidays as many as 195 children from Private Schools are tested for competence for certain courses. Some cases of disturbed

(2) Lecture by Norman Jenkins, Chief Guidance Officer, Educational Clinic - to Trainee Counsellors, 31st Jan., 1962.  
(3) Interview with H. Doughton, Principal Guidance Officer, 1st June, 1961.
children need to be referred to a Child Guidance Clinic of
the School Medical Service.

Most referrals come from Headmasters, Counsellors or
parents, but they may be from the Children's Hospital, Al­
omers, Legacy, Red Cross or the Child Welfare Department.
(There is a Counsellor for all Child Welfare Homes.) There
is reciprocation between these agencies and the Clinic. (1)

(2) The second group of officers has been responsible
for the Vocational Testing in the Secondary Schools, (2) the
organising and training of Careers Advisers and the planning
of the new Guidance Course to be presented by "selected"
staff members of Secondary Schools, as part of the Wyndham
Scheme. The vocational guidance functions of this section
have partly overlapped those of the Vocational Guidance
Bureau, although a liaison has been built up by means of
the Careers Advisers. The functions of these officers are
changing now that the Vocational Guidance Bureau has been given
sole responsibility for Vocational testing in secondary depart­
mental schools, as from 1964.

(a) Functions of Careers Advisers

The Vocational Guidance field personnel are the Careers
Advisers (3)

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(1) Lecture by Mr. N. Jenkins, op. cit., (Reference to the
Clinic's other function of placement will be mentioned
under Heading (3).)

(2) A function which is changing since the Public Service
Board's decision in 1961. (The testing had been carried
out by the Trainee School Counsellors.)

(3) There were 460 Careers Advisers by the end of 1962.
Each Secondary School has a teacher (two in co-educational schools) on the staff who has been appointed Careers Adviser on the nomination of the Headmaster or Headmistress of the school.

Theoretically the main functions of the Careers Advisers are:
(i) arousing the children's interest in the matter of choosing a career,
(ii) assisting children to evaluate their own vocational potentialities,
(iii) directing the adolescent's review of vocational possibilities,
(iv) offering wise guidance in the choice of a future vocation,
(v) pointing out where information regarding available vocational training may be obtained, (1)
(vi) acting as a liaison between the school and the Vocational Guidance Bureau and the Commonwealth Employment Service.

(b) Methods of Training Careers Advisers

Details of suggested methods of fulfilling these functions are given to Careers Advisers by means of Careers Advisers Bulletins, (2) which, have served as the main means of assisting and training Careers Advisers. However, during

(1) Revision of Careers' Advisers' Bulletins, 1-8 (1956) Education Department, N.S.W., pp.3-9.
(2) There were 32 of these Bulletins printed between 1956 and 1960. (R. Dash Interview.)
the past ten years\(^{(1)}\) there has been an attempt to give some in-service training to newly appointed Careers Advisers. This consists of 6 afternoon meetings from 2 O'clock to about 4 O'clock (i.e. a total of 12 hours). During these meetings the atmosphere is permissive as basic concepts (such as: (i) the theory of Vocational Testing, (ii) interviewing, (iii) utilization of group methods - with some mention of group dynamics) are discussed.

Then follows an open forum in which careers advisers can raise problems for discussion.\(^{(2)}\)

The information in the Bulletins includes -

(a) details concerning Agencies that are available to supplement or carry on the work of the Careers Adviser:

1. Youth Welfare Section of the Department of Labour and Industry,
2. The Commonwealth Employment Officers,
3. The Technical College Vocational Guidance Office,
4. Universities and their Student Advisers.\(^{(3)}\)

\(^{(1)}\)

\(^{(2)}\)Interview with R. Dash (Senior Guidance Officer, Vocational Guidance, Division of Guidance and Adjustment, N.S.W. Department of Education) in November, 1962. He stated that the in-service training for new metropolitan Careers Advisers commenced by 1952.

(b) Vocational Guidance details for pupils following the General Activities Courses,\(^{(1)}\) and

(c) Acting as a Liaison between the Education Department and the Director of Youth Welfare (especially the Vocational Guidance Bureau). Career Cards are filled in and kept "up-to-date" in the Secondary Schools by Careers Advisers, and are finally sent to the Director of Youth Welfare as each boy or girl leaves school. The information on these cards includes the I.Q. and other results of Vocational Guidance Tests and Occupational Recommendations.

In 1962, the battery of Vocational Guidance Tests, which had been prepared by the A.C.E.R. for the Education Department, and had been used from 1957 for testing pupils over fourteen years in Departmental schools, was replaced in all secondary schools by the battery of tests used for the Average group of subjects by the Vocational Guidance Bureau.

This change was in accordance with the decision in 1960-1961 by the Public Service Board that the Vocational Guidance Bureau's tests were to be used from the beginning of 1962 in N.S.W. State Schools, and that, by 1964, the Vocational Guidance Bureau should have built up its staff sufficiently to take over all the Vocational testing in the Secondary schools.\(^{(2)}\)

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\(^{(1)}\) Careers Advisers' Bulletin, 32, Education Department, N.S.W., 1960, (12 pages).

(3) The Third Senior Guidance Officer under the Principal Guidance Officer is responsible for the Training of the District School Counsellors.

(a) **Functions of District School Counsellors**

Counsellors are, in the words of M.E. Thomas, Chief of the Division of Guidance and Adjustment, "the key personnel" in the guidance service offered by his division. (1) Their four functions are as follow:

1. To "thoroughly understand the guidance concept and its implications so that fundamental principles may be applied to the benefit of individual children and to the benefit of adults associated with those children" — mainly parents and teachers. He may incidentally "pass on to teachers views and methods of dealing with children either individually or in groups; he may suggest teaching techniques..." (2)

2. To "know the guidance resources of the community," and if adjudged appropriate to refer cases to and act as liaison with "special guidance services."

3. To "apply theory and principles of guidance to practical situations in schools" — whether the work is "preventive" or "therapeutic". (4)

(i) **Preventive Guidance**, Thomas suggested in

1. Signs and symptoms of educational or emotional maladjustment are noticed at the time of the 4th class testing and teachers follow-up often.

(1) Address to Australian, New Zealand Association for the Advancement of Science in Adelaide, 1959, p. 4.

(2) Ibid., pp. 4-5.

(3) Ibid., p. 5.

(4) Ibid., p. 5.
2. At transfer to secondary schooling records and counsellor's knowledge of child can prepare secondary teachers to prevent problems of maladjustment arising.

3. In the primary schools counsellors may help in identifying the need for a special class in a district and by a survey identify suitable children.

(ii) Therapeutic Guidance

1. Case studies of children with learning or behavioural problems. If necessary children may be referred to other agencies, such as Child Guidance Clinics.

2. Apply group techniques to help children "develop more acceptable modes of behaviour."

(4) To ensure "continuity in the guidance service to each child". Its purpose is to facilitate the developmental growth of each child.

(5) To guide children "sometimes ... in such a way that they make their own decisions, draw their own implications and progress along the road to self-direction and maturity." (1)

Although in practice the Counsellor has "certain duties in other schools of the district," while he is in the Secondary school his or her services are at the disposal of the Principal. (2)

(1) Ibid., pp.5-6.
In the Memorandum to Principals it was suggested that there were eight ways in which the Counsellor may serve him (her):

1. Grading of pupils.
2. Educational Adjustment of pupils.
3. Forestalling Failures.
5. By using Pupil Record Cards (as instruments of the Counsellor these cards should be kept up-to-date by the staff).
6. General Problems of Educational Guidance - to assist the Principal.
7. General Survey Information.
8. Careers Advising (assisting Careers Adviser with more difficult cases).
9. Representing the Department in appropriate Community matters - such as Youth Welfare Advisory Committees.

The unique position of School Counsellors may be realised when it is pointed out that:

In the School - The District Inspector and the School Principal have jurisdiction over the school counsellor in regard to -

(i) Discipline,
(ii) Administration,
(iii) Organization,

whereas

In Techniques, tests, plan of work in his district, the counsellor is under the control of the Chief of the Division of Guidance and Adjustment.(2)

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(1) *Note:*

(2) The District Guidance Officers are also under this dual control. Counsellors in the central Metropolitan Area are directly under the Principal Guidance Officer, H. Doughton, whereas in other areas immediate responsibility is to a District Guidance Officer. (Interview with H. Doughton, July, 1961.)
(b) **Selection and Training of District School Counsellors**

One of the functions of the Division of Guidance and Adjustment involves the Selection, training and appointment of Counsellors, as well as the planning, in broad outline of their work in the schools, where they are "the outposts of the Division."  

(i) **Selection of Trainees**

During each year, applications are called from Teachers with a University degree, which includes at least two years of psychology, and preferably with at least three years successful teaching experience, for training as District School Counsellors. Following an interview, Trainee Counsellors are chosen - personality, as judged by observation at the interview, being an important factor in choice.

For the 1962 training course, for example, eighteen teachers were seconded to form the group of trainee-counsellors. This is the largest group selected in any one year to this date.

The appointment of each of the trainees immediately prior to this secondment, was as follows:-

| Teacher (State Secondary School) or Lecturer (Teachers' College) | 8 |
| Teacher (Private Secondary School) | 1 |
| Teacher (State Primary School) | 6 |
| Teacher (State Infants' School) | 1 |
| Student (University Course) | 2 |
| **Total** | **18** |

(1) In the words of M.E. Thomas, Lecture to Trainee Counsellors, February, 1962.
Of this group of 9 men and 9 women, 9 men and 6 women completed the course and received appointments as District School Counsellors at the beginning of the 1963 School Year. (1)

A group of similar size was seconded for training during 1963, (2) and of at least similar size (possibly 20) will be trained in 1964. (3)

(ii) The Training Course

This is the responsibility of the Senior Guidance Officer, Counsellor Training, under the general direction of the Principal Guidance Officer (Mr. H. Doughten). The Senior Guidance Officer, Counsellor Training is Miss J. Farnsworth, who is a former Counsellor of senior standing.

The course consisted (4):

Lectures and Talks

Introduction

(a) Organisation of the Department of Education.
(b) Organisation of the Division of Guidance and Adjustment in the Education Department.
(c) The functions of the Counsellor.

I. General Psychology
   Review of fundamental principles and some recent theories.

II. Statistics
   (a) Treatment of data.
   (b) " " "
   (c) Prediction and validity.
   (d) Sampling theory. Reliability.
   (e) " " "
   (f) Significance of Differences.
   (g) Analysis of complex inter-relationships (factorial analysis).

(1) My own experience.
(2) Telephone conversation with M.E. Thomas, 17th Jan., 1963.
(3) Telephone conversation with the Chief Clerk, Division of Guidance and Adjustment, Jan., 1964.
(4) In 1962.
III. Special Problems in Educational Psychology
(a) Classroom motivation.
(b) Group relationships in school - social aspects of adjustment of child out of normal group.
(c) Learning processes in relation to (i) skills, (ii) acquisition of information, (iii) personality traits.
(d) Remedial teaching procedures in (i) reading, (ii) spelling, (iii) composition, (iv) arithmetic, (v) writing, (vi) secondary subjects.
(e) Planning work and leisure hours.

IV. A. Principles and Techniques of Guidance
(a) The purpose of educational guidance.
(b) The guidance process.
(c) Organisation of guidance services in New South Wales and elsewhere. Special reference to the Educational Clinic.
(d) Instruments of guidance.
   (i) Pupil Record Cards,
   (ii) Tests,
   (iii) Rating scales, (Mental hygiene
   (iv) Inventories, (Family group
   (v) The case study. Case work - Economic factors
(e) Interviewing.
   (i) Types of Interview, (Behaviour prob-
   (ii) Purposes, (lems
   (iii) Techniques,
   (iv) Results,
   (v) Follow up.
(f) Group guidance.
   (i) Group tests and interpretation,
   (ii) School Surveys,
   (iii) Sixth class assessments,
   (iv) First form and fourth year discussions.

