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A descriptive and comparative study of the school adjustment counsellor program in the commonwealth of Massachusetts and in the communities of Waltham, Malden, Brookline, and Northborough

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BOSTON UNIVERSITY
SCHOOL OF SOCIAL WORK

A DESCRIPTIVE AND COMPARATIVE STUDY OF THE SCHOOL ADJUSTMENT
COUNSELLOR PROGRAM IN THE COMMONWEALTH OF MASSACHUSETTS AND
IN THE COMMUNITIES OF WALTHAM, MALDEN, BROOKLINE, AND
NORTHBOROUGH

A thesis
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In Partial Fulfillment of Requirements for
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CHAPTER I
INTRODUCTION

Purpose of the Study

This is a study of the development and operation of the School Adjustment Counsellor program in the state of Massachusetts and of the development and functioning of school social work programs in the communities of Waltham, Malden, Brookline, and Northborough. It is the purpose of the study to trace the development of the state program and to describe and contrast the programs in the four local communities from the standpoint of their development and current operation. The study brings together much information about the state and local programs which has never before been readily available and which, it is hoped, will be of value to both students and practitioners in the field of school adjustment counselling.

Historical Background of School Social Work

American interest in School Social Work and Home Visiting dates back to the turn of the century. Interest was first fostered outside the school system by citizen groups, anxious among other things to bridge the between immigrant son and daughter and the school, and supplement the work of existing social agencies in the community through the school setting. Hartford, New York City, and Boston all utilized the services of Home Visitors as early as the school year 1906-07. While these Home Visitors did not regard themselves as practitioners of psychotherapy, the worth of their social casework orientation soon became apparent. In 1913, Rochester, New York was the first city to make the Visiting Teacher
a regular employee of the school department. Hartford, Connecticut
followed suit in 1924 and by the late 1930's such urban centers as
New York City and Chicago had made home visiting an integral part of
their school systems.

In 1919 the American Association of Visiting Teachers was
organized. Two years later a National Committee of Visiting Teachers
organized a nation wide demonstration financed by the Commonwealth Fund.
At that time the special interest of this Fund lay in the field of
child study and the prevention of juvenile delinquency. Funds were made
available to place trained Visiting Teachers in thirty carefully selected
communities throughout the United States, provided the local schools
shared in the expense. Needless to say this experiment helped tremendously
to demonstrate the efficacy of School Social Work.

Recognizing that war time conditions were accentuating pre-
delinquent and delinquent behavior in the schools, the city of Boston
established a Division of Juvenile Adjustment in 1945 to provide Home
Visiting service and counselling to emotionally disturbed and socially
maladjusted students.

The state of Illinois, in 1945, activated the Illinois Plan
of Special Education for Exceptional Children by which the state reimbursed
public school districts for the classes, and for services for certain
types of exceptional children. The services for exceptional children
placed decided emphasis on the Visiting Teacher.

The need for Visiting Teachers has been realized in different
ways by different communities; i.e., the Attendance Department in some;
in others by the desire to promote better Guidance Departments, or to
improve scholarship, or to prevent retardation. In all communities, however, it was realized that neither the principal nor the teacher, nor even the guidance counsellor could be all things to all children, and that someone was needed to provide a liason between the home, school, playground, church and community. The other school personnel, despite their awareness of individual need, must from the very nature of their duties, focus on the group. On the other hand, the School Social Worker had the child referred as his client for which no other consideration should be subordinated. The unique relationship between Visiting Counsellor and counsellor enabled growth and change not otherwise possible.

Verner F. Robinson, Principal of the Lexington Junior High School in Waltham utilized the services of a Counsellor under the name of Home Visitor. He writes:

In the years past, the school principal could feel confident in his role of family adviser, social worker, psychologist and youth counsellor because the problems in school seemed to fit into neat categories and were rather adequately solved, but now this confidence is gone...we have problems in school today which are so varied and complex that they exceed my understanding and make me feel inadequate and doubtful about my procedure. Yet I must make decisions, as I am an administrator, but I like to feel that what I am doing in these situations is for the best interest of the child as well as for the school. Therefore I appreciate the thinking and the service of the home visitor, trained in social work, so that I might feel right within myself about the way I handle those difficult problems we have in school today.

The Commonwealth of Massachusetts passed an Act to Strengthen the Activities of Cities and Towns in the Prevention of Juvenile Delinquency in August, 1955. This act provided reimbursement for those cities and towns interested in employing a School Adjustment Counsellor for primary and elementary grades.

Home Visiting gradually developed from a purely social work oriented profession to one where equal emphasis was placed upon the importance of training and experience in social work plus teaching. In most areas of the country the pendulum has gradually swung back until social work training has again gained priority as preparation for a Home Visitor.

In September, 1959, Boston University and Boston College Schools of Social Work offered their first field work placements in school systems. At its National Convention at Atlantic City in June, 1960, the National Conference of Social Welfare is offering sessions on the use of group work and community organization techniques in school social work. It seems that a new concept is gradually developing. Training for generic social work may not be ample preparation for a school social worker. Specific placement in school setting with training in casework with children, group techniques with students and parents, and community organization methodology, all may in the not too remote future, be expected of a prospective school social worker.

Current Trends in School Social Work Practice

Although little research has as yet been done in the area of school social work, during the past decade or two numerous articles have
been written discussing the various aspects of the field. This seems to have been a period during which the school social workers have been seeking definition and clarification of their role and attempting to justify the need for social work service within the structure of the public school systems.

There are several issues which have been discussed frequently in the literature. There appears to have been no conflicting opinions as to the appropriate focus of school social work and many writers have emphasized the need for the service to be child-centered. Ray Graham has stated, "The focus of school social work must be the school child, the social and emotional adjustment of this child in the school situation." Not only must the service be focused on the school child, but it must also center around school problems. The problem may be focused around the child's personality or behavior, his school adjustment, or home conditions which effect the child and interfere with his adjustment at school.

Much thought has been directed to the definition and discussion of the role and function of the school social work program. Some visiting teachers have been interested in becoming involved in a broader community responsibility which would extend outside of the casework field. Other school systems provide intensive psychological treatment to children on a regular basis. Some school systems have also utilized school social workers to provide both psychological therapy and organized recreation where the community is lacking in such facilities. Edith M. Everett

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2 Ray Graham, "This I Do Believe," in Helping the Troubled School Child, p. 9
3 Grace Lee, Helping the Troubled School Child, p. 33.
feels that a school social work program can be most helpful by limiting its professional responsibility to providing casework within the school. She adds that by clearly defining their service, school social workers will find their program will be better accepted and used by parents, children and teachers. School social workers will accomplish less in the long run by trying to meet all needs and can be more effective in meeting community need by pointing out and illustrating the need for community facilities to provide the necessary services. 4

At the National Conference of Social Work in 1949, Florence Poole described the responsibilities of a school social worker as follows:

The school social worker carries the primary responsibility for the social worker service in the school. In order to offer a service that has validity in this setting, she must understand and accept the function of the school. She must be able to determine which needs within the school can be appropriately met through social work service. She must be able to develop a method of offering the service which will fit in with the general organization and structure of the school but which identifiable as one requiring social work knowledge and skill. She must be able to define the service and her contribution in such a way that the school personnel can accept it as a service which contributes to the major purpose of the school. 5

The development of social work services in the public schools has increased rapidly and is important to the total social work profession. Legislation providing for and supporting social work programs in the schools provides the opportunity for the development of one of the largest public services for children in the country. Originally school social


work programs were provided by outside groups. However, now we see the schools including the social work services as an integral part of the school system. There continue to be differences as to where the service fits into the administrative structure of the school. In some schools the worker is part of a child guidance clinic offering psychiatric service to school children, in others she is a part of the attendance or guidance department. Increasingly the social worker is being considered a member of the school staff and works with administration and other staff members in developing program policies, and procedures. It is important that the school social worker be able to recognize and accept the contribution of the other teaching professions as well as other professions being able to recognize social work contributions. The need for mutual acceptance is clearly spelled out by Ray Graham.

The school must not accept school social work as a tool to be used in ways not acceptable to the profession of social work. And social workers must not use the school merely as a locale for 'plying their trade' without regard for the purpose of the school. Only from this understanding can come mutual acceptance.

Many authors have discussed the specific content of school social work and the functions of the school worker. John J. Alderson has summarized the functions of school social work into five categories:

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6 Ibid., pp. 46-48

7 Graham, op. cit., p. 11
creative inter-professional relationships with teachers, principals and other school personnel; casework services to parents; cooperation and work with other social agencies; and interpretation of the program to the community.

Another issue which has drawn frequent discussion and comment is the training and qualifications of school social workers. Requirements vary greatly from state to state. All states require some courses in social work but many place more emphasis on training and experience in teaching. Some states feel that social work training is necessary and desirable and there is some preference for training in school social work. One of the factors which has played an important role in the issue of training and experience of social workers in the school is the shortage of trained workers. However, it appears that increasing emphasis is being placed on the requirement of a master's degree in social work and training and casework experience with children, in the school setting when possible.

The vast differences in training and experience among social workers in the school has resulted in confusion in identity as illustrated by the numerous titles by which the social order is known in the various school programs. Such titles as "visiting teacher," "visiting counsellor," "school counsellor," "school social worker," point out the confusion which exists in relation to purpose and functions of the service. An interesting

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The writers of this study will describe the history and development of the School Adjustment Counsellor program in the Commonwealth of Massachusetts. They will also describe the School Adjustment Counsellor programs which are in operation in four local communities, Waltham, Wellesley, Brookline and Northborough. The particular communities in this study were chosen because each community has a writer of this study serving her second year field work placement under the supervision of one of its School Adjustment Counsellors. The fifth writer is at present a School Adjustment Counsellor who is completing his thesis requirement for his Master of Science in Social Service degree. The description of the programs in these communities will be in terms of their development, administrative structure and present functioning. The writers will also compare and contrast the four programs in terms of their development, administrative structure and present functioning.

Research Questions

In order to describe the above aspects of the School Adjustment Counsellor program in the four communities studied, the authors sought answers to the following questions: What is the nature of the communities in which the program is operating? What earlier programs preceded the...
the School Adjustment Counsellor program? Where did interest in the program initiate? What factors were seen as establishing need for the program? How was the idea received in the community? What was the basis for selection of personnel, how were early goals established and how was the Counsellor's role defined? What is the place of the Counsellor in the administrative structure of the school systems? What are the referral procedures, including the source and type of referrals handled by the Counsellor? What are the methods of treatment? How are the parents, community agencies and special school services utilized by the Counsellor? What factors in the communities have influenced the development and operation of the programs?

Method of Study

This study uses the comparative case study approach for the four communities. The writers have included material obtained through interviewing, reading, and their own informal observation as well as participation in the programs. Comparable information has been obtained from the four communities through the use of a schedule. A copy of the schedule is included in the Appendix. This schedule included the following topics: Description of the Community; Forerunners of the Program; First Steps in Implementation; Reactions; Action Taken by the School Committee; Selection of Personnel; Referrals, Source and Handling; Establishment of Treatment Plans; Working with Parents, Community Agencies, and Special School Services. Insofar as possible, the material on the development of the state program was obtained through the use of a similar schedule.
Data Collection

Data for this study was obtained through the use of interviews with key persons involved in the setting up and operation of the programs, records of school committee meetings, Town Reports, newspaper articles and editorials, Chamber of Commerce bulletins, monthly reports of the School Adjustment Counsellors, referrals cards, legislative memoranda and reports of the early Home Visitors.

Interviews about the State Program were held with: Director of Division of Youth Service, State Supervisor of School Adjustment Counsellor program, Executive Secretary, Massachusetts Conference of Social Work, two early Home Visitors, Director of Division of Juvenile Adjustment of City of Boston and Supervisor, Vocational Rehabilitation.

Interviews for the Chapter on Waltham were held with: the Superintendent of Schools, the Director of Guidance, the present School Adjustment Counsellor, the initial School Adjustment Counsellor, and other key persons instrumental in setting up or operation of the program.

Interviews for the Chapter on Malden were held with: the Superintendent of Schools, former School Committee members, present School Committee members, present School Adjustment Counsellors, initial School Adjustment Counsellor, and other key people actively interested in the initial development of the program.

Interviews for the Chapter on Brookline were held with: the Superintendent of Schools, the Assistant Superintendent of Schools, Principals, Secretary to the Superintendent of Schools, School Committee members, members of Council for Public Schools, Director of Child Placement and the present School Adjustment Counsellor.
Interviews for the Chapter on Northborough were held with: the Superintendent of Schools, Principal of the Elementary Schools, members of the former Community Council, former Chairman of the School Committee, and present School Adjustment Counsellor.

Scope and Limitations

One of the major limitations of this study relates to the size of the sample. Only four communities were described and contrasted and the kinds of conclusions which can be drawn are limited by the small size of the sample. The authors are well aware that the communities studied are by no means representative of all communities served by School Adjustment Counsellor programs and that therefore, no general conclusions can be drawn about the nature of School Adjustment Counsellor programs throughout the State. Since the number of communities is so small we can do no more than suggest tentative ideas about differences and similarities among programs and about the kinds of factors which have contributed to them. The fact that all the communities studied employ social workers as their adjustment counsellors is also a limiting factor as programs administered by individuals trained in guidance or education may be of a somewhat different nature. Nevertheless it is felt that some feeling can be gained from the four case studies of the more important general aspects of most Adjustment Counsellor programs.

Since a great deal of the material on which the studies are based was obtained through interviews about events which happened from one to twelve years prior to the time of the interview it would seem inevitable that much information has been lost through failure of recall. In addition the information that was available must often have been distorted by the
passage of time. Furthermore, some of the key persons in the establishment of the programs were not available for interviewing because of death or absence from the community.

The writers also recognize that their own roles as student workers in the programs which they were describing may have affected the nature of the material which was provided to them and the attitudes which were expressed about the programs. It is also likely that the recall of persons interviewed regarding their earlier feelings and ideas concerning the School Admustment Counsellor program have been distorted by the passage of events and their changing relationship to and familiarity with the program. The authors have attempted to minimize the effect of these factors by interviewing as many persons as possible and tracing down conflicting reports and opinions.

Because of their student role the authors were also limited in the amount of time which they had to devote to the study.

During the course of the interviewing, certain kinds of information were communicated to the writers which they were asked not to include in the study. These requests for confidentiality have been respected but by so doing the basic facts regarding the programs have not been distorted.

Despite these limitations it is felt that the study presents a reasonably accurate picture of the events which led up to the establishment of the programs and fairly clear picture of the major aspects of their current operation.
CHAPTER II
EARLY VISITING COUNSELLOR PROGRAMS IN MASSACHUSETTS

Introduction

In describing the historical background of Home and School Visiting in Massachusetts, time and space limitations demanded an arbitrary selection of programs existing prior to the present School Adjustment Counsellor program. It is realized, however, that Home and School Visiting programs have existed at various periods in a number of Massachusetts communities.

In programs in Boston sponsored at first by neighborhood committees and later by the Home and Visitors Association were so far as can be ascertained the pioneer Home and School Visiting programs in Massachusetts. The Juvenile Adjustment program in Boston deserves major consideration because of the influence of the "Hub of the Universe" throughout the Commonwealth. It was also felt significant to illustrate the role of the home visitor in a community other than the capital of Massachusetts. Lynn was chosen because of the availability of its earliest home visitors.

A more detailed study of Home and School Visiting in Massachusetts might describe the efforts of the state-wide Continuation Schools to maintain effective liaison between home and school. The Continuation Schools which sponsored an academic and vocational program for school drop-outs under the direction of the state Division of Vocational Education did have a home visiting responsibility. Unfortunately time limitations imposed upon teachers charged with the added task of home visiting made limited goals mandatory.
Waltham should be recognized as having the only program originating before 1955 which has continuously been School Social Work oriented. The Waltham program will be historically traced in the chapter on School Adjustment Counselling in that city.

**Pioneer Home Visitors**

School social work in Massachusetts had its beginning in Boston during the 1906-07 school year with the addition of a home visitor to the staff of the Winthrop School on Tremont Street.¹ The impetus for this new school concept came from the findings of a South End Neighborhood Club leader investigating the problems of sickly neighborhood children. During the course of the study it was necessary to visit a number of schools and the need for more effective liaison between the home, school and settlement house became quite apparent.

The Public Education Association of New York was at this time paying the salaries of home visitors in New York, a sub-committee of the Women's Educational Association of Boston induced one of the visitors to come to Boston.² Permission was sought from the Boston School Committee to allow the Women's Educational Association to sponsor a home visitor in the Winthrop School.

Enthusiasm about the experiment at the Winthrop School was so marked that within a year a second independent committee was formed to sponsor a visitor in a North End School. Other committees were soon formed and by 1951 twenty visitors were functioning in the grammar schools

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of the North, West and South Ends, and in the Girls' High School. Each of these committees worked independently and engaged in its own fund raising drives. Benefits were given and private donations solicited.

Any principal hearing about the service and wishing to have it in his school could seek permission from the School Committee. The School Committee after making an evaluation of the particular situation made it "crystal clear that it was up to the principal to pull the chestnuts out of the fire if the program backfired." Some schools during this early period were able to enlist the help of Home Visitors from the staffs of neighborhood settlement houses which continued to pay the salaries of their social workers while on loan to the schools.

The Home Visitors or Visiting Teachers employed by the various committees were selected because of their working experience as social workers. "The Visitor brought to the school a new skill and point of view, i.e., looking at the whole child." Apprenticeship was viewed as one of the best preparations for a social work career and many college graduates entered the field in this manner. Schools of Social Work were just beginning to come into existence during this period so the worth of formal academic training had yet to be evaluated.

Mrs. Katharine Ware Smith, pioneer Home Visitor at the Winthrop School, submitted a report at the conclusion of her first school year in June, 1908. Quoting directly from the report would seem to be the

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3 Interview with Marenda Prentis

4 Ibid.
best way to illustrate how these early Home Visitors functioned and what types of cases were referred.

During the last eight months, i.e., from November 1, 1907, to the close of school, June, 1908, three hundred and forty-four children; over one fourth of the whole number enrolled in the district, have been referred to the Visitor, almost all of them by the school (principal, nurse, teachers, or truant officer). The 'complaints' or occasions of reference have varied in importance from slight irregularity in school attendance to suspected immorality.

Frequently the underlying cause of the trouble is that the child's home pulls him in one direction, his school in another. His teacher tells him he must get to school before nine o'clock, his mother sends him on an errand that keeps him till five minutes past nine. This divided allegiance bewilders his moral sense. The teacher, not knowing of his confusion, is forced to judge him by school standards, forced to be unfair, which is as unjust to her as to the child. A few stories* will suggest the variety of problems which present themselves.

Little Mary Deraney, Syrian and six years old, is sulky and sullen and she steals. A visit to her parents and relatives discovers them to be quite superior people but terribly down on poor little Mary, whom they denounce as a bad girl. They don't know what to do with her; they know she steals, and it's a disgrace to them; they beat her, but it's no good. So the Visitor explains that no little girl of six can be bad; that they have no right to call her bad, that that doesn't help her; they must try loving her and encouraging her. The home is explained to the teacher who conspires with the Visitor to put heart into Mary. Her whole attitude changes, her expression brightens, and the stealing habit seems to melt away.

Angelina Conti is thirteen years old. She exasperates her teacher because she is constantly tardy, frequently absent and never alert or quick in her recitations. She seems to lack ambition, she will have to be dropped into a lower grade unless something can be done to brace her up. The Visitor is sent to see the home. She finds that Angelina is the oldest of nine children and that the family lives in three rooms. The burden of the family seems to rest upon Angelina, who must wash the clothes every afternoon.

* The names are changed.
when she comes home from school, and go for the baby's milk before school in the morning. Angelina is a perfectly compliant, patient little soul. She has a headache most of the time, but expects to do all that her mother asks of her. She hopes that the teacher won't 'degrade' her.

The Visitor urges Mrs. Conti to send a younger child for the milk in the morning so that Angelina can come promptly to school. The headaches are reported to the school nurse who sends Angelina to the hospital for much needed treatment. The whole situation is explained to the teacher who gladly promises to send Angelina home promptly in the afternoon so that she may have time for her housework. There is a much better understanding between Angelina and her teacher, her health improves, she comes more regularly and keeps her class.

Mary Mooney, ten years old, writes vile words on the basement wall and plays truant. Several calls at the home convince the Visitor that the poor little mother is insane and in no way fit to cope with her daughter. The nurse from Denison House calls at the Visitor's request and corroborates her suspicions. The next thing is to consult the district secretary of the Associated Charities who proves to have known three generations of the Mooney family, and is not surprised at the report of the Visitor. She sends an alienist to the house and asks the Society for the Prevention of Cruelty to Children to stand ready to take Mary if the mother is committed. The commitment is delayed by an appeal until after a hearing and an uncle, a depraved drunkard, living in a suburb, gets possession of Mary. Fortunately, however, she has to appear again at school for her transfer card and once in the principal's office she is held until the Visitor is summoned and has had time to communicate with the Society for the Prevention of Cruelty to Children. Mary is then persuaded to go with the Visitor to meet the agent of the "Society" and the three together proceed to the juvenile court. The mother is finally sent to an asylum and little forlorn Mary is put into a Home, where, it is believed, the good Sisters will teach her to forget and give her a new start.

Josephine McGrath is transferred in the middle of the year to the Winthrop School. She is so deaf that her teacher can accomplish nothing with her. The headmaster decides

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5 A Psychiatrist who specializes in giving legal advice.
to have her transferred to the Horace Mann School, and sends the Visitor to explain matters to the mother. Mrs. McGrath proves to be a poor, ignorant, nervous woman, much prejudiced against the Horace Mann School. No child of hers 'shall ever darken its doors.' The Visitor persuades Mrs. McGrath to visit the school with her. The next day Josephine is invited to do the same. On the third day she is entered as a hopeful pupil, and the Visitor learns from the principal of the Horace Mann School that they have been trying to get hold of Josephine for two years, but all their efforts have hitherto been frustrated by the stubborn resistance of the mother. The principal has probably never had anybody before who could devote three consecutive days to effecting the transfer. She wishes they had a Home Visitor at their school.

No statistical report of social work can stand without some explanation. Hence in the following summary of complaints followed up, it must be understood that 'complaints' means the cause for referring a child to the Visitor. The classification of complaints is necessarily rough and not at all exclusive. To illustrate: The Visitor stops at the school some morning and finds that Ruth S. is absent. This complaint would classify the case of Ruth S. under 'attendance,' but the first or subsequent visits in the home may reveal ill health, poverty, and other unfavorable home conditions which would involve three other groups in the classified list.

Neither does the statement that one hundred and seventy-four girls have been referred during the year from the grammar grades (Winthrop and Warrenton St. Schools) throw much light upon the number of visits or persons involved. A few of these complaints have led to but one call, many of them have demanded dozens of visits in the home and as many outside calls. At least one case has required over fifty visits and interviews. There are days on record when the Visitor has made thirty calls, including home calls and others in schools, etc. Records have been kept of one hundred and sixty-two grammar school cases. The records of the primary school cases are not on file. A rough summary at the end of the first four months of work in the primary school will suffice to indicate the work there. If brought up to date these cases would number one hundred and seventy.
### 130 cases classified according to (a) complaint, (b) nationality

<table>
<thead>
<tr>
<th>Complaint</th>
<th>Nationality</th>
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</thead>
<tbody>
<tr>
<td>Attendance</td>
<td>Assyrians</td>
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</tr>
<tr>
<td>Truancy</td>
<td>Italians</td>
<td>1/4</td>
</tr>
<tr>
<td>Personal appearance</td>
<td>Irish or Irish Americans</td>
<td>1/3</td>
</tr>
<tr>
<td>Deportment</td>
<td>Jews, Americans,</td>
<td></td>
</tr>
<tr>
<td>Need of glasses</td>
<td>Scandinavians (1)</td>
<td>1/6</td>
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<tr>
<td>Mental lack</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poverty</td>
<td></td>
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</table>

The 174 cases referred by the grammar grades—classified according to initial complaint

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Truancy</td>
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<tr>
<td>Attendance</td>
<td>65</td>
</tr>
<tr>
<td>Need of eye glasses</td>
<td>20</td>
</tr>
<tr>
<td>Lack of 'sewing money'</td>
<td>6</td>
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<tr>
<td>Poor lessons</td>
<td>5</td>
</tr>
<tr>
<td>Personal appearance</td>
<td>5</td>
</tr>
<tr>
<td>Anxiety about home influence</td>
<td>16</td>
</tr>
<tr>
<td>Deportment</td>
<td>9</td>
</tr>
<tr>
<td>Character</td>
<td>22</td>
</tr>
<tr>
<td>Vacations</td>
<td>6</td>
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<td>Mental lack</td>
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<tr>
<td>Poverty</td>
<td>7</td>
</tr>
<tr>
<td>Health</td>
<td>8</td>
</tr>
<tr>
<td>Death</td>
<td>1</td>
</tr>
</tbody>
</table>

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'Deportment' - behavior at school not necessarily involving character.

'Character' - stealing, lying, immorality, etc.

'Vacations' - children recommended for country week, etc.

'Health' - involving less prescribed services than those of school nurse - like going to country.

'Eye glasses' - cases referred to Visitor after nurse has taken initial steps and case is blocked.

The Visitor cannot close this report without emphasizing the fact that this new work of visiting the homes of the school children is one of continual cooperation with principals, teachers, truant officers, janitors, and the children themselves, also with hospitals, dispensaries, employment agencies, the Associated Charities, or whatever the
emergency may demand, and to all of these she acknowledges her debt of gratitude.

Katharine Ware Smith

Another early Home Visitor, Elizabeth Hale of the Bowdoin School Association submitted an interesting report of her casework in 1913.