B. Vocational Guidance
(a) Vocational goals and personal adjustment.
(b) Ability patterns and profiles.
(c) Interest patterns.
(d) Vocational guidance in schools - testing, the work of the careers adviser, relationship with School Counsellor, Vocational Guidance Bureau, Commonwealth Employment Service (methods of guidance - group/individual).
(e) What to look for in an industrial visit.
(f) Technical College courses and guidance.
(g) Job specifications and descriptions.
(h) Vocational Guidance Bureau placement etc.
(i) Vocational Guidance Bureau and Commonwealth Employment Service.
V. Medical and Social Aspects of Guidance and Adjustment
e.g. Psychiatric work among school children - clinical
guidance and adjustment.
e.g. Acoustic Research Laboratory and Clinic.

Department of Child Welfare and Social Welfare
(a) Department of Child Welfare and Social Welfare -
function - State wards, delinquents, truants
and neglected children.
(b) Relations with School Counsellors - possibility
of greater co-operation in adjusting school cases.

VI. Practical Problems in Counselling

Administrative Features of the Guidance Service
e.g. The Pupil Record Card system of cumulative records.
Head Office records - office procedure, Lectures
by clerical staff.
Case work (in primary and secondary schools).
Mental surveys.
Selection and provision for special children.
Opportunity A, C, D, F.
Selection and Provision for special children,
General Activities courses.
Binet testing.
Professional ethics of counselling.
General principles of selection of pupils for
secondary education.
What is research in education?
Function of research in the Division of Research
and Planning.

Visits
(a) General activities courses.
(b) Opportunity A classes and schools.
(c) " C classes.
(d) " F classes and schools.
(e) Glenfield Park Public School.

Department of Child Welfare and Social Welfare

Representative Industrial Concerns
e.g. A.W.A.
e.g. Vocational Guidance Bureau, Department of Labour
and Industry.

Social Agencies and Miscellaneous
(a) Children's Playground.
(b) Children's Library.
(c) Speech Therapy Clinic, Camperdown.
(d) Acoustic Laboratory and Clinic.
(e) Appropriate clubs, e.g. Police Citizens' Boys' Club.
(f) Spastic Centre, Mosman.
Field Work
(a) Training with School Counsellors - 1 day per week to be spent with School Counsellor in the field.
(b) With Child Welfare Department Inspectors (1 week).
(c) At Child Guidance Clinics - certain amount of time to be spent at each clinic, totalling at least one week.
(d) At Technical College and vocational guidance office (1 week).
(e) At Educational Clinic.

Practical Work
(a) Study of case files - Guidance Office.
(b) Study of Child Welfare and Social Welfare Department files.
(c) Study of tests and administration of test materials -
   (i) Binet
   (ii) Kent Oral
   (iii) W.I.S.C.
   (iv) A.C.E.R. Group - Reading, Arithmetic, Spelling, Non-Verbal, Individual Reading and Diagnostic Reading.
   (v) Left-Handedness - Guidance Office.
   (vi) Miscellaneous Tests, e.g. Performance, Schonell Diagnostic, Rorschach, Thematic Apperception, Goodenough Draw a Man.
   (vii) Use of Blanks, Interest Blanks, Rating Scales etc.

Study of Counsellors' Records
(a) Record Cards.
(b) Mental Test Result Sheets.
(c) Case records.
(d) Assessment Records etc. connected with secondary school placement procedure.
(e) School Counsellors' reports.
(f) Diaries, expense forms etc.

Project Work
Case Studies
It is proposed that trainee counsellors shall complete at least one case study each under supervision. Anticipated that counsellors in the field will assist in the supervision of case work practice.

Reading List
Trainees have to be familiar with books and a reading list is prepared to serve at least as an introduction to the various areas covered in the course.

Allotment of Time
It would seem that approximately an equal amount of time is spent on lectures, discussions etc. as in practical work.
Until 1962, when the Vocational Guidance Bureau commenced to "take over" the Vocational testing and the trainee counsellors spent a period of 5 weeks assisting them, the Trainees had spent approximately half the school year in testing.

Progressively in 1962 and 1963 there has been a change so that lectures have been arranged by the Division - delivered by University Professors and Lecturers on topics of professional value to the Counsellor Trainees.

During 1962, the following programme was arranged -

8 lectures: "Developmental Psychology Covering the School-Aged Child" - Dr. J. Nash, Ph.D., B.Sc.

6 lectures: "Mental Deficiency" - Dr. J.G.B. Lyle, M.A., Ph.D.

10 lectures: "Learning Theory" - Mr. R. Porcheron, B.A.

4 lectures: "Age Changes in Ability Patterns" - Prof. W.M. O'Neil, M.A., Dip.Ed.

9 two hour sessions: "Case Studies of Behaviour and Adjustment Problems" - Prof. A.G. Hammer, M.A.


5 lectures: "Group Dynamics" - Mr. E.E. Davies, M.A. (1)

Field Work
(a) In infants' school - observing and testing (3 days)
(b) Training with country School Counsellors (1 week).

(1) This information was made available by M.E. Thomas, on Wednesday, 30th January, 1964.
It is planned in the 1964 trainee-course to include a social anthropologist in order to assist counsellors in understanding Migrant groups, many of whom have been tested by the Educational Clinic. (1)

(c) General Organization of Educational and Vocational Guidance

The Principal Guidance Officer has the general oversight of all these activities concerning Educational and Vocational Guidance. He is responsible, under the Chief of the Division, for the appointment and organization of the Counsellors and the District Guidance Officers.

By 1962 there was a District Guidance Officer in each of the Administrative Areas and two others stationed in the Metropolitan Areas of Burwood and Hurstville. (3)

Since then, there has been further decentralization of Guidance activities, with the appointment of 5 more District Guidance Officers.

By the beginning of 1964 there are 111 district school counsellors and at least 18 trainees to commence at the beginning of the school year. (4)

Beside the appointment of each counsellor to a Centre High School (with responsibility for a number of feeder the Primary Schools and/or other Secondary Schools in the area) some

(1) Interview with M.E. Thomas, 30th January, 1964.
(2) H.E. Doughton.
(4) Telephone Conversation with the Chief Clerk of the Division (Mr. Somerville).
Counsellors are allotted to special duties - one has special duties as Counsellor for Child Welfare Institutions, another for Hospital Schools, another for the Deaf and another for the Visually Handicapped.

(5) METHOD OF IMPLEMENTATION OF THE FUNCTION OF THE EDUCATION OF A - TYPICAL CHILDREN

Second Function

(Education of a - Typical children.)

The following provision was made for children requiring special schooling. (1)

I. Provision for Children who are Mentally Handicapped

(1) Classes and Schools for Mildly Mentally Handicapped (2) Children (Educable Children)

(a) Primary Age at entry

(i) Opportunity "A" Classes, of which there are 42 (1962) in Normal Primary Schools, are provided for children whose I.Q. (as tested by a Binet or W.I.S.C. Individual test) is between 55/60 and 75/80. Children for these classes are enrolled between 9 years and 12 to 13 years; there being a limit of 22 children per class.

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(1) The details concern the beginning of 1963. (Interview with J. Redmond.)

(2) The name 'Mildly Mentally Handicapped' for these children was suggested by the World Health Organization" - J. Redmond's lectures to Trainee Counsellors, 1962.
Purpose. "The course is designed to enable these children to master a limited range of fundamental activities, to gain self confidence and self-respect and to develop those qualities of character and personality which will enable them later to participate to the maximum of their abilities in social and economic activities." (1)

Admission: Each case is dealt with individually, as outlined earlier.

(ii) Opportunity "A" Schools

(a) Hassall Street Public School, Parramatta

is a school with 3 classes for children of the Opportunity "A" type. There were (1962) 180 children from the area within travelling distance of the school, enrolled. The school atmosphere and tone is most impressive. Children remain at this school, which was opened, as already stated, in 1955, until they are 15 years of age. (2)

(b) Woniora Road Public School, Hurstville, is a school of a similar type to Hassall Street. There are 5 classes and a total enrolment of 110 (in 1962).

(1) Details are from J. Redmond's lectures and printed sheets and from The Education Gazette, Vol.XLII, No.10, 1st October, 1948, p.334.

(2) J. Redmond's lectures to Trainee School Counsellors, March-April, 1962. (Note: It is proposed to open a school similar to that at Hassall Street at Sutherland during 1964, for these Opportunity "A" children, and more Schools are planned. (Interview, M.E. Thomas, 30th Jan., 1964.)
(c) **Glenfield Park Public School** is a residential school for children of the Opportunity "A" type. This school has been in operation since 1927. The range of I.Q's is 55 to 70, enrolment is at 9 years or Mental Age 5 years 6 months, and pupils remain until about 16 years. In 1962 there are 64 girls and 64 boys enrolled. Admission to this school is very selective, and there is always a waiting list. Fees are payable for board. Dr. Gilbert Phillips, the first Headmaster set the stamp on this school, and the atmosphere and general surroundings of this special school have always been outstanding. Admission to Glenfield Park School is possible only if there is "no day special school or opportunity class suited to the child within reasonable daily travelling distance of the child's home,"(1) or "the Director-General considers that the special circumstances of the child's home warrant his admission to the boarding school in the interests of his general training."(2)

(b) **(Secondary) General Activities Classes**

In these classes, which are attached to Secondary

Schools, are offered super-primary courses, modified to meet the needs and the special interests of the children in these classes. 

Admission to these classes has been by selection committees at the end of 6th class.

"Children who will be 12 years 6 months or over at the beginning of the following year and whose I.Q.'s are less than 90-93, and who are unlikely to do well in other post-primary courses, or to benefit from a repetition of 6th class work. Children in 5th class who qualify by reason of age, I.Q. and attainments may also be admitted," (1) to General Activities Classes. The Selection Committees until 1962 marked the Primary Cards of these pupils as "G.A.". They are still indicated for the information of Principals of Secondary Schools - but now their cards are marked "S.L.", meaning "Slow Learner." (2)

(B) Classes and Schools for Moderately Mentally Handicapped Children (Trainable Children).

Opportunity "F" Classes are special classes which are provided by the Education Department for children whose I.Q. on an individual test of Intelligence (Binet or W.I.S.C.) is between 35 and 55. The provision of education for these children, who are frequently brain damaged, followed the report in 1951 of the Committee

(1) Ibid., p.336.
(2) As from the end of 1963, these pupils' cards are marked Q.3 (meaning Qualified for Secondary Placement at the third level of ability and achievement).
on Sub-Normal Children, dealt with in detail in Chapter 7. Since the establishing of the first Opportunity "F" Class later in 1951, there has been a tremendous development in this sphere. There are, in 1962, 41 of these classes, 28 of which have been established by the Education Department in Private centres, and the remaining 13 function as classes in three Departmental schools for Opportunity "F" type children - 6 classes in Albert Road Public School, Strathfield, 3 at Cromehurst Public School, Lindfield, and 4 at the Loftus Street Public School, Arncliffe.

(i) **Opportunity "F" Classes in Private Centres**

Twenty-eight opportunity "F" classes function in 15 private centres. The maximum size for these classes is 12 children. A class is established by the Department of Education when there are ten suitable children identified and a reasonable prospect of the maximum number of twelve pupils being reached within a short time.

(ii) **Departmental Opportunity "F" Schools**

(a) **Albert Road Public School, Strathfield** is a school for children of the Opportunity "F" type. In this school, in 1962, there are 6 classes.

"The pupils follow a social training programme providing activities in hygiene, speech training, handicrafts, rhythm and music, as well as elementary experiences in reading and number. The teaching techniques used in these classes are based on those used in infants' schools, although
some children may achieve surprisingly good results in such activities as handicrafts and simple home management. Successful teachers in this field are patient and sympathetic but capable of exerting firm control." (1)

(b) Cromehurst Public School, Lindfield - A Departmental School similar to that at Strathfield, but with only 3 classes.