Report of the School Visitor of the Bowdoin School Association

We now have in the Bowdoin School eighty per cent Jewish children; the remaining twenty per cent include Irish, American, Negroes, and Italians in the order named. It is in these foreign districts that the greatest need of careful visiting reveals itself, when the home influence breaks down as the children find themselves in possession of a better equipment than the parents and escape parental control. An effort has been made during the last year to persuade some of these foreign parents to attend evening school and in a few cases the result has been most gratifying.

To the Visitor is assigned that group of children called by the teacher 'difficult', the difficulty manifesting itself in poor scholarship, annoying conduct, tardiness, uncleanliness, etc. It is the Visitor's aim to discover the source of the difficulty—whether it may be neglect or poor management by the parents, need of help in procuring glasses, or what not, and to apply the remedy that seems best.

A year ago Mary K. was referred to the Visitor as very much in need of dental care. Both the School Nurse and Social Service Department at the hospital had failed in the effort to secure the parents' co-operation. The mother, a most ignorant, superstitious, and fear-ridden creature, absolutely refused to allow anything to be done. Toothache was one of the natural incidents of life in the family. The Visitor soon saw nothing was to be gained by discussing teeth. But the mother was glad to hear about the school where Mary, in spite of toothache and swollen face, was one of the shining lights. Mrs. K's. English was very poor; she would like to improve it; and quite willingly she assented to the

Katharine Ware Smith, Report of the Home and School Visitor for the Winthrop School District. (For the eight months ending June, 1908), pp. 3-7.
plan of joining a class at evening school. Her English improved as did also her general appearance, and she learned to write her name. Meanwhile Mary's teeth were not improving; a tubercular condition had developed in the throat and mouth; four teeth must be extracted or the girl would become a menace to the other children, and ultimately would have to be excluded from school. All was explained to the mother, who tearfully but resolutely refused still to sign the paper giving her consent, saying that if Mary would die under the ether she would always feel that she had killed her. But perseverance conquers some things, and finally the Visitor was given permission to take Mary on her own responsibility to the dental clinic. Then presently an appointment was made for the treatment of two other teeth that could be saved, and which have since been filled. Some time later Mary reported to the Visitor that she had persuaded her mother to go and have two teeth extracted, she having kept the family awake all night before, crying with toothache. A year of persistent effort had borne a little fruit.

A little Italian girl in the ungraded class was reported by the teacher as so deaf as to be unable to hear instruction, though occupying a front seat and given every consideration. The School Nurse was consulted and it was learned that the child had had one operation on the ear, but another was needed to remove a remaining obstruction. The operation was a delicate one; doctors and nurses hesitated to urge it. The Visitor secured the child's admission to the Horace Mann School for the deaf, and the superintendent was given the facts in the case. A few weeks later the child was returned to the Bowdoin School the operation having been successfully performed. The child's hearing is greatly improved. The teacher is now working to correct habits of inattention formed during the period of deafness.

Two years ago little Joe was in the first grade, the despair of teacher, truant officer, and parents, so fond was Joe of playing in the Public Garden during school time. So the Visitor was asked to try her hand. She received splendid co-operation from the teacher and also from the father and sisters. Books were secured for use at home, and the older sisters play school in the evenings. The last report given by the teacher was to the effect that Joe's spelling and reading, (his two weak subjects) are improving.

One of the most important factors in the success of any social work is co-operation. We can do so little ourselves but good team work sometimes achieves wonders. Last May Miss Johnson of "Country Week" reported to the Visitor that names of children were being sent to her by the school doctor,
nurse, and others, asking that they be sent on "Country Week". While not doubting the physical need of many of these children for a country outing Miss Johnson felt the need of careful investigation of the families to learn which children might be provided for in other ways. The Visitor arranged with the doctor, nurse and teachers, to have these names given to her for investigation. Of the one hundred and twelve names given her, forty-four were found to be really needy, and their names were given to Miss Johnson with a short report on each. All of these were given an opportunity to spend two weeks in the country. Of the others it was found that they had been promised vacations by other agencies, or that they had relations with whom they were planning to spend part of the summer. All of the Country Week children returned to school looking particularly well and glowing with the memory of the happy time.

The Placement Bureau is another agency which has recently begun to work with our girls as they leave school and go out into the working world. A girl on leaving school is now registered with the Bureau through the vocational counsellor or the Visitor, and the school record is secured and carefully tabulated. This helps in advising a girl as to a choice of work. If she has secured employment and the conditions are good, she is encouraged to keep it. (The Bureau does not here make the mistake of taking the responsibility from the family in finding work for the girl if they can help themselves intelligently). The girl in return for this friendly interest and advice promises to let the agent know if she loses or changes her work, and is encouraged to visit the agent at her office hours in the West End Branch of the Public Library from time to time to report on her work.

More than twelve hundred employers have been investigated and a record of each carefully made. Many of them co-operating with the Bureau in very thorough fashion. The work of the Bureau promises to be invaluable. Nothing of the kind I believe has been done in this country though London in its "Juvenile Labor Exchanges", is doing similar work. Your Visitor is co-operating with the Placement Bureau, especially by using all possible influence to keep the girls in school. She keeps a card catalogue according to months, of the names of all girls in the school who will become fourteen during the school year. Thus each month it is possible to have in mind all girls who will be eligible for work, to consult their teachers, and to get hold of the restless ones before they have really decided to leave. The Visitor also attends the office hours of the West End
Agent of the Bureau on the two evenings that she meets the girls, and in this way helps to keep the link with the school strong.

Respectfully submitted,

November 25th, 1913, Elizabeth Hale.  

Commonwealth Fund Demonstration

In 1921 a national committee of visiting teachers under the sponsorship of the Commonwealth Fund organized a Demonstration throughout the United States. Visiting Teachers were assigned for a five-year period to thirty carefully screened communities to help determine the efficacy of this new service in helping combat classroom maladjustment and juvenile delinquency. All thirty communities were required by the Commonwealth Fund to share in the cost of the Demonstration. The Boston School system which was not financially supporting its Visiting Teacher program was not considered as a participant by the Commonwealth Fund.  

Formation of The Home and School Visitors Association

The separate Neighborhood Home Visitors Committees in Boston continued to function independently until 1922 when they merged and with the approval of the Division of Incorporated Charities of the Massachusetts Department of Public Welfare took the name of the Home and School Visitors Association. The committees had by that time served a total of seventeen schools on both the elementary and high school levels.  

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9 Ibid.
The Home and School Visitors Association continued to receive its funds from private sources although it was founded with the hope that the School Committee would sometime in the remote future take over its function. When the Boston Community Chest was organized at the beginning of the Roosevelt Administration, the Home and School Visitors Association was one of the original participants. The Association felt, with other Community Chest members, that the Depression made it imperative for social agencies to coordinate their finances and resources.

The Home and School Visitors Association influenced by membership requirements of the newly-formed American Association of Visiting Teachers began to emphasize experience in both teaching and social work. It did not attempt, however, to conform to the standards of the professional association which required for admission to membership at least one year of graduate study in an approved school of social work with basic work in mental hygiene, social psychiatry, and child welfare, and sufficient credits in education to enable the visiting teacher to work effectively in schools and to meet local and state requirements for certification. One year of teaching experience was also recommended.

The teaching requirement for Home and School Visitors continued until the late 1930's when case work skill alone became paramount. Teaching experience was still highly regarded, however. Training in a school of social work was also valued.

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10 Marenda Prentis, op. cit.
The Home and School Visitors Association gradually began to realize the need for a full time executive to coordinate the work of its home visitors and in 1932 asked Miss Marenda Prentis to take the post of executive secretary. Miss Prentis began her service with The Home and School Visitors Association in 1925 as a Visiting Teacher in the Ulysses S. Grant Elementary School in East Boston. The following year the seventh, eighth and ninth grades of the Ulysses S. Grant School were incorporated in a new Junior High School, the Joseph H. Barnes School. Miss Prentis then became the visiting teacher of the Barnes School and continued in that capacity until her selection as executive secretary of the Home and School Visitors Association. The Barnes School, incidentally, became the first Junior High School in Boston to have a Visiting Teacher on its faculty.

Miss Prentis was eminently qualified for her new position having a background in both social work and education. The new executive secretary was the holder of degrees from Connecticut College for Women (AB), Yale University (MA in Education) and Simmons School of Social Work (SB). She had been an elementary school teacher, a social worker with the Associated Charities in New London, Connecticut, and the Commissioner of Public Welfare of New London. Miss Prentis had also had wide experience as a settlement resident worker in both Philadelphia and Boston.

A person of great resourcefulness and energy, Miss Prentis soon started an in-service training program for Home Visitors. Staff meetings were held on a regular basis for the purpose of studying cases and case work technique.
Miss Prentiss also felt it was imperative to give the classroom teacher at least a rudimentary knowledge of social work resources. She organized, with the cooperation of community child welfare leaders from many settings, a graduate course in child welfare, educational sociology for teachers at Boston Teachers College. Supplemented by a panel of guest speakers, Marenda Prentis conducted this new course from 1932 until 1942. 12

**Role of Home and School Visitors**

Miss Prentis seemed to feel that the Home Visitors who were employed after the formation of The Home and School Visitors Association functioned in much the same way as the earlier visitors. The Home Visitor again provided the link between home, school and social agency and worked with students whose needs could not be adequately met by teachers, school nurses and attendance officers without requisite skill in case work. 13

A booklet, "Past and Present - What of the Future?" published by The Home and School Visitors Association in June, 1941, had the following to say about referrals:

There are, of course, many reasons for these referrals, but under a general summing up they fall into these main groups: behavior, involving difficult personalities, shy and sensitive tendencies and uncooperative attitudes; educational, such as poor scholarship and repeated retardation; home conditions, involving the more subtle influences which occur outside of school life. 14

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12 Marenda Prentis, *op. cit.*

13 Ibid.

The same booklet also gives case material illustrating the role of the Home and School Visitor.

Frances at fifteen was a sophomore, happy in the college course at high school, and proud of being on the honor roll. Suddenly she asked for transfer into the commercial course. 'There's no use preparing for college. I'll have to leave school and go to work just as soon as I'm sixteen. There's less than a year to get ready to earn my living.' When the school visitor called at Frances' house, she learned that Frances and her small brother were orphans, that their half-brother in whose home they had been living was concerned about their future but uncertain even about how to provide legal guardianship for them. It was he who had said Frances should change her course, but he welcomed the visitor's advice and help. The children's agency to which the visitor introduced him readily assisted in arranging proper guardianship and finding in the neighborhood a good foster home. There, their board paid by their half-brother, the children found security and happiness in a normal family life. Frances continued to do well in her college course.

Anna by repeating many grades in her school life had finally reached high school, but there she stuck fast. Miserable because she couldn't seem to do well in any of her subjects, Anna became 'difficult' at school and at home. She wanted to quit school but her family said, 'You'll finish high school if it takes you ten years to do it!' The art teacher, recognizing Anna's marked ability in handwork, suggested that she would do well in the trade school, and Anna was eager to go there. The family flatly refused permission. The school visitor when she called to talk with Anna's mother didn't argue; she suggested that they visit the trade school together to see what it offered a girl like Anna. The trade school 'sold itself': Anna's mother gained fresh appreciation of the resources of the school system, and Anna, transferred, is now a 'changed person', doing outstanding work at the top of her class.

Sarah came into Grade VI of the junior high a quiet, well-behaved little girl who had always done well in school; almost immediately she became 'a serious classroom problem.' She was fresh, disobedient and defiant. The teacher appealed to the school visitor. 'I can't do a thing with her,' he said, 'and I can't find out what makes her so rebellious.' The explanation, though unusual, was simple. Sarah was reflecting her father's very poor opinion of the school. He and his wife who knew only the schools of the old world were indignant that their only daughter whom they had so solicitously protected should be put into a class of boys and girls together, and under a man teacher, at that!
When the school authorities willingly changed Sarah to a room which reflected a feminine atmosphere, Sarah's family thought better of the school, and Sarah again was a well-behaved little girl who did well in school.

The school nurse referred six year old Peter to the school visitor because he was ten per cent underweight, dull and apathetic. Why wasn't he getting enough to eat? No, the visitor learned, because of lack of food at Peter's house but because Peter was all upset. His father was away, his mother went out to work early every morning, and his eleven year old sister rushed around frantically every morning trying to get him and herself fed and off to school on time. She did her best, but she had been late pretty often and that made her nervous. It made Peter nervous, too, so he just didn't eat. Arrangements were made for Peter to eat his lunch at a neighborhood agency. His mother found that she could change her working hours so as to get the family breakfast. Peter's spirits rose with his weight; his sister got to school on time now, and with Mother there every morning Peter felt he had a home.

Simultaneously, several teachers in an elementary school referred some small boys to the school visitor. Something was decidedly wrong. They were all implicated in several stealing episodes in the neighborhood. The gang spirit had taken a serious turn. Investigations showed that this group of would-be gangsters had their hide-out on the roof of an unoccupied warehouse. Arriving by the fire escape, they met to pool their loot and to make plans for their next adventure. All this was secret, it was exciting, it was dangerous. The school visitor set out to find legitimate activities that would provide the same thrills. The settlement house became the new headquarters of the gang, for there they found they could climb things, and plan things, too. Their group spirit was fostered, yet it was no longer anti-social. Their needs were recognized and wherever possible provided for. Greatly-needed medical care was secured for one little fellow. Individually, the boys learned to trust adults, and to accept guidance, even the close parental supervision that resulted from the new interest in them. 15

The Home Visitor was always assigned to a single school in contrast to the present School Adjustment Counsellor who usually serves a number of schools. The Home Visitor, thus, was regarded as a

15 Ibid. pp. 8-10.
regular member of the school faculty rather than an outsider who came in from time to time. Referrals could be made by anyone in the school. The principal, however, was always actively involved in the program.16

Miss Prentis was emphatic about the Home Visitor's responsibility to accept all referrals although she stated that all did not require the same intensive treatment. Some required only one or two contacts with parent or child while others were carried during the entire school year. According to her recollection, Miss Prentis, during a representative school year, had contacted approximately two hundred and fifty children out of a school population of one thousand and two hundred.

Miss Prentis always regarded herself as a team worker during her service at the Joseph H. Barnes School. She worked not only with her counsellors but tried, together with other members of the faculty, to serve all the student body. Exemplifying this spirit, Marenda Prentis enlisted the aid of Emerson College to find a coach for a newly-organized dramatic club, recruited a nurse from the Red Cross to teach home nursing, and cooperated with another teacher to start a stamp club. On Saturdays, for a period of four or five years, Miss Prentis led an outing club for seventh, eighth, and ninth grade girls.

The Home Visitors program was heartily accepted by the schools it served. Since principals had Visitors only at their request, they did not tend to regard the Visitor as a threat to their authority. They felt instead that the Home Visitor helped the school discharge its responsibility for the social welfare of the student body.

16 Marenda Prentis, op. cit.
Miss Prentis felt that the parents she worked with were as enthusiastic about the program as the principals. She was regarded as a genuine friend throughout the school neighborhood and was often invited to meals by parents of students.

In spite of the favorable climate for Home Visitors, working conditions were not ideal. Miss Prentis remembers doing her interviewing in the room with a pay telephone. Records had to be carried home every night for safe keeping as the school buildings were open week nights for evening school. Transportation was not available for Home Visitors and the entire district was usually covered by foot.\(^\text{17}\)

**Introduction of Legislation**

In spite of the successful experience in the Boston schools with Home Visitors there was some concern in Massachusetts in the late 1930's about the legality of the program. In 1937, therefore, the Massachusetts Child Council introduced a bill in the legislature specifically permitting cities and towns to hire Visiting Teachers and stressing the permissive nature of the service. Objections to wording which could be construed to allow School Committee to "employ as many Visiting Teachers as they wanted without regard to the existing need in the community" coupled with the opposition of an active attendance officer lobby pigeonholed the bill.

Hearings were held throughout the state by a special commission and the bill was revived in both 1938 and 1939. While unsuccessful, the effort highlighted the service that was being performed by Visiting Teachers.\(^\text{18}\)

\(^{17}\) Ibid.

The writer feels it pertinent to include both the Special Commission's Report and the bill providing for the employment of Home Visitors, which was presented to the 1939 Massachusetts legislature:

**Special Commission's Report**

**Employment of Visitors for Co-operation**

**Between the School and the Home**

Many municipalities are at the present time employing visiting teachers, so called. The duty of these individuals can in no sense be deemed to be that of a teacher, but is rather the development of co-operation between the school and the home in the adjustment of any child who present a personality, social or special problem. There is no definite authorization under the present law for appointment by school committees or superintendency unions of such persons. Neither does it appear that the general power granted under the law is sufficiently broad to warrant further appointments of this nature without the enactment of specific legislation.

At the urgent request of school committees and school superintendents in every section of the Commonwealth to clarify the law in this regard, the Commission has agreed upon the advisability of a constructive recommendation.

We therefore propose a legislation of a permissive nature which will remove all doubt as to the legality of such appointments. Since it has already been clearly pointed out that the duties of persons so appointed are not those of teachers, but are in fact those of visitors to the homes of children having difficulties in making progress in their education in the schools, your Commission has deemed it advisable to draw this legislation so as to designate those persons as visitors, and setting forth their duties as such.

This Commission is of the opinion that more municipalities may avail themselves of the opportunity to employ one or more visitors for this very important educational service if the law is made definite. We therefore respectfully recommend the enactment of the accompanying bill. 19

The bill giving state sanction to the employment of Home Visitors was cited in a booklet entitled, "Massachusetts Needs the

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19 Ibid. p. 11
THE COMMONWEALTH OF MASSACHUSETTS

AN ACT PROVIDING FOR THE EMPLOYMENT OF VISITORS, SO CALLED, BY SCHOOL COMMITTEES AND BY SUPERINTENDENCY UNIONS AND DISTRICTS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Section 1. Chapter seventy-one of the General Laws is hereby amended by inserting after section forty-five, as appearing in the Tercentenary Edition, the following new section:--

Section 45A. The school committee of any town may employ one or more persons, to be known as visitors, whose duty shall be the development of co-operation between the school and the home in the adjustment of each child who presents a personality, social or special problem. Any superintendency union or district may employ one or more such visitors, with corresponding duties. No visitor shall be employed under authority of this section except upon the recommendation of the superintendent of schools or of the superintendent of public schools.

Section 2. No provision of this act shall be deemed to affect the rights, privileges, powers or duties of any person who, on the effective date of this act, is employed to perform the duties set forth in this act.

Termination of Program

The program in the Boston public schools sponsored by The Home and School Visitors Association ended in 1941, with the withdrawal of support by the Community Fund. The Home and Visitors Association had always expected the program would eventually be incorporated as an integral part of the school department. It felt that the experiment
had conclusively proved its worth and that, therefore, it was up to the Boston School Department to assume the responsibility for its continuance.

The following statement regarding the termination of the program is quoted from a booklet published in June, 1941, by The Home and School Visitors Association:

At a special meeting of The Home and School Visitors Association held on March 24, 1941, it was unanimously voted that 'owing to the decision of the Boston School Committee as reported to us by the budget committee of the Greater Boston Community Fund that the School Committee had found it impossible to take on the whole or any part of the work of the Association or to hold out any hope of its ability to do so in the future, and owing to the consequent action of the Community Fund in withdrawing their support, we, the directors of the Home and School Visitors Association, reluctantly have come to the decision that it is no longer advisable to continue the services of our visitors in the Boston public schools.'

Since this decision has come only after very careful consideration of the whole situation and in close cooperation with the Greater Boston Community Fund, the Home and School Visitors Association is sending to its friends and supporters the following report of a measure of the growth and development of visiting teacher service and what has been done in the Boston public schools.

All through these many years of service it has been the aim of this organization to make a high-point demonstration of visiting teacher work with the hope that this service might eventually become an integral part of the Boston school system where it rightfully belongs.

It is with deep regret that it now breaks the ties of long and friendly relations with many members of the school system, from the superintendent to the masters and teachers, in schools where visitors have worked.

A second vote was passed at this same meeting; namely, that 'we use our own funds to employ our executive secretary for one more year to make a survey of possibilities for further development of visiting teacher work in the Metropolitan area, continuing meanwhile the work at Boston Teachers College and with the Home and School Association, and doing
any further educational work that may seem advisable.' So, for a short period, the Home and School Visitors Association will carry on in a smaller way.

Elizabeth B. Ely
President 21

Marenda Prentis spent an active last year as Executive Secretary of the Home and Visitors Association. She spoke on the importance of social work in the schools before Parent-Teacher Associations throughout Massachusetts and participated on the governing board of the Massachusetts Congress of Parents and Teachers. In cooperation with the Massachusetts Child Council, Miss Prentis worked out a series of lectures in Child Welfare for the nine state teachers colleges. She also secured guest lecturers in Child Welfare for the Boston Teachers College and gave some lectures herself.

In the Spring of 1943, Miss Prentis became the first full time Executive Secretary of the Massachusetts Conference of Social Work and has continued in that capacity to the present time. 22 In all her multifarious activities, Marenda Prentis has constantly emphasized cooperation between home and school and utilization of community resources.

**Boston's First Teacher of Juvenile Adjustment**

The Boston School Department in August, 1942, employed the first Teacher of Juvenile Adjustment in the Boston Public Schools. School officials as well as community leaders had become alarmed at

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22. Marenda Prentis, op. cit.
the unsettling effect of World War II upon the student population and felt that a preventive school program to help combat juvenile delinquency was needed.

The first "Teacher of Juvenile Adjustment," Mr. Francis J. Daley, was recommended to the School Department by Clement Norton of the Boston School Committee. Mr. Daley, the holder of a Master of Arts degree from Harvard University, was initiated into youth work when he was assigned to a local child guidance clinic by the Works Progress Administration. Mr. Daley then became a participant in the Cabot Cambridge-Somerville Youth Survey of predelinquent boys from various placements and was involved in that project when he was nominated as a Teacher of Juvenile Adjustment by School Committeeman Norton.

It might be wondered why the well established Home and School Visitor program could not have served the same purpose as the Teacher of Juvenile Adjustment. As already mentioned the attendance officers in Boston had voiced opposition to continuing the existing Home and School Visitor program. The School Committee moreover, had at that time, indicated that the examination for Teacher of Juvenile Adjustment should be restricted to employees of the Boston School Department. An exception was made, however, in the case of Francis Daley who had been recommended for the position by School Committeeman Norton.

The Boston School Committee held an official examination in psychology, social work, and guidance for the new position of Teacher in Juvenile Adjustment in August, 1941. The candidate who topped the examination, Miss Mary MacSwiney, led all other candidates by thirty-six points. Mr. Francis Daley, however, was given the initial post of Teacher
of Juvenile Adjustment and was assigned in August, 1940, to help maladjusted boys in the Boston schools.

Appointment of Miss Mary MacSwiney

Miss MacSwiney's competence was soon recognized and in November, 1943, she was made the first Boston Teacher of Juvenile Adjustment to work with girls. Miss MacSwiney came to the field of Juvenile Adjustment exceptionally well grounded in social work, education and guidance. She had received a Bachelor of Science in Education degree from Boston University and a Master of Arts degree from Boston College. Miss MacSwiney had taught all public school grades from grades four through twelve.

During her teaching career, Miss MacSwiney served for a year in the Puerto Rico schools. She was serving at the time of her Juvenile Adjustment appointment as Guidance Counsellor in the girl's division of the Brandeis High School in Boston. She was editor of the Boston Teachers' News Letter from 1931 to 1934.

Miss MacSwiney had accumulated over twenty years experience in paid and volunteer social work before becoming a Teacher of Juvenile Adjustment. Included in her social work experience were assignments at the State Infirmary in Tewksbury, Massachusetts, the Children's Services of Boston and the U. S. O. Miss MacSwiney acknowledged a debt of gratitude to Flora Burton, a state supervisor, who sharpened her techniques in Home Visiting. Extensive experience with unwed mothers later proved a valuable asset for Juvenile Adjustment Teacher MacSwiney. Administrative experience in establishing a home for unemployed men and boys during the Depression and management of summer camps also was helpful.

A dual role as teacher and Home Visitor with the Boston
Continuation School prior to her appointment as Guidance Counsellor in Brandeis High School was invaluable preparation for her Juvenile Adjustment work.

Both Miss MacSwiney and Mr. Daley were placed under the supervision of the Chief of the Bureau of Special Services who was responsible for coordinating attendance, juvenile adjustment, vocational guidance, employment for minors and tests and measurements within the Boston School Department.

The first joint endeavor of the new juvenile adjustment team was a study of all the schools in the Boston system. Every principal and director was interviewed by Miss MacSwiney and Mr. Daley. Conferences focused on the best procedures for work in juvenile adjustment. Need for the program and degree of cooperation in specific schools was also discerned. After the completion of their study, Miss MacSwiney and Mr. Daley continued to be the only Teachers of Juvenile Adjustment in Boston until 1945.²²

Establishment of The Division of Juvenile Adjustment

The Division of Juvenile Adjustment with Mr. Francis Daley as Head of Division was created in 1945 in the wake of a long and extensive survey of the Boston School System by George D. Strayer. One of the recommendations of the Strayer report was the establishment of a child guidance clinic in the Boston School Department. It was anticipated that the Division of Juvenile Adjustment would be an integral part of

²² Interview with Miss Mary MacSwiney
The new Division of Juvenile Adjustment was augmented by four workers taken from the Juvenile Adjustment examination list. Mr. Daley assigned cases according to fitness of worker to particular type of case after referral by principal or social agency. No attempt was made at this time to assign workers to particular schools.  

Promotion of Miss Mary MacSwiney to Head of Division

Upon the conclusion of World War II, Mr. Daley was asked to take a temporary post with the Japanese Government as a consultant on guidance and delinquency prevention. Miss MacSwiney then became Acting Head of the Division of Juvenile Adjustment and a year later when Mr. Daley accepted a position as Director of Pupil Personnel of the New York Board of Regents, Mary MacSwiney was made Head of the Division of Juvenile Adjustment.