(c) Loftus Street Public Schools, Arncliffe - Another Departmental School similar to that at Strathfield, but with 4 classes.

(iii) In Mental Hospitals. Departmental Schools have been established at:

(a) Peat Island Mental Hospital, Brooklyn - 2 classes (girls and women),

(b) Stockton Mental Hospital, Newcastle - 2 classes,

(c) Watt Street Mental Hospital, Newcastle - 1 class for younger children,

(d) North Ryde Psychiatric Centre - 2 classes (boys)

for children who are patients of these hospitals. (2)

II. Provision for Children who are Educationally Retarded

As mentioned earlier, provision for educationally retarded children of average mental ability, was for a number of years, offered in Opportunity "B" Classes. The initiative for

(2) Ibid., pp.3-4 and J. Redmond's Lectures, 1962.
the establishing of these classes had always been with the headmaster or mistress; and, as the history of special education in this thesis has shown, headmasters no longer ask for these schools to be established.

The method now developing is the provision of a special service of a number of itinerant remedial teachers, of whom there are 9 in 1962. These remedial teachers teach 6 periods a day, and eight pupils at a time.

The training of these Remedial Teachers consists of a "one-term course under the direction of Professor Fred. J. Schonell, M.A., Ph.D., D.Lit."(1)

III. Provision for Children Who have Outstanding Ability

Opportunity "C" Classes for Gifted Children were set up first in 1932. They are primary classes located at ten schools in the metropolitan area for children whose ability is well above average (generally with I.Q's of 125 or over). There are 30 classes in 10 centres, (some classes being mixed, others for girls or boys) at the beginning of 1963.(2)

The children spend two years in these classes and follow an enriched course based on the normal 5th and 6th grade curricula. It is intended, that the children should be fully extended in their studies, but interesting and valuable experiences are also provided in art, drama work and musical

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(2) The first Opportunity "C" Class outside Sydney commences functioning at the beginning of the 1964 school year. This is at Newcastle. There are plans to extend and expand the number of Opportunity "C" Classes. (Interview M.E. Thomas, 30th Jan., 1964.)
activities. (1)

This announcement suggests: "As teachers of these classes normally remain with them for a period of two years, it is desirable that applicants have a good knowledge of the 5th and 6th grade curricula. (2)

There is no provision for any continuation of an enriched course at Secondary level - although this may need to be considered - especially in the light of the First Form Course from 1962.

IV. Provision for Children who are Physically Handicapped

(A) Deaf Children

(i) Opportunity "D" Classes in Primary Schools and secondary schools are provided by the New South Wales Education Department for "partially deaf" children (10 children per class). Admission to these classes is the responsibility of the Chief of the Division of Guidance and Adjustment, through the Supervisor of Opportunity Classes. The individual tests for these classes, involve tests by the Commonwealth Acoustics Laboratory, which fits many children with a hearing aid. (4) By

(2) Lecture by J. Hedmond to Trainee Counsellors, 21st Mch, 1962.
(4) Commonwealth Acoustic Laboratories are maintained by the Commonwealth Government in each State Capital City. One function is to assist the State Education Departments by providing and maintaining portable audiometric equipment for measuring deafness in school children and by making hearing aids available to partially deaf children, who, on leaving school, are permitted to retain the aid on loan with free maintenance by the Laboratories. (Bulletin 35, Commonwealth Office of Education, 1961.)
1963 there were 17 Opportunity "D" Classes in Primary Schools and 2 in Secondary Schools. (1)

(ii) The School for the Deaf at North Rocks, with 19 classes in 1962, was transferred from Darlington in 1963. In 1956, the Education Department, which at the height of the effects of the 1940 "Rubella" epidemic, provided 17 Departmental teachers out of the 34 teachers for the 260 pupils at the school, took over the running of the school, whose present title is the "Royal Institution for Deaf and Blind Children." Referrals to this school are by either -
a) Parent direct,
b) Parent referred by
   i) the Commonwealth Acoustics Laboratory (2)
   ii) the School Medical Services Hearing Clinic
       (which has liaison with the Division of Guidance and Adjustment through its Counsellor for the Deaf),
   iii) the Deafness Clinic at the Children's Hospital. (3)

(iii) The Farrar School for Deaf Children is at Ashfield.
    This is for the "profoundly deaf" children. In

(1) At Enmore Boys' High School and Redfern Home Science School.
(2) Pre-school children's parents are assisted and advised by a member of the staff of the Division of Guidance and Adjustment; School children's parents by another specialist adviser.
(3) Lecture by J. Redmond to Trainee Counsellors, 21st Mch, 1962.
1952 the Education Department bought the school and its teachers became Departmental Teachers. The Department built a new building and there are now 4 classes. (1)

Teachers for these classes for the deaf have been trained since 1955 at Sydney Teachers' College by Mr. Parr, the first Counsellor for the Deaf. Ten teachers can be trained per year, there having been eight (of whom 3 were ex-students for the first time) trained in 1962.

There are now over 40 teachers in this field.

The staffing of these classes for deaf children is the responsibility of the Chief of the Division of Guidance and Adjustment through the Supervisor of Opportunity Classes.

(B) Blind Children and Partially Seeing Children

Until 1962 children whose sight was so restricted that they cannot be educated satisfactorily in a normal school have attended the "Wahroonga School for the Blind." This school, however, was transferred to North Rocks in 1963 where it shares the same Administrative Offices as the School for the Deaf, transferred from Darlington. From 1963 the Blind children only were sent to North Rocks - thus separating them from the Partially seeing who are now placed in Special Classes in selected normal schools. Admission to the school is the responsibility of the Chief of the Division of
Guidance and Adjustment, and, before enrolment, children are medically examined by the School Medical Service to establish whether their vision is sufficiently defective to necessitate special school placement. "Sight development methods are used in the instruction of partially-sighted pupils, while Braille is the medium used for blind pupils."(1)

At the secondary level, pupils may undertake a language course, a commercial course or a non-examination course. Courses are provided to the Intermediate Certificate level and if they desire further secondary education, children may attend suitable high schools, near their homes and receive assistance through the provision of suitable material from the Wahroonga School for the Blind and the Correspondence School."(2)

(C) Hospital Schools

(i) The Present Position

"The Department has established schools in a number of hospitals and convalescent institutions. These schools are for children who are patients in hospitals, attending the hospital for treatment as out-patients or who suffer from some physical handicap which makes it impossible for them to attend a normal school. Routine for admission varies according to the type of establishment in which the school is conducted."

(1) From 1963 the Partially seeing children were transferred to Special Classes in certain normal schools. (This information from Lectures and Interview with J. Redmond, 1962-3 and Bulletin 35, Commonwealth Office of Education, 1961, p.22.)

(2) Ibid., p. 22.
Two types of schooling are provided -
(1) of a temporary nature for children recovering from illness or accident,
(2) of a permanent or long term nature for children with permanent physical handicap requiring long-term medical treatment.

Epileptic Children and those with Speech Defects attend normal schools; but for the latter Speech Therapy Clinics are attached to Primary schools, and are organized under the School Medical Service. Children suffering from speech defects are referred, often through school counsellors, for remedial treatment to the clinics. Regular visits are made by a speech therapist to Glenfield Park Public School and the Wahroonga School for the Blind.

In all, fourteen speech therapists are employed by the Department in the Sydney area, and a part-time Clinic was maintained by 1960 in Cooma, and plans were made for opening Clinics at Wollongong and Newcastle. (1)

(ii) A New Move for Re-allocation

In 1962-3 there was a move to divide hospital schools into two groups, the Supervisor of Opportunity Classes pointed out in an Interview. This new move would place in Group I, Hospital Schools in which (with the exception of the Fred Birk's School) children may attend only if they are there for

Medical Treatment. The Far West Children's Health Scheme Home for instance, would be one!

In Group II for Handicapped and Debilitated children would be included

The Spastic Centre, Mosman,
Stewart House Preventorium,
and Royal Alexandra Convalescent Hospital, Collaroy. (1)

As Redmond stated, "developments are still occurring in this vast field," and there is an Inter-Departmental Committee for Physically Handicapped Children.

**TREMENDOUS POST-WAR DEVELOPMENT IN THE FIELD OF EDUCATION FOR A - TYPICAL CHILDREN**

It will be realised, after this quite exhaustive survey of the fields in which the Supervisor of Opportunity Classes functions, that development in Post-War years has been particularly on this side of helping a - typical children to adjust to Society in the best way possible, taking into account the nature of their need.

The most recent development, is the fifth of our headings:

V. **Provision for Children who are Emotionally Disturbed**

In 1958 the Director of the School Medical Service,

(1) Information from Lecture by J. Redmond to Trainee School Counsellors, 28th March, 1962.
asked for the Education Department's idea of the establishment of a school in connection with a Child Guidance Clinic.

At the end of 1958 and early in 1959, the Education Department was asked to staff a school for emotionally disturbed children.

In September, 1959, the residential section of the North Ryde Psychiatric Centre was established and a school, with three teachers, functions there today. Some of the boys were rehabilitated (from Watt Street Mental Hospital, Newcastle) by the Health Department.

At Forest Lodge Child Health Centre a similar class for emotionally disturbed children was opened during 1962. The children, however (maximum of 8 per class), must be brought each day and taken home each night.

The desire of the School Medical Section of the Health Department is to establish such classes wherever there is a Child Health Centre and a Child Guidance Clinic.

Point of referral is often from the Division of Guidance and Adjustment to a Child Guidance Clinic. (1)

It is clear that the responsibility of establishment of special classes, referrals and placement, staffing, organizing material (often very special) supplies, often the training of staff, are all responsibilities of the group of officers who plan the Second Function of the Division of Guidance and Adjustment.

(1) These details are integrated round J. Redmonds' lectures to Trainee School Counsellors, March–June, 1962.
They also need to be well acquainted with, and work in with many other social agencies in the community. Of great importance are the Counsellors, the Educational Clinic, and the Mental Survey Testers of the staff of the Division itself.

(6) **METHOD OF IMPLEMENTATION OF THE FUNCTION OF PUPIL-PLACEMENT**

**Third Function**

- **Pupil Placement**

(i) The placement of pupils in secondary schools in the Metropolitan areas of Sydney, Newcastle and Wollongong.

This has involved various types of selection - as outlined in earlier chapters. In more recent years each Secondary school has had its 'feeder area,' which provides its first year intake. More and more the idea of natural geographical areas has become one of the deciding factors in secondary school placement.

Each Secondary school which has any selectivity based on ability and achievement in the Primary School has a Committee which functions to choose, based on the Co-ordinated mark (described in Chapter 7), the first year intake for the particular High School.

At the end of 1962 - for each Primary School there met a Committee, consisting of the District Inspector - as Chairman, the Primary School's Principal, the District School Counsellor - as Secretary, and the teacher or teachers of the 6th
class pupils in that school. This was not a new idea. But
the Pupil Record Cards were marked differently - instead of
2L (2 language), 1L (1 language) and so on down to G.A
(General Activities) or R.6 (repeat 6th class), the following
categories were submitted:

(a) "Q - qualified to proceed to secondary school,
(b) R.S (Q) - qualified but advised to repeat sixth
   grade (if thought immature and parents' consent
   in writing),
(c) R.S. - repeat sixth class, failed to qualify,
(d) Q (S.L.) - despite failure in attainments, qualified
   on grounds of limited ability, age, maturity
   and physical development to enter a slow learning
   group. (1)

At the end of 1963 this classification was slightly
modified again.

For pupils entering Secondary Schools the school will
receive Pupil Record Cards on which are written the grading
of the Committee - called an Admission Committee - according
to the following categories:

(i) Q.1 - Qualified at the highest level,
(ii) Q.2 - Qualified at the average level,
(iii) Q.3 - Qualified below average level.

(1) Circular to Primary Principals - "Admission of Pupils to
Secondary Courses" - General Principles (1962) - Point 1.
Although these categories do not, in any way, stipulate a language, a non-language or a general activities course for the secondary schooling (for these do not exist under the Wyndham scheme) it does give the Secondary school an indication of the relative level of each child at time of entry. If during the Common First Form Year, children are able to improve their level of achievement, this will decide the relative grading for Second Form. At the end of Second Form, of course, they will also have the opportunity to choose certain elective subjects.

Selective Secondary School Placement

Policy at the end of 1963, for placement in Selective Secondary Schools was as follows:-

All children who were graded "Q.1" in the "feeder" area for the competitive school concerned were listed strictly in order of merit based on the co-ordinated mark. (1)

This "grading" committee consists of the District Inspector, District School Counsellor and Principal of the High School (invited).

Over the years it has been found that a certain co-ordinated mark has been fairly consistently the lowest one gaining entry to a particular school. Rather than lower the level of entry to these schools, the "feeder" area has this year been varied sufficiently to ensure that the level of entry to this

(1) The "grading" committee looks very carefully at the children just above and just below this lower level and often uses professional judgment in the actual order at this level.
school will not be lowered.\(^{(1)}\)

It appears likely that certain Selective High Schools are likely to remain at least as selective as they have been in the past. This is partly due to the traditions built up by these schools.

The Counsellors are key personnel in the implementation of this function of the Division.

(ii) The provision of general information to parents on secondary courses and schools.

This function, at the school level is often performed by the School Counsellor, or, if requested, by the Head Office of the Division itself.

(iii) Arrangement of transfers of children from school to school.

Many of these are routine, involving the Principals of schools and the Division; but the Division, through its Educational Clinic is involved more fully, as mentioned previously in transfers involving children from schools from outside the system to a departmental school. Useful comparative educational tables have been prepared in the Research and Planning Division. (See Appendix "C".)

It will have been realised that the functions of the Division of Guidance and Adjustment are multifarious, important

\(^{(1)}\) These points in telephone conversation with the Chief Clerk, Division of Guidance and Adjustment.
and expanding, the emphasis being on guidance for adjustment and healthy, successful development, mentally, emotionally, socially, educationally and vocationally.

(7) COUNSELLORS, THE KEY PERSONNEL

The key personnel in the functioning of this Division in the schools are the District School Counsellors, who act as the integrators of the guidance system in New South Wales.

Through them Departmental policy is taken into the field from Head Office; by them, as testing and referral officers of the Education Department, a liaison is kept with all services which offer help to pupils in the schools and through their surveys and professional judgments new policy from a research viewpoint has often developed.

Counsellors also have a function which entails representing the Education Department in the Community - as they often do during Education Week or on local Committees - especially Youth Welfare Advisory Committees (where a link with the Department of Labour and Industry and the Community is involved).

(8) SUMMARY AND COMMENT

Guidance is organized and administered as a process, which requires an integrator in order to ensure one type of Continuity. This integrator, the counsellor, is part of a guidance system which has grown and developed from the per-
ceived needs — as regards method, but not as regards extent — (this being limited by finance and staff available) of the State of New South Wales.

It involves many counsellors in much travelling in their district. (This is especially true in country areas.) Each counsellor usually has the oversight of at least 4 or 5 Secondary or High Schools and more than $2$ Primary feeder-schools, making depth of counselling often an ideal rather than an accomplished fact.

However, the function of the Counsellor as a referral agent offsets this, somewhat; for the Counsellor may refer appropriate cases to expert social or clinical services, after he (she) has prepared a case report on the problem involved. He then follows up any action taken in the file and case study — and whenever necessary acts as liaison with the school.

The activities of the Division of Guidance and Adjustment in regard to the education of a — typical children have grown during the post-war period, with an emphasis on special classes as a means of assisting adjustment, only if this adjustment appears unlikely in the normal class-room.

With improvements in medicine this aspect of the Division's work is likely to grow, as many children involved in opportunity class placement are children who, in earlier, less scientifically advanced times, would have died at or soon after birth. Now they live and the sciences of psychology,
education, psychiatry and medicine must find the best means of adjusting them happily and usefully to society - and society to them.

The role of the Division of Guidance and Adjustment with regard to specific Vocational Guidance has apparently been limited by the Public Service Board's decision to recognise this as a specialist field for officers of the Vocational Guidance Bureau. The functions of Careers Advisers in Secondary Schools is, therefore, likely to change.

With the implementation of the Wyndham Scheme for Secondary Schools it appears to have been intended that the use of intelligence tests and other means of classifying children at entry to secondary schooling, would be diminished. However, the continuation of Selective High Schools appears to modify this intention.

The pattern of the new Secondary First Form of mainly Common learnings will certainly defer actual selection of subjects of an "elected" kind. This aspect of the new secondary system also emphasises the need for guidance in choosing these subjects. The new "Wyndham scheme" provides a guidance-oriented curriculum - inspired by guidance as an integrating principle; but to ensure its effective implementation the importance of "pastoral care" has been written in to the Report, and a "guidance syllabus" has already been prepared by the Division of Guidance and Adjustment and is in use in many secondary schools.
CHAPTER 10

AN ASSESSMENT AND FUTURE OUTLOOK
OF
GUIDANCE IN N.S.W. STATE SCHOOLS

A. THE TASK OF ASSESSMENT

There remains the task of assessing guidance in the system of education and the schools controlled by the N.S.W. Education Department.

To assess the degree of successful development in guidance principles and practices in New South Wales, the criteria established in Chapter One will be applied. Following this, a brief statement will be made concerning developments which appear necessary to improve the system and limitations which may affect future development.

B. THE CRITERIA APPLIED

1. It must be available to all pupils - (not limited to problem cases or mainly remedial)

This has been recognized (since the founding of the Research Office) in theory in New South Wales; but, for many pupils the only aspect of guidance that has been possible at an expert level has been that of differentiation.
The fact remains that in practice, guidance at any depth exists almost exclusively for the problem cases or those needing remedial help. This has been partly caused by shortage of finance and therefore staff. Counsellors have, therefore, had responsibility for too many pupils over a large number of schools. Another contributing factor has been the amount of clerical work which the Counsellor has had to perform in marking and recording the results of the primary school intelligence tests.

This latter factor has been remedied during 1963, I understand from a conversation with the Chief of the Division of Guidance and Adjustment. (1) This marking and recording is now the duty of the clerical staff of the Division. Thus more time may now be spent in the Primary Schools and, during the past 18 months in Infants Schools. (2)

While problem cases and children needing remedial attention are still dealt with first, the service of the Counsellors can now be extended to more children than was previously possible. The extent and depth of counselling available is continually growing - depending on the number of teachers who apply and are seconded for training as district school counsellors. (3)

(1) Interview, 29th January, 1964.
(2) Ibid. (Not see Counsellors’ Personal Record Sheet - APPENDIX ‘E’).
(3) As each teacher is seconded for training for one whole school year, there is finance involved in each secondment. (The 18 who entered the training course in 1962 and 1963 and the 20 trainees in 1964 indicate considerable interest in this work.)
The writing of Case reports on Special Cases, and the follow-up of the Case Files each week, are very important as means of referral—although they can take valuable time from the face-to-face counselling of children who need preventive guidance and have no serious problems apparent.\(^{(1)}\)

In country districts, especially, much time is lost in travelling—thus reducing the time spent with pupils. This is especially so, on days when a Counsellor visits two or more schools in a day.

The size of areas—especially the sparsely populated ones—makes depth of counselling difficult for many more than the problem cases. This position is being improved as the Counselling system expands and develops.

At the Secondary Level, the solution may involve the appointment of trained teacher-counsellors, resident and able to deal at depth with more pupils than a district school counsellor can in the one day a week or less that he can spend in his/her High School centre (and the even less frequent visits to his other secondary schools and his primary schools).

In the Primary Schools it should be progressively more

\(^{(1)}\) This "apparent" is very important—for often the shy, withdrawn child may not appear as a problem to a non-guidance-oriented teacher. This emphasises the need to (i) reduce the number of pupils for whom each counsellor is responsible; (ii) train teachers to recognize signs of potential maladjustment for referral to counsellors (for individual counselling or referral to community agencies).
possible to give more individual or group Counselling and follow-up than in the past - as less time is now spent in clerical work.

It should now be possible for the Counsellor to find time for some group guidance at all levels of the school system.

To offer non-directive guidance to pupils at secondary level to the extent that is necessary to implement the Wyndham scheme in spirit, it will be necessary that Counsellors should be assisted by teachers in guiding the "elected" choices of pupils progressively. For, this new secondary school involves the concept of the comprehensive school which, requires for its success "a well-developed and effective guidance system,"(1) for all pupils.

Teachers will need to be involved much more.

The providing of a co-ordinated mark for each pupil who enters a secondary school is a form of guidance for all children. Actually, although it is not used for classification (except for the selective high schools) the co-ordinated mark is valued by Principals of Secondary Schools as a general guide to them.(2)

Although counselling at any depth is not available to all children and there does tend to be an emphasis on problem cases mainly, steps have been taken (i) by reducing clerical

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(2) Interview M.E. Thomas, 29th January, 1964.
work of Counsellors and (ii) by increasing the number of Counsellors and hence the number of children for whom each Counsellor is responsible, to release more counselling time towards preventive guidance with all children.

2. **It must be continuous (throughout the schools and in each child's school life) and firmly based on developmental psychology.**

The need for guidance to be continuous both in the schools and in each child's school life (and to lead to the world beyond, whether of work or of tertiary education) was stated as a theoretical basis of the Research Office's interpretation of its guidance function from 1935. The District School counselling system was established and has developed as a means of ensuring these two aspects of continuity in guidance. Associated with the Counselling system, too, establishing of an efficient cumulative record system, centrally organized and functioning in every school for every child from 3rd class through Primary and Secondary School and, more recently, on to the University Branch Office in the case of applicants for Teachers' College Scholarships - has helped to ensure continuity of the guidance process for pupils.

However, the infrequency of each Counsellor's visits to each school and the limited time available for individual counselling has prevented that closeness of contact which is necessary if pupils are to feel any real continuity.

The same factors as those limiting guidance to all
children have also limited the possibilities of continuous guidance (other than general differentiation). With the present staff of Counsellors, continuity is impossible in any depth. It seems necessary that school staffs should become more actively involved in guidance than they are in practice at the beginning of 1964.\(^{(1)}\)

One of the most recent developments in New South Wales has been the extension of guidance down to the Infants School. Connected with this was the introduction - for the first time in 1962 - of Field Work in infants' schools (observing and testing), as part of the trainee counsellors' course.

Since 1962 Counsellors enter Infants schools, helping Mistresses with problem children. This is, of course, only a beginning - it will be necessary to extend this to more children and to introduce a cumulative record system from the first school day.

This emphasis on the continuous nature of guidance has the wider meanings in New South Wales too, that guidance in each child's life should be available throughout his school life in every sphere and that there is no absolute separation between educational guidance, vocational guidance, emotional guidance and social guidance - they are all various aspects

\(^{(1)}\)The method introduced at North Sydney Girls' High School of appointing each Subject Mistress as the Adviser (or "Mother") to a Year, is a practical move in this direction.
of the continuous process of guidance. In some situations or at some stages of a pupil's development one is emphasised, at another some other is emphasised.

Developmental psychology is an integral part of the concept of guidance as viewed in both theory and practice in New South Wales schools.

The emphasis on developmental psychology and the psychology of adjustment to a norm (involving mental health as one aspect) have been important in both the training of Counsellors (1) and the expressions of the theory in practice - as in the growth of educational facilities for atypical children. The emphasis on the non-directive type of personal counselling where possible has come from the recognition of guidance as a learning process for each child. The function of the guidance expert is to assist each pupil's self-assessment developmentally, so that he is progressively more able to make his own decisions. This is one of the basic differences in interpretation of guidance between the Division of Guidance and Adjustment and the Vocational Guidance Bureau.