Needed changes in the Division of Juvenile Adjustment quickly followed the promotion of the School Department's pioneer woman "Teacher of Juvenile Adjustment." Miss MacSwiney collaborated with Joseph Lee and John MacMorrow of the School Committee in urging an expansion and revitalization of the Division. The Department was consequently enlarged until it reached its present complement of ten Counsellors, a psychologist and Head of Division MacSwiney. Miss MacSwiney respecting the professional competency of her staff and realizing the lack of efficiency in a helter-skelter distribution of cases divided the city geographically and assigned

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24 MacSwiney, op. cit.
each worker to a specified district and number of schools. She
described the assignment of workers in a lecture prepared as part of
the in-service training program for Boston Public School personnel.

Under the present organization of the Division each staff
member is assigned to one area of the city, for example,
Boston Proper, Roxbury or West Roxbury. He reports daily
to a home base in one elementary school of his area selected
because of convenience to transportation, telephone, and
conference room facilities. He makes visits at regular
intervals to each of the other school districts, but is
also on call for certain emergencies that may require a
digression from the regular route. Route lines are also
crossed to assign women workers to all-girl schools and
men to all-boy schools. Priority is given to cases of
elementary children because there lies the greater hope
for prevention work. 26

Division of Pupil Adjustment Counselling

The name of the Division was changed in August, 1956, to
Division of Pupil Adjustment Counselling, and the rank of the staff
members was changed from Teachers of Juvenile Adjustment to School
Adjustment Counsellors. These changes were made to conform to the
State Law of 1955, which made School Adjustment Counselling a state-
wide program. The competitive examination for the Counsellors was
retained but in 1958 it was restricted to holders of Master's degrees
with two years of experience in either teaching or pupil adjustment
and twenty semester hours of undergraduate or graduate work in pupil
adjustment. Since Boston came under the State program, seven of the
Counsellors are limited to working with children through grade eight

25 MacSwiney, op. cit.

26 Mary E. MacSwiney, Henry F. Barry, Mary B. Cummings, The Depart-
ments Available in the Boston Public Schools for the Treatment of the
Delinquent Pupil, p. 5.
The other three Counsellors and Miss MacSwiney when her skill is needed in especially difficult cases, work on all grade levels including high school.

Referrals in school from the classroom teacher, school nurse, or other staff members are made on regular referral forms and are given to the Counsellor only after they are approved by the principal. Counsellors screen referred cases but must get approval from the Head of Division before taking action on a case. If a principal wishes to make a referral directly to Miss MacSwiney, he is able to do so. Referrals to the Division may also be made by parents, community agencies, the members of the School Committee, the Superintendent of Schools, the Board of Superintendents and Directors of other school departments.

Eight of the Counsellors report to the Central Office bi-monthly and two Counsellors weekly. Office days are utilized both for dictation and case work conferences with Miss MacSwiney. The two Counsellors reporting weekly also assist Miss MacSwiney in making appointments for testing and help channel referrals to the school psychiatrist who is employed on a part time basis. All Counsellors are free to telephone about specific problems when they are in the field.

The office of the Division of Public Adjustment Counselling at 45 Myrtle Street remains open during the entire summer vacation. Counsellors who volunteer for a week during the summer are allowed compensatory time off during the academic year. Counsellors on duty serve as in-take workers, handle inquiries and follow through on camp replacements.27

27 MacSwiney, op. cit.
Case Work Procedure

Miss MacSwiney in a lecture for the In-Service Training Program of Boston Public School Personnel very ably delineated the types of cases referred to her Division and the case work procedure followed by the School Adjustment Counsellors.

Over the years the Division of Juvenile Adjustment has met with the following types of children:

1. The bully and over-aggressive pupil- experienced principals will know where the line lies between the dangerous child and the ordinary tease.
2. The thief, the habitual liar, the runaway
3. The hyper-active child, extremely nervous, cannot conform.
4. The child showing evidence of neglect or abuse (School nurse and attendance supervisor cooperate in such cases.)
5. The child addicted to tantrums or rages.
6. The school phobia case.
7. The anti-social, destructive child
8. The spoiled child, pathologically selfish and monopolizing attention.
9. Children emotionally disturbed in other ways such as:
   a. The moody, fearful, withdrawn child
   b. The child, who lives in an unreal world of fantasy
   c. The child, who shows symptoms of petit mal through brief black-outs or spells of waking unconsciousness.
   d. A few rare cases such as the mutist or non-talker and the abnormally sex-obsessed child
   e. Cases of physical disability which resist the efforts of the nurse and school doctor.
10. Cases referred by parents who seek placement in a private or boarding school.
11. Cases referred by the Courts, Massachusetts Society for the Prevention of Cruelty to Children or the Youth Service Board or other agencies for adjustment and follow-up.
12. Any pupil whom the Principal thinks may require a home visit for some reason not covered for adjustment and follow-up.

The title of these lectures emphasizes delinquency, but it is apparent that not all of these types come under this heading. Many are perfectly innocent children, but disturbed – however,
the relation between emotional disturbances and lawless behavior later on is proved by acts of violence committed by psychotic personalities listed daily in the press.

Trouble knows no I.Q. These children have ranged all the way from 50 to 154. Neither does emotional maladjustment respect any economic boundaries. It is no reflection upon the principal or teacher that problems occur in the school. To be sure, the delinquency rates are higher in certain sections - the Division found in 1953-54 that 85% of its cases came from broken or mal-functioning homes, but sometimes it is difficult to account for the emotional disturbances of the other 15%. The workers find that the great majority of these children lack any spiritual insight or security.

The case work procedure is as follows: collate all the findings of the school records and agencies, and utilize all the facilities of the Boston Public School system. It is absolutely essential for the good of the child that the Division work in close co-operation with the Attendance Department, and the Department of Educational Investigation and Measurement, so that the three agencies function as a unit. Other special services help in their particular role - the Vocational Guidance Department, for example, assisted in the problem of a 15 year old runaway, I.Q. 85, hating school and begging for a job--almost a miracle in this day of restricted employment for children under 16. The Department of School Hygiene renders unique assistance; for example, through its eye specialist and nurse who found that the key to a badly disturbed 6½ year old was the condition known as 'mirror writer.' The nurses give constant help not only in physical factors, but also in detecting neglectful homes - as of course do also the attendance people in their daily rounds; The appointment in September 1955 to the Boston Schools, of a psychiatric consultant, Dr. Frances Jones Bonner, is already proving helpful in cases of school phobia and of children displaying symptoms of neurosis or mental disturbance.

Another helpful agency of the system is the M. Gertrude Godwin School which always welcomes troubled or troublesome lads.

When school facilities have been exhausted, the Division enlists the services of the approved community agencies mentioned previously. Last year the Division co-operated with 99 public, private, and corrective social agencies, including 19 different psychiatric or so-called habit clinics. Although it would seem to the layman that with such a network of outside agencies, disposition of the case should be speedily accomplished, as a matter of fact
the question of financing always looms up to plague the liaison worker; and unfortunately the majority of the families involved cannot afford extra expense. Furthermore, the clinics, although of great help are not always the panacea. Discrimination is needed to select a clinic in which the philosophy does not run counter to the parents' religious beliefs. It sometimes is necessary to interpret to the teacher the technical language employed by certain clinics.

The worker can sympathize with the harassed principal who says, 'When are you going to get that troublesome boy out of my school?' While the Division struggles with bewildered or careless parents and agencies which say, 'Sorry, we are all booked ahead for two months.' It must be stressed very strongly that during the investigation the child remains in school—unless excused by the Superintendent or Court. The child's trouble may have been growing for years and cannot be cured with a hop, skip and jump, and the worker may have to shop around to several agencies to take over the case for treatment. The solution may be merely transfer to another class, department, or school within the system; placement in a private or boarding school or foster home; hospital and clinical treatment; enrollment in recreational centers or Big Brother groups; work with and for the family; or a combination of these. Out of more than 660 cases handled last year, the Division requested the help of the courts or policemen as a last resort in only six or seven. As far as the case work will allow, the worker stays with the problem and maintains follow-up contact with home and school until a solution is effected. The rules and regulations of the Boston Public Schools and the State laws dealing with children prescribe the limits of activity for the Division. Sometimes complete success seems to elude all parties concerned but the City of Boston School Department does valiant battle for every threatened child.

In general the Division of Juvenile Adjustment is a non-authoritative, investigation and synchronizing agency, which lays its findings and recommendations before the principal and parent and leaves the decision to their judgment. There is no magic formula. Often the simplest means are the most effective; to bring to every problem patience, tact, understanding, experience and love—and the greatest of these is love. The workers in the Division never seek to weaken or influence the discipline or teacher, but rather to strengthen such influences. Discipline is not to this Division an obnoxious word but a word related to the term "Disciple"—a willing follower of worthy leader. 28

28 MacSwiney, Barry, Cummings, op. cit. pp. 5-7.
The Head of Division feels that her staff is a very competent one and needs little professional orientation. Seven Counsellors have Masters degrees in Social Work and three have Masters degrees in Education. All of the Counsellors except one who served as a registered nurse in the public schools have had teaching experience; and the majority of the Counsellors have had extensive social work experience. One Counsellor after an apprenticeship as a social worker in a private agency taught psychology at Florida State University. Another Counsellor was a teacher in a class for retarded children. Social work placements have included parole, public welfare and private agencies. Several Counsellors have certificates to administer intelligence tests and the School Committee has granted permission to one Counsellor to do testing if an emergency arises.

Miss MacSwiney was asked if she had any specific recommendations to help maladjusted children in the Boston School System. She stated she had asked the School Department to start classes for the emotionally disturbed but no action has yet been taken. It was her feeling that the emotionally disturbed youngster is entitled to the same consideration as the mentally retarded and physically handicapped child. She also believes that Mental Health Clinics should be extended throughout the City of Boston. The Mental Health Center in Dorchester owes its inception in part to the vigorous work of Miss MacSwiney.

Miss MacSwiney has announced that she is retiring from the Boston School System at the end of the 1959-60 school year. Present plans of the School Committee envision the combining of the Division of Pupil Adjustment Counselling with the Guidance Department.29

29 MacSwiney, op. cit.
Miss Helen Skinner - Lynn's First Visiting Teacher

School social work was inaugurated in Lynn, Massachusetts, in May, 1925, with the employment of Miss Helen Choate Skinner as a Visiting Teacher. The need for a Visiting Teacher in Lynn was recognized in a series of meetings held by the Lynn Conference of Social Work in the winter of 1925-26.

The Lynn Conference of Social Work included representatives from all private and public social agencies in the city. All the Lynn agencies were concerned about the number of Lynn children involved with the courts. It was also noted that a great deal of Lynn money was being spent in the operation of the Essex County Training School for school offenders. Dr. Frederick W. Perkins of the First Universalist Church in Lynn and Father John Sheridan, Director of the Lynn Catholic Charities Center, were among those who had heard about school social work in other communities. They felt that perhaps a worker in the schools could help reduce the number of serious school offenders.

The Lynn Conference of Social Work shared their concern with Superintendent of School Harvey S. Gruver. Mr. Gruver responded favorably to the concept of school social work and recommended that the School Committee immediately hire a Visiting Teacher.

The Assistant Superintendent of Schools Ernest Stephens was at that time aware of the skillful consultative work being done with the principal and teachers in the Charlestown High School by Miss Skinner, a Family Welfare worker in Boston. Upon his endorsement and after careful consideration of her unusual qualifications, Helen C. Skinner was chosen as Lynn's first Visiting Teacher in May, 1925.
Miss Skinner, a Lynn resident, had received her Bachelor of Arts degree from Wellesley College in 1908. After doing post-graduate work in education at Salem Normal School, she served as a teacher for six years in the schools in Southboro, Stoneham and Beverly.

Miss Helen Skinner then took a position with the Family Welfare Society of Boston and began an intensive training period in case work. Agency training was supplemented by courses in children's and family case work at Simmons School of Social Work. The Family Welfare Society made Miss Skinner an Assistant District Secretary and during a five-year period gave her family case work assignments in South Boston, East Boston, Roxbury Crossing, and West End and Charlestown. During service in Charlestown, Miss Skinner worked very closely with the public schools and became increasingly aware of the importance of school social work. She was an acquaintance of Assistant Superintendent of Schools Ernest Stephens and had on many occasions discussed with him the importance of case work in a school setting.

Although Miss Skinner had been unaware of the new Visiting Teacher position in Lynn until she was approached by Superintendent Gruver, she quickly realized that it was an opportunity for her to do even more effective work with children. Eager to improve her professional skills, the new Visiting Teacher attended a convention of school social workers in Philadelphia in the spring of 1926. At the convention she was able to discuss school social work in practice with enthusiasts from such successful settings as Rochester, New York, and Philadelphia. Miss Skinner also felt she profited immensely from her consultation and
help with Elizabeth Ely and Warenza Prentis, President of the Home and School Visitors Association in Boston.