The concept of developmental growth is presented to Counsellors (during their training) as applying Vocational Guidance, too. Thus, the view of Donald Super, that Vocational Guidance should be developmental, because career-patterns develop gradually during school life, is accepted by the

(1) This training included a course of 8 lectures on "Developmental Psychology and the School-age Child" - by Dr. J. Nash, Ph.D., B.Sc. in 1962. (Outline of "Course of Training for Trainee Counsellors 662/441. - from M.E. Thomas - 30th January, 1964.)
Division of Guidance and Adjustment.

In his address to the Australian New Zealand Association for the Advancement of Science in Adelaide in 1959, Chief of the Division, M.E. Thomas stressed that "continuity in the guidance service to each child is necessary. The child is regarded as a growing person who from time to time may seek guidance. This guidance will be given in such a way that development is facilitated." (1)

Thomas stressed that "counsellors should view educational articulation both vertically and horizontally." (2) From the vertical view transition points occur at various places - e.g. from Infants to Primary, from Primary to Secondary, from Lower Secondary to Upper Secondary, and from Tertiary education to the world of work.

"Progress beyond these points must be made with the least disturbance to the individual child. The counsellor may meet this problem by adequate preparation before that move and by subsequent follow-up in the new school. Usually this work is done through group talks and discussions," stated Thomas to the ANZAS Meeting in 1959. (3)

It appears that the view of the Counsellor as "the key" to the guidance system in New South Wales is a recognition of the need for continuity in the system and is an attempt to meet it. With a continuation of the growth of the Counselling System at present evident, this should be achieved to a significant

(1) M.E. Thomas, "Address to the Australian, New Zealand Association for the Advancement of Science" in Adelaide, 1959, p.6.
(2) Ibid., p. 6.
(3) Ibid., p. 6.
degree in the near future. But, for depth of guidance, with an emphasis on developmental psychology more teacher involvement is necessary at all levels of the school and it appears likely that at least one (possibly two) teacher-counsellors should be trained and appointed to each Secondary school.

In the Primary school there should also be a permanent member of the staff who is personally responsible for the Guidance of pupils. In the Infants School there should also be guidance centred in one member of staff - probably the Mistress.

3. **It should not be rigid in its methods - it should use any techniques or methods shown to be effective**

In New South Wales there has developed more rigidity in practice than in theory. This was partly due to the emphasis on testing in the Primary school. This, in turn was caused by the pre-occupation with differentiation for placement - especially in the Selective High Schools, which, until recently, has been a main feature of both the education system and of guidance in action. In the many primary schools in a Counsellor's district, there is often little time for more than testing in 4th and 6th class, and assisting the Principal with the problem children.

The suggestion to trainee Counsellors that guidance should be mainly non-directive may be criticized as being too rigid and directive. For the professional judgment of Counsellors should be trusted to vary techniques and methods
when desirable. Counsellors actually do vary their approach - and are more directive with younger children in the Primary school and with duller children.

When identifying children's special needs, the Division of Guidance and Adjustment is very adaptable to vary its methods as seems necessary. It uses various techniques - such as testing, interviewing, referral - and is guided in this by experimental findings of the Research Office.

The choosing of mature and experienced teachers (as a general rule) for training as Counsellors has led to a good deal of field research by Counsellors\(^1\) into the effectiveness of various techniques and methods.

The recent introduction of an emphasis on group methods in the Division has resulted in less rigidity in Counselling methods which led to

(i) the use of teachers in Secondary Schools for a Guidance Course;

(ii) Counsellors influencing teachers and parents in group situations wherever possible; and

(iii) Counsellors meeting groups of pupils for discussions on developmental tasks.

As Robert Hoppock pointed out in 1949, Group Guidance has certain advantages:

\(^1\)The link with the Division of Research and Planning is a close one - statistical work being supplied for Counsellors wherever needed.
"1. it saves time,
2. it provides a background of related information that improves counseling,
3. it gives the counselor an opportunity to know his students,
4. it focuses collective judgment on common problems (and the pupils may help each other),
5. it provides some assurance that the problem cases will not monopolize the counselor's time and thus make it necessary for a boy to break a window in order to get some guidance." (1)

Training in the Theory of Leadership and Group Dynamics is now part of the Counsellor-Training in N.S.W. - as a preparation for this new method of guidance in groups.

4. It should have developed gradually from the needs and interests of individuals - not superimposed abruptly on a school system.

The beginnings of both vocational guidance and the guidance system, which developed from the establishing of the Research Office in 1935, came naturally out of the needs and interests of pupils.

The former came as a result of the needs of boys from junior technical schools for job-placement; and the latter grew from the success of guidance given, at Sydney Boys' High School, to boys who had entered the School from Opportunity "C" Classes. A "pilot" study to test and assess the possibility of District School Counsellors in Secondary schools, was carried out in the Canterbury District. When

Principals reacted sympathetically and enthusiastically to the services and the introduction of a Cumulative Pupil Record Card, the services of Counsellors were offered to other areas.

An attitude of good-will has been developed towards Counsellors over the years.

Indeed, the needs and interests of pupils and schools demand more guidance than can be satisfied.

The secondment of each teacher for training and appointment as a District School Counsellor requires a decision by the Public Service Board. Recently, especially, it has been necessary to withdraw the teacher from the actual teaching service for one school year's training.

The Careers Advising System, however, appears to have been super-imposed on the Counselling system, the personnel is insufficiently trained, and, as they have no status or any special allowance for their work, there is no continuity of personnel.

The growth of both the Counselling system and the various functions of the Division of Guidance and Adjustment has been according to the types of need recognized.

5. It needs specialists trained at Universities

The training given to N.S.W. District School Counsellors is specific and thorough. The Fact that it is organized within the Division of Guidance and Adjustment and by an experienced Counsellor, certainly has advantages in efficiency.
However, if Counsellors are to achieve professional status it will be necessary for the training to be linked with an academic institution – a University. This would also, ensure that new and progressive ideas would be continually tested and assessed in the System. There is a danger that Counsellors may, otherwise, become merely technicians.

The shortage of staff (due partly to financial restrictions and partly to the unattractiveness of the position as Counsellors – as viewed by potential applicants, looking for a profession) has forced Counsellors to spend too much time on merely technical and clerical duties. The real counselling, in the face-to-face interview, or in groups, where leadership and knowledge of group dynamics are so important, has been "crowded out" for too long.

School staffs and the community, as well as pupils, have been, thus, deprived of the Counsellor's most valuable contribution.

The personality of the Counsellor is the most important factor in successful guidance, in the opinion of H.S. Wyndham, Director-General of Education. The District School Counsellors should be trained at a University by gaining a bachelor's degree, including three years of psychology. After 3 years, at least, as teachers, following a Diploma in Education, they should then be expected to do a "higher" degree – possibly a Master of Education (in Guidance). This degree should entail a period of three years, during the second year of which, at least one day a week should be spent at the Division of
Guidance and Adjustment, and another day each week "in the field" with District Counsellors.\(^{(1)}\)

A pattern of Resident-Teacher-Counsellors should be planned for each Secondary School.

For those who would later be Resident Teacher-Counsellors, the suggestion is that the training should consist of a first degree with three years of Psychology, followed by a Diploma in Education Year, during which they should choose one teaching subject as a "method" and "guidance" as a second method.

The position of Careers Adviser would be abolished.

In order that the positions as Counsellors would attract the best applicants, they would need to be "tied" to promotion possibilities - as they are not now within the school itself. It should be possible to reach the position of secondary school Principal by way of counselling.

It is not contended, however, that knowledge, academic qualifications and technical expertness alone will ensure that a person will be a good Counsellor. The most important basic requirements are maturity of personality, the living by a sound integrated philosophy of life, together with "a spirit of dedication." In fact, as H.S. Wyndham said, in


\(^{(1)}\)Because the Counsellors are so vital to the successful functioning of the educational system, it is felt that they should be trained at the expense and in the time of the Public Service Board and the Education Department.
1949, "dedication in the guidance workers is the key to successful guidance in education."(1)

New South Wales needs selection on the basis of these qualities for its Counsellors; then a University training as outlined. This would bring the positions of Counsellor into the realm of a real profession.

6. It should permeate the whole school system, administratively as well as theoretically; it can only do so if principals and the teaching and specialist guidance personnel are trained in the philosophy and methodology of individualized education.

This concerns guidance as an integrating principle.

It is clear from the study of the development of guidance in New South Wales that the present Director-General and the key officers of the Department of Education recognize the need for guidance principles and practices to permeate the whole school system before both education and guidance can be fully effective. So, guidance does permeate the top administrative levels.

With the introduction, in 1962, of the new system of Secondary education, based on the report, named for its Chairman, Dr. H.S. Wyndham, came a guidance-oriented curriculum. The whole approach to education which had brought about this

(1) This spirit is very evident in the whole attitude of the Chief of the Division of Guidance and Adjustment, M.E. Thomas.)
plan was closely linked with guidance and research. The "planned procrastination,"(1) which, as W.J. Connell pointed out in his "The Foundations of Secondary Education" is "the essence of good guidance work in the junior years of the Secondary school" can only occur, if teachers fully realise the significance of the guidance tasks. These guidance tasks are "larger, more complicated," and more serious in a comprehensive school than "in a segregated, selective school." Such tasks include "getting to know the boys and girls and helping them to select from the variety of courses available and adjusting the school programme to the requirements of the pupils."(2) Thus more trained people than ever should be actually associated with guidance in the secondary comprehensive schools of N.S.W. since 1962.

There is, however, a serious lack of training in the Teachers' Colleges of New South Wales, in the philosophy and practices of individualised education and guidance. That is, there is insufficient emphasis on the meaning of education as involving the individual, developing, adjusting personalities of pupils who need help, both indirectly(3) and directly.


(2)Ibid., p.76.

(3)By personality and intangible quality of teachers' standards, philosophy of life and character.
This is particularly true of the training of Secondary teachers, who are often viewed as teachers of English or Science or History — i.e. of subjects — rather than as teachers of pupils — (each a unique individual).

The main need for choosing teachers, as much for personality and qualities of character, as for academic qualifications becomes central. Then, the training of these students should be inspired by guidance principles and should give exercise in guidance practices.

The attitude of school Principals to Counsellors is not uniformly enthusiastic — in Secondary schools particularly. A condition for promotion to the position of Principal should be a guidance-oriented approach to school management and tone.

Mr. Thomas assured me that guidance-minded Principals are more aware of the need for expert help from Counsellors — they do not usually adopt the attitude of the typical British public school headmaster, that guidance and counselling are his prerogative, no matter how non-objective his methods may be.

Guidance does not permeate the whole school system, mainly because neither teacher training nor teacher promotion sufficiently involve guidance principles and practices.

7. It should enlist the interest and ability of all teachers, as well as counsellors

The Chief of the Division of Guidance and Adjustment has stated his agreement that a guidance programme should enlist the interest and ability of all teachers, as well as
Counsellors.

Mr. Thomas recognises, however, that until there is more definite training in Teachers' Colleges for all teachers in guidance principles and practices, the ideal situation will not be achieved. The other necessary requirement for implementation of this situation nearer to the ideal is that all Principals will provide and encourage a guidance atmosphere and tone in his/her school.

Teacher training at all levels would need to include a very practical approach to educational psychology. The course should include work on:

(i) individual differences;
(ii) the individual as a member of a group;
(iii) the continuity of growth;
(iv) motivation;
(v) learning;
and (vi) the teaching role.

These areas should be "covered," so as to produce "changes in the student teachers' perceptions and attitudes, rather than changes in knowledge only."(1)

S.S. Dunn made a most important suggestion - that the evaluation of students' success in the course should be made "in terms of later behaviour in the classroom, not in tests of knowledge in the college."(2) This would entail more

(2) Ibid., p.2.
recognition of guidance-oriented behaviour at inspection of teachers for certification and promotion.

If the Wyndham scheme of Secondary education is to be implemented satisfactorily in New South Wales State Schools, many teachers will be needed to assist and guide pupils in their choices of subjects, and the Counsellors will need to act as guides to the teachers, as individuals and to the staff as a group.

8. It should aim to make pupils and teachers more able to guide themselves (i.e. should not be mainly directive or concerned with differentiation)

This is one of the theoretical bases for guidance, as stated by the Division of Guidance and Adjustment - the view held stressing guidance as a learning process, involving each pupil's whole personality in continuous self-discovery and self-realisation and the counsellor's part being a non-directive one wherever possible.

However, in practice guidance in New South Wales Schools has tended to be more concerned with differentiation and has often been directive - especially, until recently, with regard to Secondary school placement.

The general policy of the Education Department concerning areas and Secondary school placement, has to be implemented by the Division of Guidance and Adjustment. Neither children nor their parents can really choose the Secondary school they desire - there is still direction, and the development of
Special classes and Schools for a typical children, while excellent for the extreme cases, has often been in danger of becoming a matter of administrative direction. This has applied especially to placement in General Activity classes. The future of these children, now marked as "Q.3" on their Pupil Record Card, will be watched with interest in the new Secondary School pattern.

The part played by the Counsellor in integrating the guidance activities of teachers within the schools needs to be strengthened. This may be done by reducing the number of schools for which each Counsellor is responsible - so that more time will be available for the Counsellor in each school - infant, primary and secondary. By group methods with each staff and by individual help, teachers should then be made gradually more able to assess and put into practice their guidance functions.

9. **It should be constantly engaged in a process of self-examination and research**

A close association between Research and Guidance in New South Wales has existed since 1935 when the Research Office was established. Methods of guidance have been constantly assessed by the Research Officers; and these officers have also been closely involved in assessment of the curriculum at every level of the School System. It has been engaged in a process of examination and research for the purpose of improving guidance (i) as a process; and (ii) as an integrating principle.
Lectures by Research Officers have, from the first year of Counsellor training (1946) been part of the course. These have concerned testing techniques, and the theory and practice of statistical interpretation of results. Counselors "in the field" are encouraged to carry out surveys and provide the Research Officers with material for assessment of any aspect of their work.

During the planning of the new Secondary Curriculum, as for many curricular changes since 1935, the Research Office has been involved in research and investigation.

Syllabus changes - especially in the Primary and Infants Schools - have recently been based on research by the officers of the Department. The method of teaching reading and arithmetic have been especially involved.

Research on the value and effectiveness of the actual methods of guidance and counselling need to be carried out. In fact there has been more research concerning guidance as an integrating principle than on guidance as a process. Thus we have the position in the Secondary schools, of a plan for a new Curriculum, which depends for its implementation on a continuous process of guidance - **BUT**, how this process of guidance is to function has not been planned. The Counsellors cannot do it alone (especially when they are responsible for so many primary schools); and there is the danger that real guidance for individual children may not exist. Teachers must be given more time and be better trained for these obvious responsibilities. There should have been in-service
training for suitable teachers before the Wyndham Scheme was introduced; and there should be special progressively more expert training in Teachers' Colleges for selected Secondary teachers, so that this new Comprehensive Secondary School plan can be effectively implemented.

Self-examination of guidance methods should have involved a planning of the best methods of utilising teacher-personnel in the new type of Secondary School.

The new "Guidance Course" is not sufficient - this is only information-giving and by teachers who often have no special training even in leadership or group dynamics - nor is there sufficient time set aside in a teacher's time table, even if she had the expertness, to follow this course up with personal counselling interviews.

10. **It should be involved in all educational reform**

Since the establishing of the Research Office in 1935, there has been a recognition by the administrative officers of the role of this office in instigating improved educational practices and finding methods of improving the relationship between the general pattern of the curriculum and pupils' abilities and interests.

Various curriculum-reforms - especially since 1950 - have all involved the guidance aim of catering for each child according to his individual abilities and helping him to adjust himself more effectively. The most recent reform at the Secondary level - involving a completely new attitude
to the curriculum as it affects children - provides the opportunity for the school to cater for individual differences and for each child to be involved, with help, in self-assessment and guided choices progressively through the school. The developmental nature of pupils' growth - mentally, emotionally, socially and vocationally - is partly met by the new guidance course in which teachers provide more information, so that pupils are able to make their own decisions, solve their own problems and make their own interpretation in the light of more knowledge of the whole situation.

Guidance, research and knowledge of child growth have been involved too, in many recent reforms in the Primary and Infants' school - and have resulted in the preparation of new reading and arithmetic books for use in the schools.

The strategic position of Dr. Wyndham, whose vital part in guidance and educational reform, must be recognized, has helped greatly to ensure that in New South Wales guidance as an integrating principle, is involved in all educational reform. Not unimportant in the widespread recognition of guidance and psychological principles as essentially involved in all reform, is the fact that many of the administrative officers under H.S. Wyndham, as Director General of Education, have come intimately under his personal influence, both at Sydney Teachers' College, during 1934\(^{(1)}\) and later in the Research Office and its guidance programme.

\(^{(1)}\)As a member of his Research Methods Group.
The establishing of this Research Office has in fact, brought "a new era" to the Education System of New South Wales - an era when guidance has become progressively more influential in all education reform - i.e. effective as an integrating principle - improving the school environment and atmosphere. Guidance is less effective as a functioning process, assisting pupils in all their decisions, problems and interpretations. Reform, under the influence of guidance principles, is necessary in the attitude towards the part teachers can play, should be better trained to play, and should be given programmed time to play, in the guidance process.

11. It should utilise all agencies of the wider community in its functions as a process and as an integrating principle

The development of special agencies to serve the community has been helpful in the extension of guidance services to the Schools. One of the main ideas involved in H.S. Wyndham's theory of guidance was that: (i) there were certain services which were the duties of counsellors to perform; (ii) that often their main function was to identify the problem and then refer the pupil to the appropriate special community agency.

From early in their activities, District School Counsellors have been able to refer suitable children for special treatment to such Community Agencies as -
Child Guidance Clinics
School Medical Service
Child Welfare Department
Vocational Guidance Bureau
Commonwealth Employment Office
Youth Welfare Advisory Committee

as well as the Department's own Educational Clinic, Special classes or remedial teachers.

The guidance offered to pupils in the New South Wales State Schools involves the utilising of any community agency which is likely to ensure suitable assistance; and the District School Counselling service also ensures for these agencies reliable case histories, effective contacts with schools and expert follow-up.

The liaison with the Vocational Guidance Bureau has been developed especially since the establishing of the Careers Advising System in 1941.

However, this community agency has recently been given the mandate to enter schools and

(i) administer its battery of vocational guidance tests;

and (ii) give vocational guidance interviews in the schools.\(^{(1)}\)

\(^{(1)}\)By 1963, 20\% of children in State Schools were offered the full interview in the school and it is planned to progressively increase this percentage. (Note: In small outlying schools, the Counsellors administer the V.G.B's battery of tests.) - Interview with M.E. Thomas, 30th Jan., 1964.
This appears to "cut across" the theory of guidance in the schools as a continuous process. The Division of Guidance and Adjustment views vocational guidance as itself developmental, and as being inextricably interwoven with the whole process of guidance. It is in danger of ignoring the developmental nature of vocational guidance itself - and of the fact that each facet of guidance is inextricably interwoven with other facets. To the Division of Guidance and Adjustment, guidance for a vocation requires a consideration of educational, emotional and social development, too.

The Public Service Board's decision is a far-reaching one - for it involves a recognition of the idea that it is easier for a Vocational Guidance Bureau officer to understand and interpret information supplied on Pupil Record Cards and to integrate this into their Vocational guidance, than it is for a School guidance officer to understand and interpret information supplied on brochures, pamphlets and guide books concerning the employment world and on a Career Card (Vocational Guidance Bureau tests). Considering the short period of training of Vocational Guidance officers, it does not appear that this recognition was justified.

Careers Advisers have lost their function. The alternative would have been for the Vocational Guidance Bureau to administer and interpret the tests and record results and recommendations - and for Careers Advisers to be given more specific training in the giving of Vocational guidance based on these results. The Careers Advisers, in fact, could well
have developed into Resident School Counsellors, and the Vocational Guidance Bureau would have remained the Special Community Agency providing expert information, to be followed up in the whole school situation.

Apart from this relationship with the Vocational Guidance Bureau, the Division of Guidance and Adjustment utilises the agencies of the wider community within the pattern of its own organization and theory of guidance as a continuous process.

Related to the comparative centralization of the educational and guidance planning in New South Wales is the comparative absence of community participation in guidance as an integrating principle. The Wyndham Committee certainly invited members of the general public, as well as representatives of various organizations, to present between 1953 and 1957, their opinions to the Committee investigating the education of adolescents; however, there is a mistrust of the general public's ability to make decisions on matters of policy, administration or of any of the professional aspects of education. This is part of the picture in New South Wales, which differs from the American educational picture, where local committees organize the educational system of an area and even "hire and fire" staff.

The Parents & Citizens Associations in N.S.W. do all they can to provide the "extras" (and sometimes the "essentials") of the modern school - but they are certainly not encouraged to take an active part in the professional aspects of the
This was recognised by R. Freeman Butts, when, as a Fulbright research scholar during the latter half of 1954 he studied Australian education. In his "Assumptions Underlying Australian Education," published in 1957, he pointed out that only a few persons, even within the professional staff, are considered qualified to make real educational decisions. Teachers and Headmaster are excluded - and certainly the public is excluded from decision-making. (1) This is part of a "basic lack of confidence in local community life" in Australia, claimed Freeman Butts.

C. A COMPARISON - ENGLAND, AMERICA AND NEW SOUTH WALES

In New South Wales the approach to guidance has been from two main points of view -

(i) the emphasis on tests for vocational guidance, which came first,

and (ii) the emphasis on the Counselling system as a means of offering guidance in every sphere of a child's life, which has developed steadily from a felt need.

The attempt during the late 1950's by the Education Department to extend its vocational testing programme - as an expression of its view of guidance as a continuous process

(involving various emphases - one of which may be vocational) has been prevented. A decision of the Public Service Board in 1960, gave the Vocational Guidance Bureau the responsibility for Vocational Guidance in the Schools completely from 1964. In effect, this decision is in sympathy with the English and European attitude, which links vocational guidance with the Ministry of Labour and Industry, whereas, the Education Department, by viewing guidance as continuous in all spheres of need, had followed the American view of seeing Vocational Guidance as basically an educational responsibility.

D. **WHITHER GUIDANCE?**

It is clear that considerable progress has been made in making guidance an integral part of the whole system of education in the state schools in New South Wales. The close link between research and guidance has been recognised since the establishing in 1935 of the Research Office.

**Guidance as an Integrating Principle**

As an integrating principle it has been involved, most recently in the new Curriculum in the Secondary schools - but it is perhaps disturbing to read in the "Organization of Secondary Education" memorandum that

"Determination of course and level of course will be made upon the basis of pupils' ability and interest in the judgment of principal and staff,"

although "due account will be taken of the wishes of parents."

(1)"Organization of Secondary Education" - "Arrangements for Form II, 1962" (made available to me by Mrs. Jean Moodie, District School Counsellor, whose "centre school" is .../-
This is rather a directive approach! The tendency apparent so far towards selection, and direction, as the main means of guidance must be avoided.

The "advanced" level, "elected" courses are designed "to meet the needs and challenge the capacity of the most able 25% of all the pupils likely to be studying the subject." (1)

Involved in this organization is a considerable amount of guidance-provided planning. The cumulative record cards, the guidance of the principal and staff of the Secondary School will be supplemented by the specialist insights of the District School Counsellors.