During her first year of service, Miss Skinner worked directly under the Superintendent of Schools. The following year, 1927, a complete reorganization of the Lynn school system transferred the Visiting Teacher to the Attendance Department. The reorganization followed in the wake of an intensive eight-week survey of the Lynn school system by a team from Columbia University. Miss Skinner's day by day responsibility was little affected by the new administrative change. Her quarters, however, were shifted from the Continuation School to a new Administration Building for the Lynn School Department.

The Supervisor of Attendance respecting Miss Skinner's professional orientation allowed her almost complete autonomy in her work with students. Cases involving attendance were discussed with the Attendance Officers and meetings were held with the Supervisor of Attendance. While never attempting to usurp the role of attendance officer, there were times when Miss Skinner supplemented the work of the other members of her department. She stated that if in the course of her rounds she spotted a truant on the streets she immediately took corrective action. The writer asked Miss Skinner if she thought it were advantageous to have been transferred to the Attendance Department. She felt that school social work might have had greater opportunities for growth in the Lynn schools if it had not been adjunct of another department.

Although referrals all came from administrative personnel, i.e., superintendent, assistant superintendent, supervisors and principals,
Miss Skinner was given the privilege of screening her own cases. Coverage was extended to all grades; but an attempt was made to concentrate on the first three grades in elementary school. Emergency cases in the upper grades, however, were always dealt with quickly, but it was not a policy to do intensive case work with older children. Preventive case work was stressed with all school personnel. It was felt by Miss Skinner that her program was enthusiastically received by both parents and teachers.

Miss Skinner realizing the impossibility of doing effective work with a large case load tried not to carry more than thirty cases a month. In the monthly reports to the Superintendent she commented on the trends in her case load and recognized how academic failure, illnesses caused by psychosomatic factors and school phobias could often be ameliorated by competent case work. No phase of case was neglected. Counselling was given to both children and their parents. Miss Skinner was very flexible in her interviewing and might talk with a child in the school, playground or in her automobile. When a change of classroom setting was indicated, she suggested class or school transfer. Transfers were arranged by the elementary or secondary school supervisor who rarely questioned Miss Skinner's recommendations. Teachers were consulted and close relationships were established with social agencies and clergymen. Effective liaison was also maintained with the Court.

The need for close ties with both the Home Instruction teacher and the Teachers of Retarded Children was very apparent to Miss Skinner. It was often necessary for the Visiting Teacher to interpret to parents the benefits derived from home instruction and instruction geared to
slow learning. While case work was Miss Skinner’s primary responsibility, she also accomplished a great deal in the field of community organization. Parents were encouraged to organize study groups in child behavior and Parent-Teacher Associations utilized Miss Skinner as a speaker.

Attempting to promote the concept of school social work among children’s workers in the Lynn area, Miss Skinner became a charter member of the Lynn Child Welfare Conference in 1930. The Conference, confined to professional personnel, met monthly to discuss common problems. Helen Skinner made an especially important contribution to the work of the Conference in arousing enthusiasm among its members for the 1930 White House Conference on Children and Youth. She was also one of the founders of the Lynn League for Hard of Hearing and served on the National Committee of Camp Fire Girls. After twenty-four years as Lynn’s pioneer school social worker, Miss Skinner retired in June, 1950. 30

Continuation of the Lynn Program Under Dr. Nicholas Wells

Upon Miss Skinner’s retirement Superintendent of Schools Ernest Stephens made an evaluation of the existing special services in the Lynn Schools. He decided that services focusing on emotional disturbances and maladjustment should be incorporated in a new Department of Pupil Personnel Services with a director chosen both for his administrative ability and experience in school social work. Superintendent Stephens planned to include both the Home Visitor and the Attendance

30 Interview with Miss Helen Skinner.
Officers in the new Department. Dr. Nicholas Wells, the only person in the Lynn School system with the necessary qualifications, was asked if he would be interested in the director's post. Although the School Committee decided against implementing Superintendent Stephens' plan, Dr. Wells agreed to take over Miss Skinner's duties with the stipulation by the Superintendent that home visiting would be separated from the attendance department. The title of home visitor was changed to Teacher on Special Assignment to assure retirement benefits for the holder of the position.

Dr. Wells graduated from Boston College in 1930. After receiving a Master of Arts degree the following year, he combined teaching English and Social Studies in the Lynn Evening School with social work during the day serving both the Emergency Relief Association and the Works Progress Administration as a Home Visitor. In September, 1956, he entered the one-year course for men at Simmons School of Social Work, which at that time limited its two-year degree program to women. Upon graduation from Simmons, he again returned to the Lynn School system. Forced to bide his time to take maximum advantage of his social work skills, he taught in both junior and senior high schools until Miss Skinner's retirement in 1950.

In 1955, Dr. Wells received a Doctorate in Education from Calvin Coolidge College after submitting his dissertation on Guidance Services in the Elementary Schools, a study of elementary guidance and school social work practice throughout the United States.

Dr. Wells in his new position as Teacher on Special Assignment (Home Visitor) was regarded as a member of the Superintendent's staff...
and was responsible to no one else in the school system. Referrals were limited to the first six grades with few exceptions. Dr. Wells was also given the responsibility for making home visits and interpreting the special class program to parents whose children were to be placed in classes for the mentally retarded.

Referrals came to the home visitor from the superintendent, principals and the supervisors of elementary education. No formal referral procedure was outlined and Dr. Wells screened all referrals. Dr. Wells, whose field work at Simmons had been with the Family Service Association in South Boston, was comfortable in working with both parents and children. Home visits were made in all cases and his approach to children was very flexible. Close working relationships were established with teachers, workers in social agencies, probation officers, clergymen and school nurses. Classes or schools were sometimes changed if it were felt necessary for the student's adjustment.

Dr. Wells continued to be active in Lynn social welfare groups while serving as a Home Visitor. In 1953, he became president of the Greater Lynn Conference of Health, Education and Welfare Workers, successor to the Lynn Conference of Social Work. In addition to his many other activities, he found time to serve as a Big Brother for the Lynn Catholic Charities Association.

Dr. Phillip G. Cashman, Director of the newly created Massachusetts Division of Special Education, appointed Dr. Wells as his assistant in March, 1955. Dr. Wells brought with him to his new position not only a familiarity with the problems of retarded youngsters but also the reportorial skill, which he had demonstrated as editor of the Massachusetts
Dr. Wells' continued interest in school social work induced him to give a course, Social Casework in a School Setting, at Calvin Coolidge College in the Spring of 1956. He also continued to write articles on both social work and education in professional journals and other publications.

Upon Dr. Wells' resignation in March, 1955, it was decided to end his position as a separate classification. His special class responsibility was assigned to Albert S. Levy who became a fulltime Supervisor of Special Classes for Retarded Children. His duties involving all other referred children were absorbed by Dr. Francis L. Keane, Director of Pupil Adjustment and Occupational Placement. Dr. Keane, a psychologist and guidance counsellor, both administered the guidance and occupational placement service and determined through home visiting the eligibility of physically handicapped children for Home Teacher service. Dr. Keane continued as Director of Pupil Adjustment and Occupational Placement until September 1956 when he was given the position of School Adjustment Counsellor.

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31 Interview with Dr. Nicholas Wells.
32 Interview with Dr. Francis L. Keane.
CHAPTER III
THE PRESENT SCHOOL ADJUSTMENT COUNSELLOR PROGRAM IN MASSACHUSETTS

The School Adjustment Counsellor Act of 1955

The School Adjustment Counsellor Program in Massachusetts was established by law on August 22, 1955, after the passage of Chapter 696, Acts of 1955, Section 45(g), by the Massachusetts General Court.

The legislation which would enable cities and towns to receive State reimbursement for salaries paid to School Adjustment Counsellors—forty-five hundred dollars for the first Counsellor and twenty-two hundred and fifty dollars for additional Counsellors—was first conceived by Dr. John D. Coughlan, Director of Division of Youth Service and Chairman of the Massachusetts Youth Service Board. Its purpose was the detection and treatment of cases involving students in the first eight grades of school who manifested symptoms of emotional disturbance, maladjustment, neurosis or other indications of potential delinquency.

(Chapter 696)

THE COMMONWEALTH OF MASSACHUSETTS

In The Year One Thousand Nine Hundred and Fifty-Five

AN ACT TO STRENGTHEN THE ACTIVITIES OF CITIES AND TOWNS IN THE PREVENTION OF JUVENILE DELINQUENCY

Whereas, The deferred operation of this act would tend to defeat its purpose, which is to enable cities, towns and regional school districts to employ immediately school adjustment counsellors; therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

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1 See "Service to Youth" and Supplement No. 3 in Appendix
2 Interview with Dr. John D. Coughlan
Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 71 of the General Laws is hereby amended by inserting after section 46F, inserted by section 2 of chapter 626 of the acts of 1956, the following section:-

Section 46G. To facilitate the detection of children manifesting traits tending toward juvenile delinquency and to assist in the prevention of such children becoming juvenile delinquents, any city or town acting by its school committee and out of funds appropriated for general school purposes, and any regional school district, may employ such number of school adjustment counsellors as the school committee, with the written approval of the director of the division of youth service in the department of education, shall deem necessary. Each such school adjustment counsellor shall be responsible for (a) counseling and helping children in the primary and elementary grades who are neglected, maladjusted, emotionally disturbed, neurotic or otherwise potentially delinquent and are referred to him by a teacher, principal or other school personnel, (b) co-operating with teachers, principals and all other school personnel in assisting and re-adjusting such children, (c) establishing helpful and kindly relationships with the home for the purpose of assisting parents to improve spiritual, moral, economic, physical or social conditions that threaten the welfare of the child and of society (d) enlisting the interest and the help of clergymen and other local leaders and officials in a mutual community effort to save such children from delinquency, and (e) serving as a referral agent to obtain necessary aid from specialized public or private organizations in serious cases which appear to be beyond the resources of the community. No person shall be employed under this section unless his professional and personal qualifications have been approved by the commissioner of education and the director of said division of youth service. If said commissioner or said director disapproves the qualifications of such person, he shall state in writing his reasons. Any town or regional school district not requiring the services of a school adjustment counsellor on a full time basis may join with one or more other towns or regional school districts in employing a school adjustment counsellor under the limitations of this section. Any city, town and regional school district employing one or more school adjustment counsellors in accordance with this section shall annually receive for salary and expenses through the department of education upon attested claim made therefor by the school committee on a form provided by said department reimbursement from the commonwealth not exceeding forty-five hundred dollars for the first such counsellor and not exceeding
twenty-two hundred and fifty dollars for each additional counsellor.

Approved August 22, 1955

A second bill increasing the reimbursement for second and subsequent counsellors to forty-five hundred dollars was presented for legislative action several years after the passage of the original bill. This bill, however, has not yet been passed by the General Court.

The administrative responsibility for the School Adjustment Counsellor Program was delegated to the Chairman of the Youth Service Board. 4

Background of Dr. John D. Coughlan

Dr. Coughlan's training and experience in education and delinquency prevention and control made him increasingly aware through the years of the schools' responsibility for the social adjustment of students. As Chairman of the Massachusetts Youth Service Board, he had the specific responsibility of making periodic visits to the County training schools for school offenders.

John D. Coughlan, the holder of a Master's Degree in Educational Administration from Harvard University, after an apprenticeship in elementary, junior and senior high school teaching and principalships, and college teaching, had successfully served as superintendent of schools in both Canton and Marlboro, Massachusetts. Recognizing that

3 Chapter 696 (Acts of 1955 of Massachusetts General Court)

4 Coughlan, op. cit.
correction of youth should be primarily an educative and rehabilitating experience. Governor Paul Dever selected Dr. Coughlan as Director of Division of Youth Service and Chairman of the Massachusetts Youth Service Board in December, 1952. He brought with him to his new position a rich avocational orientation in youth work. He had been one of the volunteer organizers of a Youth Committee in Everett and had helped develop a Youth Canteen in that city. His work had been of great benefit in curbing destructive gang activities in Everett. The Everett Branch of the Massachusetts Society for the Prevention of Cruelty to Children had named him as president and the Everett Community Council had drafted him as its treasurer. In 1957, his outstanding contribution to the children and youth of Massachusetts was recognized by Portia Law School when it awarded him the Honorary Degree of Doctor of Education. 5

Study of Existing Legislation in Other States

Dr. Coughlan in his efforts to establish a preventive program for maladjusted children in the public school system made an extensive study of existing legislation in other States. The Illinois Program under which cities and towns were reimbursed for school social work salaries was carefully examined by him. In Illinois, however, it was mandatory for Visiting Counsellors to have completed at least a year of social work training with a commitment to finish a second

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5 Biographical Sketch of Dr. John D. Coughlan, Director of Youth Service and Chairman of the Massachusetts Youth Service Board. pp. 1-2.
year of training within a three-year period.

The Illinois Plan of Special Education for Exceptional Children is described in a booklet issued by the Illinois Superintendent of Public Instruction.

Simply stated the Illinois Plan of Special Education for Exceptional Children is one of the State reimbursing public school districts for the excess cost (up to certain limits) of special education classes and services for certain types of exceptional children.

When the law was interpreted to mean only classes (organized classroom groups) of these children, excess cost was considered the cost to the district over and above the normal per capita cost. This formula was easy to understand and gave financial assistance without relieving the district of its responsibility.

As certain types of itinerant service were developed (speech correction and visiting social counsellor) another formula had to be devised. These services were for children in regular or special classes and were extra or additional services.

The law quite clearly makes it a responsibility of the Superintendent of Public Instruction to determine and approve procedures of reimbursement. He therefore ruled that the excess cost responsibility of the State would be met by reimbursing districts with approved programs for that part of the total cost as represented by the salary of the visiting social counsellor as determined by the salary schedule of the district. The district would bear all other costs including office space and equipment, expenses of transportation of the visiting social counsellor, telephone, clerical help, supplies, etc. This formula has seemed to be very satisfactory to the district operating programs.

The Illinois Plan is also a plan based on good educational and professional standards. It is not just any plan or procedure. It is founded on principles of proper preparation of teachers and a professionally approved discipline of procedure.

The law specifies certain procedures including (1) an annual application for pre-approval by each district, (2) a claim for reimbursement at the end of the school year.
The law represents the basic principles whereby school districts may be encouraged and aided in helping socially and emotionally maladjusted children so that they may develop successfully in a school situation. It should be kept in mind that special education services are for a few children who deviate so seriously from the average in some respects as to need special services. The Illinois law cannot be interpreted to provide a type of service required by all children. Child study services for all children, guidance programs for the entire school, and a broad attendance service are not the legal responsibilities of the special education program in Illinois. Special education services for specifically eligible children are fundamental in the law where districts are to be reimbursed.

Introduction of Legislation

Dr. Coughlan felt it necessary to highlight juvenile delinquency to assure the passage of a School Adjustment Counsellor law. He was equally interested in the maladjusted, emotionally disturbed and neurotic school child, even if he showed little likelihood of becoming an actual delinquent. He was emphatic, therefore, that the law delineate its concern with these students.

Representative James L. O'Dea, Jr., then Majority Whip of the House of Representatives, introduced the actual legislation which Dr. Coughlan had written. Having prepared the groundwork very carefully, the sponsors found little opposition to the bill which was approved on August 22, 1955, although some modifications were made in the original draft. It might be added that the opposition of the attendance officers, which prevailed on previous occasions when bills pertinent to home visiting were defeated, was not martialed at this time.

Dr. Coughlan subsequently prepared a statement concerning the new law. This was sent to all cities and towns over the signature of Representative O'Dea.

MEMORANDUM

September 14, 1955

From: Representative James L. O'Dea, Jr. of Middlesex County
Majority Whip
House of Representatives

Recently, Chapter 696 of the Acts of 1955 was signed into law. This new statute constitutes a major piece of social legislation because it provides a positive and badly needed solution to the problem of preventing juvenile delinquency.

I introduced the proposal into the House of Representatives because of my desire to develop a more adequate system for the prevention of juvenile delinquency in every city and town of the Commonwealth. My proposal was strongly endorsed by Chairman John D. Coughlan of the Youth Service Board.

Fundamentally, the bill provides for the employment by local school committees of a trained school adjustment counselor for the purpose of discovering and helping maladjusted children who, if their troubles continue, are likely to become juvenile delinquents. Often their emotional disturbance or neglect by their parents turns them into hostile, bitter children who are defiant of authority and finally become juvenile delinquents.

Since the school is the vantage point to which all children come and since it is the first place, usually where children are observed by trained, professional people, it is quite clear that the growing problem of juvenile delinquency demands the development in every school system of a program of specialized attention to its prevention, not merely as a hoped for result of a generally good school program but rather as a direct effort to recognize the potentially delinquent children and to make serious, special and constant effort to secure their adjustment to school and to life. Every scientific study available and the consensus of experts in the field indicate that the maladjusted children in our schools are the group from which will come ninety per cent of our future delinquents.

Coughlan, op. cit.
Unfortunately, because of the already heavy local real estate tax burdens, most of our local school systems would not, or could not, institute this needed program without help and encouragement from the State. This new law provides this help in the form of a grant of $4,500 to any local school system employing a school adjustment counsellor, and $2,250 more for those larger communities where it is necessary to employ additional counsellors. Permission must be received by the local school committee from the Director of the Division of Youth Service, Mr. John D. Coughlan, for setting up the program. Personal and professional qualifications of school adjustment counsellors must be approved by Mr. Coughlan and the Commissioner of Education, but their employment, as in the case of other members of the school faculty, will be by the local school committee.

Under this law, maladjusted children would be referred to the school adjustment counsellor by the teachers and principals of public, private or parochial schools. The counsellor then would work on an individual basis with each child to aid in proper adjustment; would work with his teacher to enable the child to meet the classroom situation more adequately and to develop more understanding of his problem on the part of the teacher; would work with the parents whenever needed in a helpful and sympathetic way to assist them in the handling of the child, and to aid them in solving family problems that may be making the child a victim—perhaps without the conscious realization on the part of the parents—of what is happening. In this latter case the school adjustment counsellor would often serve as a referral agent to help the parents obtain assistance from public or private agencies—for example, to conquer alcoholism; to find the father a job; to help the mother in homemaking; to attend a mental health clinic; or in any other ways to aid those parents whose inadequacy directly and adversely affects the child's welfare and eventually that of society.

A special provision of the bill enables small towns to combine to hire a single counsellor between them.

The bill was adopted with an emergency preamble, and school committees may apply immediately to Mr. John D. Coughlan, Director of the Division of Youth Service, to set up the program.

Success of the proposal will depend on the number of trained and qualified people who will be attracted to this special area of professional services. The hoped for result by the advocates is that our schools and colleges will develop special training programs to meet the need for trained workers in the field.
Costs of the program cannot be accurately estimated at present. Whatever they may be in the future, they will be relatively small when measured against the cost to the Commonwealth in the broken lives of children and the damage to life and property of others, if young children develop into juvenile delinquents and adult criminals.

Tentative Standards for School Adjustment Counsellors

Dr. Coughlan felt that the initial requirements for School Adjustment Counsellors should be quite broad. He did insist, however, upon professional training leading to a Masters Degree in one of several disciplines, plus a proven ability to work with children. While the trend throughout many sections of the United States was a social work orientation for the Visiting Counsellor, Dr. Coughlan did not feel that social work alone had all the answers for the maladjusted child in school. He had observed in his experience that many guidance counsellors, teachers, psychologists, and sociologists were able to work competently with the disturbed child in both the home and the school setting. He decided therefore to leave the door open for an indefinite period until it was apparent that some special training was the answer to needs in Massachusetts.

Tentative standards for School Adjustment Counsellors were announced on October 14, 1955, after a series of conferences with Dr. John J. Desmond, Massachusetts Commissioner of Education, who was jointly delegated with Dr. Coughlan to approve School Adjustment Counsellor qualifications, and the Presidents, deans and department heads of some Massachusetts colleges and universities.

8 James L. O'Dea, Jr., Memorandum, pp. 1-3.
9 Coughlan, op. cit.
TENTATIVE STANDARDS FOR THE POSITION OF  
SCHOOL ADJUSTMENT COUNSELLOR  

(In accordance with Chapter 696, Acts of 1955)  

For the guidance of School Committees, the following tentative minimum standards have been established by the approving authorities for the position of School Adjustment Counsellor.  

In no sense are these standards as given here to be taken as final. Their purpose at this time is to furnish a guide for School Committees.  

Conferences with some college presidents, deans, and department heads have already been held to discuss this matter and to begin the development of training programs to prepare for work in the School Adjustment field. It is the intention of the Commissioner of Education and the Director of the Division of Youth Service to consult further with these and other significant groups and to await the results of a questionnaire before making any attempt to establish completely definitive minimum and desirable standards.  

The position is too important and the area of activity of the School Adjustment Counsellor too delicate to proceed with undue haste in this matter of standards and qualifications.  

It is recognized, however, that highly qualified persons who would come easily within any prospective minimum requirements are currently being considered by some School Committees. It is also recognized that a substantial number of persons with only limited qualifications or suitability for the work are asking for consideration.  

In order to expedite employment of the former and to avoid encouragement of the latter, as well as unnecessary processing of applications, these tentative standards have been developed and are being forwarded to School Committees.  

1. Master's degree. A person applying for the appointment of School Adjustment Counsellor should possess a Master's degree in one of the following fields of concentration:  

   a. Social Work  
   b. Psychology  
   c. Sociology  
   d. Education  
   e. Guidance  
   f. Juvenile Adjustment
2. Course requirements. Candidates should present the following as part of their training for the position:

   a. Not less than 15 semester hours in Psychology, of which six hours shall be graduate courses dealing with the psychology of maladjustment.

   b. Not less than six hours of graduate study in Sociology on the family and family problems.

   c. One or more courses on the graduate level in the techniques and methods of individual counselling and guidance.

   d. A minimum of nine semester hours of graduate study in the basic principles of social case work.

3. Experience. Not less than two years of full-time paid, successful, and fully attested experience in the handling of children, including those below the age of 12, in an educational, child care or guidance setting.

   N.B. The approving authorities may, at their discretion, evaluate and count toward this requirement part-time service such as may be obtained in an apprenticeship, internship, field work, or practice teaching program.

4. Personal.

   a. United States citizenship

   b. Eligibility for a Massachusetts Teachers Certificate.

   c. Fully attested and demonstrated competency in establishing satisfactory inter-personal relationships with children and adults.

   d. Superior moral character.

5. Provisional approval

   a. The approving authorities may, in lieu of a Master's degree, allow under #1 the substitution of extensive experience and demonstrated competence in the indicated fields of concentration, or a combination of such experience with graduate study, provided, however, that the candidate has a Bachelor's degree from a recognized college or university and provided, also, that a candidate, provisionally approved, will acquire a Master's degree within a specific time set by the approving authorities, but not to exceed three years from the date of employment, as a condition of continued approval.
b. Provisional approval may also be granted to an applicant otherwise highly qualified personally and professionally who fails to meet all course requirements specified under #2, provided, however, that said course deficiencies shall be met within a time specified by the approving authorities, not to exceed three years from the date of employment, as a condition of continued approval.

Applications for employment of one or more School Adjustment Counsellors may be made officially by School Committees at any time to the Director of the Division of Youth Service, 14 Somerset Street, Boston. No special forms are needed for this application.

Applications for approval of personal and professional qualifications of candidates, following the foregoing approval of employment, should be made by letter to: ADJUSTMENT COUNSELLOR APPROVING AUTHORITY, Division of Youth Service, Department of Education, 14 Somerset Street, Boston. All pertinent information about the candidate should be included.

Each application will be acted upon individually by the Commissioner and the Director as speedily as possible. At a later date, when minimum standards and qualifications have been definitely established, special application forms may be provided.

Careful consideration of the personality and suitability of the proposed applicant is urged upon local School Committees before submission of the application. The approving authority may, as appears necessary, require a personal interview with the candidate. 10

October 14, 1955.

Appointment of Supervisor

Dr. Coughlan recognized that the School Adjustment Counsellor program was only a phase of a preventive program conducted by the Youth Service Board. He saw very clearly, however, that a full time supervisor

Tentative Standards for the Position of School Adjustment Counsellor, pp. 1-3.
was needed to coordinate the activities of the different School Adjustment Counsellors. Knowing a coordinator must not only weld a common denominator from people trained in six different disciples but must also be able to effectively interpret a different way of helping children to educators and parents, Dr. Coughlan waited until January 1, 1958, before having Miss Edna Sanford, Home Visitor in the Waltham Schools, begin her duties as Supervisor of the School Adjustment Counsellor program. She was well prepared for her new position, having had extensive training and experience in both the fields of school social work and education. Since Miss Sanford was the key person in establishing a school social work program in Waltham, her background and her role as Waltham's Home Visitor will be described later in the section on that city.

Orientation and In-Service Training

The new Supervisor realized from the beginning of her service that she had a dual responsibility. Not only must she help the School Adjustment Counsellors in their new orientation but she must also interpret the program to both educators and the general public. Miss Sanford had always been firmly convinced that Home and School Visiting required a social work orientation. She felt, therefore, that it was important to both encourage social workers to accept positions as School Adjustment Counsellors and to re-orient those School Adjustment Counsellors who had formerly served as Guidance Counsellors, teachers,

\[\text{11 Coughlan, op. cit.}\]
and psychologists. She also felt that School Adjustment Counsellors should emphasize help for all children who could benefit from their service. The shy, unhappy or withdrawn child should get at least the same consideration as the acting out child. Preventive work was stressed in all statements, and there was full realization that detection of maladjustment in the earlier grades was of prime importance.