**Guidance as a Process**

Guidance as a process will need to be developed at the Secondary level much more than it has been so far. The ideal of a guidance-permeated school is more possible now than before the introduction of this less rigid curriculum. However, to make this a reality a new and broader conception of the teaching profession is necessary.

Improvements are needed:-

(i) in Method of selection for Teacher training;

(ii) in Methods of Teacher training;

(iii) in Criteria by which Teachers are judged for promotion.

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(1) *Ibid.*, Section (2).
Teachers

All teachers should be chosen on the basis of personality, emotional stability and an integrated philosophy of life as well as on academic qualifications. Teachers at all levels - Infant, Primary and Secondary - should be trained at University level for 4 years post-secondary work. This work should have a broad base, including a knowledge and appreciation of social sciences, natural and physical sciences, the humanities and arts.(1)

In all teacher-training there must be more emphasis on the principles and practices - of Guidance. In staff-promotion, ability to practise guidance principles should be a vital factor in determining worth.

Resident Counsellor-Teachers

After graduation and during a Diploma year in a Teachers' College, trainees who have a particular interest in guidance should be allowed to choose this as a special course, in lieu of one teaching "method". These teachers should be appointed as Junior Resident School Counsellors.

Each Secondary School should have at least two Resident School Counsellors, one in a "promotion" position.

The position of Careers Adviser should then be abolished - although present personnel and those who have been Careers Advisers should be given the opportunity in the "switch-over"

period, of attending "in-service" training in "Guidance" as Resident Counsellors, in preparation for their wider, more expert duties. The Resident Counsellors will also teach one subject.

The District School Counsellor System should be retained and extended. For appointment to these positions training should be by a higher degree, after a period of teaching. It might be a Master of Education in Guidance but should involve some practical work in Counselling. In the last third of the three year course some specific contact with the system of education in New South Wales in the Division of Guidance and Adjustment should be included. One day a week in the field with District School Counsellors and one day a week in the Division itself would be sufficient. The University should be involved in the choice of suitable teachers to undertake the course. There should be promotion opportunities to the level of Principal.

Research

An extension of research into guidance should especially concern follow-up of pupils advised — especially the talented. The danger that the new Curriculum may result in a loss of children of ability during the First Form must not be ignored.

The Encouragement of Talent

It is hoped that the introduction of the Comprehensive type of Secondary School course will not confuse the meaning of "average" and "normal". Children of outstanding talent must not be lost — and it seems necessary that some enrichment
for the talented in Form I is a necessary extension of the work of the Opportunity "C" Classes to the next level.

I would agree with D. A. Worcester when he wrote "No school should initiate a programme for above-average children on any level without definite consideration of what is to be done when the program(sic) is accomplished." (1) This view would confirm the claim made above that some special enrichment should continue in First Form for these gifted children in N.S.W.

It is essential that this new type of Secondary Education, which does not—(even in the remaining Selective High Schools)—follow a pattern of courses, but provides a separate, individual programme for each pupil—should nurture talent wherever it is. So important is education and the guidance of each pupil in America that, as we stated in Chapter 2, it has become a matter for National legislation in the National Defense Act (1958).

That Sir Robert Menzies has "reconstructed his Ministry to honour election promises to promote new education...." (2) is, it is hoped, an indication of the growing importance of education in Australia. He has "in effect" become "Minister for Education in his new Ministry of 25." (3)


(3) Ibid., p. 2.
Education and Guidance

The need is for pupils to be taught in the schools not only information but "to study for themselves and to develop an enquiring mind," as the Director of Secondary Education, Mr. A.W. Stephens stated at the 80th annual speech day at Sydney Boys' High School. Thus, the schools will "produce" boys and girls "capable of transition from school to university without finding themselves in a strange new world."(2)

A continuing dynamic approach to guidance, with a full use of available personnel, including teachers as well as specialists is necessary in the immediate future in New South Wales. Although differentiation will continue to be important as a first step in guidance, particularly for the a - Typical children, who need special education, the trend is towards an emphasis on social and group means of guidance wherever possible.

In New South Wales State Schools, guidance - as a process and as an integrating principle - has done much; but there is still much to be done. As society changes and as man changes so will the aims of education need to be reviewed in the light of guidance principles; and the more difficult and complex life becomes the more will guidance be needed as a continuous process helping to focus education on the individual pupil, while at the same time remembering that he is also a developing, adjusting social being. Perhaps in


(2) Ibid., p. 18.
New South Wales, with the development in de-centralization, community opinion may become more involved at the local school level in influencing both education and guidance. A closer integration between the school and society is a need. Then the school might become the centre of community life, as it is in America, where Guidance, in many States, permeates the whole system.
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5th year
Av. Age 16.10

4th year
Av. Age 15.9

Average ages are quoted in years and months as at the beginning of August, 1956.

NEW SOUTH WALES
SECONDARY SCHOOLS

LEAVING CERTIFICATE

INTERMEDIATE CERTIFICATE

Junior
High
Intermediate
High
Schools
Schools

Junior
Technical
High &
Home
Schools
Science
Schools

Home
Science
High

Agricul-
ultural

District
Rural
Schools
Schools

Central
Schools &
Post-
Primary
Classes

Primary
Schools

Primary Schools (six or seven years)
Appendix "B"
NEW SOUTH WALES
DEPT OF EDUCATION
ADMINISTRATIVE AREAS

Area Headquarters

1. Sydney Western........... Parramatta
2. South Western........... Wagga Wagga
3. Newcastle................. Newcastle
4. North Coast............... Lismore
5. Western.................... Bathurst
6. Southern.................. Wollongong
7. North Western............ Tamworth
### COMPARATIVE EDUCATION LEVEL IN THE AUSTRALIAN STATES

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#### Abbreviations
- STAGES
  - Commencement of Secondary Education.
  - Intermediate Certificate Level
  - Matriculation Level
- Consolatory Education
  - Tas: 6 - 16
  - W.A.: 6 - 15
  - V.I.C.: 6 - 14
  - S.A.: 6 - 14
  - W.A.: 6 - 14
  - Qld: 6 - 14

*N.B. Average ages are expressed in years and months at the end of July.*
HOME RECORD:

Parent's attitude towards school:

Study facilities:

Special features:

PHYSICAL DATA:

General condition:

Serious illnesses:

Special disabilities:

Other comments:

MENTAL TESTS:

School elected:

Vocational interests:

ATTENDANCE: Days absent:

<table>
<thead>
<tr>
<th>Grade</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st Term</td>
<td></td>
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<tr>
<td>2nd Term</td>
<td></td>
</tr>
<tr>
<td>3rd Term</td>
<td></td>
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</table>

SCHOOL RECORD:

<table>
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<tr>
<th>School</th>
<th>Date Enrolled</th>
<th>Date Left</th>
<th>Class Left</th>
<th>H.M.</th>
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</table>

Comments:
### PRIMARY EXAMINATION RECORD:

<table>
<thead>
<tr>
<th>Grade</th>
<th>Date</th>
<th>READING</th>
<th>COMPOSITION</th>
<th>SPELLING</th>
<th>WRITING</th>
<th>ARITHMETIC</th>
<th>HISTORY</th>
<th>GEOGRAPHY</th>
<th>AGGREGATE</th>
</tr>
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<tbody>
<tr>
<td></td>
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<td>JUNE</td>
<td>JUNE</td>
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<tr>
<td>Sixth Grade Assessment Record</td>
<td>English</td>
<td>Dictation</td>
<td>Writing</td>
<td>Mathematics</td>
<td>History and Geography</td>
<td>Total</td>
<td>Place</td>
<td>Inspector's Decision</td>
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</table>

**Hobbies and special interests:**

**Marked aptitudes in school activities:**

**Significant experiences outside school:**

**Teachers' opinion of personality adjustment:**

**Conduct in school:**

**COMMENTS:**

---

St. 16.04-2
# Secondary Record Card: Boys

**Name:**

**Sport:**

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<thead>
<tr>
<th>Year</th>
<th>Cricket</th>
<th>Tennis</th>
<th>Athletics</th>
<th>Swimming</th>
<th>Football</th>
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</thead>
<tbody>
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**Other Comments:**

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### CAREERS CARD, GIRLS

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<tr>
<th>Reg. No.</th>
<th>Surname</th>
<th>Christian Names</th>
<th>Date of Birth</th>
<th>School</th>
<th>Class</th>
<th>Year</th>
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<table>
<thead>
<tr>
<th>Address:</th>
<th>Phone No.:</th>
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<tbody>
<tr>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Father’s Name:</th>
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<tbody>
<tr>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Occupation:</th>
<th>Family:</th>
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<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Physical Data at Date of Leaving:</th>
<th>Height: ft. in.</th>
<th>Weight: st. lb.</th>
<th>General Condition:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Special Disabilities:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

### School Subjects

<table>
<thead>
<tr>
<th>Assessment</th>
<th>Intermediate</th>
<th>Leaving Certificate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Vocational Preferences:

(i) ...

(ii) ...

### Hobbies and Interests:

<p>| |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

Vocational and Educational Advice and Information given during Interviews:

...
<table>
<thead>
<tr>
<th>Date</th>
<th>Initials</th>
<th>Welfare Section Card forwarded to Youth Date of Leaving</th>
</tr>
</thead>
</table>

**CA. comment on prospects:**

**Name, address of employer:**

**Occupation entered:**

**Occupational Recommendations:**

**Level:**

**Type:**

**General Comments:**

**Comments on Personality:**

**Teacher’s Initials:**

---

**L.O.:**

---
APPENDIX "F"

A PLAN OF THE DIVISION OF GUIDANCE AND ADJUSTMENT.

NEW SOUTH WALES

DIVISION OF GUIDANCE AND ADJUSTMENT

Chief, Division
Guidance and Adjustment

Principal
Guidance Officer

Senior Guidance Officer
Voc. Guid.
Guidance Officer

Senior Guidance Officer

Senior Guidance Officer
Counsellor Training

Supervisor
Opportunity Classes

Senior
Guidance Officer

Chief Guidance Officer

Chief Guidance Officer
A-Typical Children

Senior Guidance Officer

Senior
Guidance Officer

Guidance Officers

Mental Survey Testers

Counsellor for Deaf

Counsellor for Deaf

Trainee Counsellors

Counsellors

Counsellors

Careers Advisers

Vocational Testers

District Guidance Officers

District Guidance Officers

From a chart supplied to me February, 1962, by Mr. M.E. Thomas.
APPENDIX G

A BRIEF SURVEY OF EARLY DEVELOPMENTS IN GUIDANCE IN OTHER COUNTRIES — GENERAL TRENDS

(1) GERMANY

In Germany vocational counselling has been given a pre-eminence over placement - but it is not considered to be the responsibility of schools. Keller and Viteles reported in 1937 that a group of counselors (sic) in training in Germany had been told that "it is fully understood that the tasks of vocational counseling do not constitute a school problem." During the discussion it was emphasized that although the school is the most important factor in vocational counseling, yet the tasks involved "belong to politico-economic and psychologically trained forces" outside the educational system. (1)

As early as 1908 investigations "concerning the state of Vocational guidance in Craft Chambers, Chambers of Commerce and Employment Exchanges" in Germany, led to the formation of a special committee on vocational guidance in 1913. (2)

Further developments in vocational counseling followed a significant conference convened by the Kartel in 1918. (3)

"Development of vocational counseling was so strong that in-

(1) F.J. Keller and M.S. Viteles, op.cit., p.126.
(3) F.J. Keller and M.S. Viteles, op.cit., p.124.
dependent vocational counseling bureaus were created and attached to the school organization. This happened shortly before the war in several of the large cities of the west," report Keller and Viteles.\(^{(1)}\)

After the war, 18th March, 1919, a joint edict was issued by the Prussian Ministers of Industry and Commerce, of the Interior of Science, Art and Popular Education, and of Agriculture, Domains and Forests, which not only laid the groundwork of vocational counseling in Prussia, but for the entire state organization of vocational counseling in all Germany.

A regulation of the Federal Office for Economic Demobilization "authorized the central state authorities to compel communities to set up vocational counseling and apprentice placement bureaus, emphasis being laid upon the point that these were to be public bureaus for the use of all."\(^{(2)}\)

This regulation also stressed the need for the vocational counselor to keep in touch with industry and to get advice from representatives of:

"trade, business, manufacture, agriculture, from official and state organizations, school physicians and from representatives of organizations for the care of youth."\(^{(3)}\)

However, the ministry under which the activity of vocational guidance is conducted in Germany reported that vocational counseling place in the first rank of importance the

\(^{(1)}\)\textit{Ibid.}, p.125.
\(^{(2)}\) \textit{loc. cit.}
\(^{(3)}\) \textit{loc. cit.}
most comprehensive economic knowledge, for example, persistent, exact, follow-up of vocational markets and tendencies, "which naturally the school cannot possess."(1)

From 1922 in Germany, all vocational guidance was given a legal status and all placement bureaus were held responsible for adequate counseling (sic) activities. In 1927 a federal department was set up and all local community employment bureaus were affiliated with it.

After Hitler came to power the Reich tended to co-ordinate public vocational guidance activities with the employment bureau; for economic, political and financial considerations.

"In a period when local budgets suffered severely from the depression," suggested Keller and Viteles, "this financial arrangement strongly influenced the communities in their decision to combine their vocational guidance offices, not with those of the educational or welfare authorities, but rather with the employment offices." This decision, whatever its reason, was fundamentally important in determining guidance developments in Germany. It was "a public expression of the opinion that there was a very close relation between placement and vocational guidance, and that economic, political, and labour considerations outweighed those of good psychological analysis of work motives."(2)

(1) Ibid., p.125. loc. cit.
(2) Ibid., pp.127-8.
It was claimed in 1937 that "by agreement rather than compulsion, all the employers in Berlin take only young people who have passed through the vocational guidance offices."

German official statements list the tasks of vocational guidance as:

1. The dissemination of information "on the wise choice of occupation and a more thoroughly grounded ethical conception of vocations among youth, among parents of children approaching working age and among people in general."

2. Through organized efforts, youth must be led into occupational life in such a way as not to cause injury to the social or economic structure through the overcrowding of some occupations and the undermanning of others.

3. Effort must be made to assure choice of occupation on the basis of the total aptitude of the young person as otherwise neither the individual nor the vocation itself will attain to the highest degree of efficiency.

4. Vocational guidance is responsible for the dissemination of all authentic occupational information with reference to economic and distributional relationships, to preparatory vocational training, to continuation education, to the legal regulations regarding instructions, and similar matters.

5. Vocational guidance must work toward the provision of suitable and efficient apprenticeships and other places for vocational training. It must promote and effect
employment in such places. It must also be vastly concerned with unlimited and effective training of teachers.

6. All the measures taken by vocational guidance must concern girls as well as boys. (1)

German vocational guidance had "four toots," as Keller and Viteles, suggest -

(i) Employment offices for apprentices,
(ii) Vocational counseling of women,
(iii) School vocational counseling,
and (iv) Psychotechnical procedures. (2)

However, it is most obvious that as soon as vocational guidance really began to spread and was regulated by law, the part which must necessarily be played by schools was immediately confined within certain limits so as to prevent the schools from monopolising guidance. "(3) A number of legislative provisions, including decrees in various parts of Germany were enforced from 1920. These without exception "deny in principle, the right of schools to monopolise vocational guidance, and even forbid them to do so."(4)

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(2) F.J. Keller and M.S. Viteles, op.cit., p.123.


(4) Ibid., p.43.
OTHER EUROPEAN COUNTRIES

Generally speaking, vocational guidance in Europe may be said 'to have sprung' from two sources:—

(i) The Employment Bureaus;

(ii) The Vocational Guidance Offices (or Psychotechnical Institutes of Psychological Laboratories.)

By 1927 the number of official and private Vocational Guidance Offices was:

<table>
<thead>
<tr>
<th>Country</th>
<th>Vocational Guidance Offices</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Official</td>
</tr>
<tr>
<td>Austria</td>
<td>3</td>
</tr>
<tr>
<td>Belgium</td>
<td>3</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>8</td>
</tr>
<tr>
<td>Denmark</td>
<td>2</td>
</tr>
<tr>
<td>Estonia</td>
<td>1</td>
</tr>
<tr>
<td>Finland</td>
<td>2</td>
</tr>
<tr>
<td>France</td>
<td>5</td>
</tr>
<tr>
<td>Germany</td>
<td>103</td>
</tr>
<tr>
<td>Great Britain</td>
<td>2</td>
</tr>
<tr>
<td>Greece</td>
<td>1</td>
</tr>
<tr>
<td>Hungary</td>
<td>5</td>
</tr>
<tr>
<td>Italy</td>
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<td>Latvia</td>
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<tr>
<td>Lithuania</td>
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<td>Norway</td>
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<td>Poland</td>
<td>6</td>
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<td>Portugal</td>
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<tr>
<td>Rumania</td>
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<tr>
<td>Spain</td>
<td>3</td>
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<tr>
<td>Switzerland</td>
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<td>U.S.S.R.</td>
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<td>Yugoslavia</td>
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</table>

After the 1914-18 World War it was felt that "victory in industrial and commercial competition between nations would fall to those who made the best use of the human resources at their disposal. Thus, all elements of the population were drawn behind both the movement for organized vocational guidance and the search for systematic, scientific techniques for use in this program." (1)

As a result of this there was an upsurge of Vocational Guidance development throughout the world, each country adapting it to its own social, economic and educational needs.

(a) France

In France vocational guidance proper commenced towards the end of the 19th century. "From the start some of its features were economic and social." The idea of vocational guidance was early associated with the movement for pre-apprenticeship - first in the building, and later in the plumbing trades." (2)

(b) Spain, Denmark, Sweden

Vocational guidance commenced in Spain in 1915, with advice and help to apprentices; in Denmark in 1932, and in Sweden in 1925 - although Sweden was slow to introduce any psycho-technical or medical tests.

(1) F.J. Keller and M.S. Viteles, op.cit., p.294.
(2) Problems of Vocational Guidance, op.cit., p.6.
(c) Belgium

It was in 1909 that a vocational guidance movement was started in Belgium by the Association for Paedotechnics. "The objects of this Association," states the International Labour Office Report, "included the training of young persons for social life, the protection of apprentices and the placing of young workers." Arthur Nyns formed a section in Brussels, "which functioned as an apprenticeship exchange and inspection service." In 1911 this organization in Brussels became an Intercommunal Vocational Guidance Office for young people of both sexes in the Brussels District. (1)

In Belgium, the "most densely populated and the most highly industrialized country in Europe," education is free and compulsory up to fourteen years of age. There are primary, intermediate and higher schools; vocational education being found at the intermediate and higher levels. Guidance activities occur in connection with school leaving at or about the 14th year. (2)

The unemployment of the early 30's was met in Belgium by keeping unemployed young people at the schools until the end of the scholastic year in which they reach the age of 16.

(2) F.J. Keller and M.S. Viteles, p.448. op.cit.
Holland

In Holland, however, the vocational guidance offices "provide occupational information, give individual guidance, carry on placement activities and follow-up to some extent the persons to whom assistance has been given. Only a few bureaus have testing programs. The school record card is used regularly," write Keller and Viteles, in 1937. (1)

Some private laboratories, such as that of J. Luning, Prak had been founded by this date. Prak claimed his methods "so far as the school is concerned," to be "most closely related" to those of Terman, and "so far as industry is concerned, to that of the National Institute of Industrial Psychology."

Features of his work by 1937 were:

1. He used the Stanford revision of the Binet test.
2. He had translated the National Intelligence Test into Dutch.
3. He gave one-half to a whole hour to consultation with parent and child, during which he took the family history etc., and then gave tests.
4. He varied the tests according to the subject.
5. He was in the habit of constructing a psychograph in which the space allotted to each test was proportioned to the value of the test, the height of the line corresponding to the score obtained.
6. He also acted as consultant to a large electrical manufacturer, testing over a thousand families employed in

(1) Ibid., p.442.
Philips' factory. (He has found striking similarities in the psychographs of various members of the same family.) In 10 to 12 years he has dealt with 70,000 cases. (1)

There is no national system of vocational guidance and no legislation authorizing or controlling the guidance offices that do exist.

The schools in Holland are under Secular, Protestant or Catholic auspices, as are the vocational guidance offices. There have been organized three national societies, each corresponding to one of the three types of school. (2)

(3) RUSSIA

In September, 1959, appeared an article by Gertrude Zemon Gass. This article on "Guidance in Russia" outlines her impressions of the place of guidance in Russian schools. It appeared to her that there had apparently been acceptance of "certain foreign psychological theories and concepts" in the first years "following the October, 1917 Revolution." (3) During this period "pedologists whose training included a combination of child guidance and developmental psychology were employed" in the schools, and in industry.

In 1936, however, the Central Committee of the Communist

(1) Ibid., pp.442-444.
(2) Ibid., pp.440-441.
party passed an official resolution which barred the use of individual testing of the school pupils and vocational guidance.

"In this resolution, which was officially called 'On Pedological Distortions in the Commissariats of Education' it was pointed out that errors had developed in school policy because the pedologists had been allowed too much responsibility... It deplored the fact that the organization of pedologists in the schools existed side by side with the teaching personnel and yet remained independent of the teachers, and also condemned pedological practice as being basically founded on pseudo-scientific experiments and concerned with 'an endless number of senseless and harmful research questionnaires and tests'." (1)

This article quotes from a book by the Russian psychologist, A.A. Smirnov (1957) which confirms the "continued rejection" of testing in Russia. Smirnov wrote:

"Since psychic processes depend upon the activity during which they take place, it is impossible to establish any universal standards applicable to particular age levels... tests based on universal standards, and designed to ascertain the adequacy or inadequacy of a child's development are, therefore, unacceptable... If a child's psychic development is to be correctly judged, it is necessary to study him under conditions which create the necessary motivation for the activity and a definite attitude towards it." (2)

Smirnov says that it is impossible to differentiate between motive, attitude and ability. For example, a child learns to memorize better during play than in a formal classroom situation. Professor Smirnov says that Russians think that all attempts to measure born-giftedness (innate intelligence) of humans are impossible, for they feel that one

cannot measure innate mental abilities but can only use a method of testing memory.\(^{(1)}\)

The Russians are also reported by Gertrude Gass to reject the possibility that unsuccessful pupils may have emotional problems which impede the learning process. They are said to show 'intellectual passivity,' in the words of the Russian psychologist, Slavina. Intellectual passivity is considered to be a negative attitude to intellectual work, caused chiefly by incorrect mental training.\(^{(2)}\)

Gertrude Gass reports that "Smirnov, in referring to Slavina's work, also notes that 'intellectual passivity' can be overcome by organizing the child's mental activities along certain lines." "Thus," as Gertrude Gass points out "... school failure, considered in many cases a counseling problem in the United States, is a pedagogical problem in Russia and is handled in a strictly educational manner."\(^{(3)}\)

\(^{(1)}\)Gertrude Zemon Gass, \textit{op.cit.}, p.35.  
\(^{(2)}\)\textit{Ibid.}, p.35.  
\(^{(3)}\)\textit{Ibid.}, p.35.
THE COMMONWEALTH OFFICE OF EDUCATION
Dec., 1949
(From "The Education Gazette", Vol. XLIII No.12, 1st Dec., 1949 - P.449)
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U Book for 2 weeks after due date.

Stack Book (not periodical) for two months after due date.

074171 25.01.1967

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