Special training in work with children for School Adjustment Counsellors who had already received a generic training in social work was not minimized. In-service training for all School Adjustment Counsellors was given top priority. Diversified needs of the School Adjustment Counsellors group, however, created special problems in planning an in-service training program. Emphasis on case work methodology, including specific techniques with children, was deferred until more solidification was achieved. 12

The Supervisor for the purposes of training divided the Counsellors into four geographic groups - North, South, East and West. Regional groupings were flexible, however, and Counsellors were able to change from one group to another. All School Adjustment Counsellors were required to attend two yearly Statewide Conference plus two Regional Conferences. Conferences at the onset stressed the actual duties of a School Adjustment Counsellor. Emphasis was placed on referral procedures, utilization of community resources, ways of working with teachers and principals, record keeping, confidentiality of records,

12 Interview with Miss Edna Sanford.
psychiatric understanding of children, and interpreting the service in a rural setting.

Simultaneously with the orientation conferences for School Adjustment Counsellors the program was interpreted to groups throughout Massachusetts. The Supervisor spoke before groups of principals, superintendents, and Parent-Teacher Associations. She also explained the program to individual superintendents and school committees and helped interested superintendents in finding qualified candidates. Miss Sanford also began to investigate other State Visiting Teacher programs and to evaluate them in the light of the Massachusetts program. Special focus was given to the Illinois Plan and conversations with John C. Nebo, State Consultant, Division of Special Education, School Social Work, proved especially helpful. 13

Developments During the 1958-59 School Year

The school year 1958-59, was a great year of progress for the School Adjustment Counsellor program in Massachusetts. Monthly statistics for the first time began to be gathered from each Counsellor. Statistical sheets, referral blanks, and other forms are now distributed to all Counsellors by the State Supervisor. Statistics included such pertinent data as number of cases opened and closed, the sources of referrals, referrals made to other agencies, and the total number of home and school visits with students, teachers, parents and social welfare personnel. The statistics were used to obtain a picture of

13 Ibid.
uniformities and differences in practice among the different Counsellors, and also to indicate to interested persons what was actually being accomplished by the School Adjustment Counsellors. The importance of these records for future research was also recognized. Counsellors were also given other administrative forms to help them organize their own work more effectively. After a study of the monthly statistics had been made, it was realized that many Counsellors were attempting to carry far too many cases. Counsellors were informed that effective case work could only be accomplished by concentration on a limited case load, not exceeding thirty cases. The nature of the Regional Conferences, furthermore, began to take a new direction. Less stress was placed on structured programming and more in open discussion among the Counsellors.

Thought began to be given during the 1958-59 school year for summer training in social work for Counsellors who had entered the ranks from other disciplines. Responsive to this need Boston University School of Social Work offered a two-week seminar in June, 1959, entitled Case Studies in School Social Work with thirteen School Adjustment Counsellors participating. Special recognition should be given to Miss Mary Louise Dillon, leader of the course and Associate Professor of Social Work at Boston University School of Social Work, for her part in arousing enthusiasm for School Social Work, both at Boston University and in the community. Smith College School of Social Work also gave a seminar in School Social Work in July, 1959; and several of the School Adjustment Counsellors participated.

14 See Appendix for forms.
Another development during the 1958-59 school year was the requirement that all Counsellors write a closing summary for each case as the service was completed. Realizing the difficulty of combining paper work in the field, it was suggested that actual work with students and parents and in May so that June could be used for writing reports. Recommendations and suggestions were incorporated in newsletters which were sent regularly to all Counsellors.

In May, 1959, an article in The Massachusetts Teacher entitled, "What is the S.A.C. Program?", presented Miss Sanford's interpretation of the role of the School Adjustment Counsellor to a wide audience of Massachusetts educators. A booklet, "The School Adjustment Counsellor Program, An Interpretation" was also prepared by the Youth Service Board for Massachusetts and inter-state distribution.

The School Adjustment Counsellor Supervisor maintained a heavy schedule of speaking engagements and conferences while doing such specific supervisory tasks as the preparation of various reports to superintendents of schools, the revision of administrative forms, and the preparation of bibliographies. Individual Counsellors were visited in the field; and orientation conferences were held for groups of new Counsellors.

It might be of interest to cite some of the activities of the Supervisor listed in the annual report of the School Adjustment Counsellor program for the fiscal year of 1958-1959.

See Appendix for reprint of article.
See Appendix for booklet
In addition to the conferences planned for the Counsellors, the Supervisor had thirty (30) speaking engagements including:

Invitation Conference of N.E.A. Juvenile Delinquency Project in Washington, D.C.

National Conference of Probation and Parole, Swampscott.

Vermont Chapter National Association of Social Workers, Burlington, Vermont.

Governor's Conference on Mental Retardation.

Massachusetts Congress of Parents and Teachers Annual Convention, also Mid-Winter Conference.

Superintendents' Association, Hampden and Franklin Counties.

Division of Youth Service, Springfield Conference

Other speaking engagements included classes at Boston University, Boston College, Salem Teachers College, and Lesley College, SPCC Staff Meeting; Social Service, Metropolitan State Hospital; Board of Directors, Waldren Child Guidance Clinic; New Bedford Child & Family Service; Annual Meeting Community Council in Boston; Teachers' Workshops in Winthrop, Fitchburg, and Boston; Chelsea and Brookfield School Committees, and P.T.A. meetings in Springfield, Agawam, Orleans, and Sharon. In addition, the Supervisor attended twelve (12) related conferences, and held fifty-two (52) supervisory conferences throughout the State.

Developments During the 1959-60 School Year

Hoping to stimulate interest in group work techniques, an Institute was scheduled for the 1959 Fall All-State Conference on the group work being done with acting out adolescents in the Newton Public Schools by Dr. Edward Daniels, Director, Group Unit at Beth Israel Hospital.

An important goal of the program, the formal training of social work students in a school setting, was realized in September, 1959. The National Institute of Mental Health awarded stipends to four second year students at Boston University who were given field work placements in the school systems of Malden, Northboro, Brookline, and Waltham. Ground work for the school social work placements began in September, 1958, when Boston University School of Social Work supported by a grant from the National Institute of Mental Health assigned Mary Louise Dillon to do case work in the Malden Public Schools. Miss Dillon's sharpened insight in the problem of school social work helped her immensely in planning a program for school social work students.

Another project in which Miss Sanford was involved was completed in the Spring of 1960 when the National Association of Social Work granted the wish of the Massachusetts Commission on School Social Work to become a School Social Work section of the National Association. The Commission had been established in September 1955, and included among its charter members Katherine McLeod, Mary Mason, Marenda Prentis, Carmen Pizzutto, Frances Heald and Edna Sanford. Although section membership is restricted to holders of a Master's degree in social work, it is hoped that new understandings and skills developed in Section meetings will spread throughout the entire School Adjustment Counsellor program.

A new concept to the in-service training program was introduced at the 1960 Spring All-State Conference. Outstanding personalities in the field of social welfare were drafted to serve as leaders and recorders for discussion groups of School Adjustment Counsellors. The stimulating
give and take among Counsellors was continued and broadened to include viewpoints from allied fields. A report on the 1960 White House Conference on Children and Youth was also presented at the All-State Conference.

The writer feels that in listing Miss Sanford's contributions her role as a leader on the National level of School Social Work should not be ignored. Her thinking has been reflected in the current evaluation by the National Association of Social Work of the curriculum in schools of social work.

Since the School Adjustment Program was first conceived, it has expanded to include eighty-four separate communities and regional groupings served by sixty-one School Adjustment Counsellors. 18

Recommendations for the Future

High hopes are held for the future of the School Adjustment Counsellor Program and specific recommendations for its improvement were made in the annual report written by Miss Sanford for the fiscal year of 1958-1959.

RECOMMENDATIONS

In offering a new service to the youth of the Commonwealth, their school and community, we must seek these three goals: first - to provide a sound professional program, so adequately staffed and so professionally directed as to enable those in the community and in the other professions to understand and appreciate the unique service offered to the schools through the School Adjustment Counsellor Program. Second - to establish such high professional standards as to attract the best qualified people into the Program. Third - that special consideration be given to broadening the opportunities in In-Service Training in order that the counsellors might have further opportunity to develop their knowledge and skills, and thus continually improve their service to children.

18 Sanford, op. cit.
In order that these goals may be realized, the following recommendations are submitted:

1. That we indicate more clearly that the service described by Chapter 696 requires casework skills in working with children, parents, and school personnel; special knowledge of the services offered by a variety of community resources; and particular ability to participate with psychiatric clinics, and other agencies, in treatment goals. Based upon these requirements, the School Adjustment Counsellor Program should therefore be interpreted and understood as a school social work program.

2. That funds be sought from the National Institute of Mental Health for:
   a. Formal training of more school adjustment counsellors in the Schools of Social Work.
   b. Research in mental health problems encountered in the schools in order that adequate treatment programs may be developed. Research is also vitally needed in determining the kind and number of those emotionally upset children who are either unable to attend school, or unable to profit fully from the school experience. Schools are asking for assistance in meeting the curriculum needs of these two groups. The School Adjustment Counsellor Program, a statewide service to those children who are 'neglected, maladjusted, emotionally disturbed, neurotic, or otherwise potentially delinquent' can be an important instrument for the evaluation of mental health needs of children in the Commonwealth.

3. That counsellors be enabled to take part-time courses in School of Social Work through financial and time arrangements worked out by the local school system, the Division of Youth Service, and the Schools of Social Work.

4. That definite steps be taken to set up the evaluation procedure to determine full approval for those school adjustment counsellors now in the Program. Such approval to be based upon such criteria as:
a. Completion of all course requirements as established by the Approving Authorities.

b. Completion of three years of successful service as a school adjustment counsellor.

c. A careful evaluation by the Supervisor of each school adjustment counsellor in regard to:

1. Successful performance of duties as delineated in Chapter 696.

2. Response to In-Service Training Program through attendance at Regional and all-State conferences.

3. Carrying out of administrative procedures and requirements as directed by the Supervisor.

5. That we strive steadily toward a major goal in the Program - the establishment of specific criteria for Standard Certificate. It is recommended that the criteria for such certificate include:

a. Three years of successful experience as a school adjustment counsellor.

b. Two years of successful experience in social casework with children under the supervision of a qualified casework supervisor in an approved social agency, or two years of successful teaching experience.

c. A Master's Degree from an approved School of Social Work with a preferred major in social casework.

6. That field work supervisors be appointed by the Division of Youth Service to offer casework supervision and In-Service Training to the school adjustment counsellors in their local communities so that they might carry on more successfully their very difficult work. This need is most urgent, and should be met immediately either through State funds, or through grants from the Federal Government or local resources. 19

19 Sanford, op. cit. pp. 7-8.
It should be emphasized that because of the very newness of the School Adjustment Counsellor program, present goals must be subject to continuous development. It is hoped that this study will be only one of a series of research projects focusing on the School Adjustment Counsellor program.
CHAPTER IV

WA[THAM

Description of Waltham *

Waltham, known as the "Electronic and Industrial Heartland", is situated nine miles west of Boston on the Charles River. The first mill was built in Waltham in 1788, and since that time the city's industries have steadily increased, attracting a large number of skilled artisans and craftsmen. Waltham's accessibility and availability to truck and train transportation have made the city an ideal location for the development of industrial parks. There are over two hundred industries, service and warehousing firms in the city representing a wide diversification of light industry. Zoning permits only light industry and laboratories and excludes all heavy industry. Three industrial parks have been created and tax revenue from these properties help offset cost of services for hundreds of new homes in controlled residential zones in other areas. Included among the hundreds of products produced in Waltham are watches, clocks, knit goods, precision machinery, furniture, enamelware, jewel bearings, plumbing supplies, dairy and poultry food, mica products, batteries, salesbooks, grinding wheels, gauges, and radar and electronics.

The 1950 census reveals that 11.6 per cent of the residents were employed in occupations which were professional, technical and kindred.

*The information contained in this section is taken primarily from "Inside Waltham, A Citizen's Key to the City," League of Women Voters of Waltham; and "Waltham, Massachusetts, Statistics," prepared by Waltham Chamber of Commerce.
while 41.2 per cent were employed as craftsmen, foremen, operatives, and kindred.

According to the State-City Census of 1955, Waltham had a population of 50,115 but by September, 1959, the Chamber of Commerce estimated that the population had increased to more than 51,000. The population is mainly Canadian, Italian, French-Canadian, American and Irish, approximately twenty per cent of which is foreign born. The 1950 census indicates that about fifty per cent of persons in Waltham who were over twenty-five had completed high school or had had advanced education.

Approximately seventy social, service and fraternal organizations serve the numerous interests of Waltham's citizens. This does not include Parent Teacher Associations, various civic groups and church organizations. Waltham has twenty-four churches including seventeen Protestant, one Synagogue and six Catholic.

Waltham has one newspaper, the News-Tribune, which serves Waltham and Newton, and one radio station, WCRB AM & FM, broadcasting good music and serving the Greater Boston community.

The boom in industry in Waltham has naturally resulted in substantial growth in the city's population. The school population has increased tremendously necessitating expansion of the city's educational facilities. In March, 1960, the public elementary school population was 5,529, junior high school 2,037, senior high school 1,207, and vocational high school 211. At present Waltham has nineteen public schools including fourteen elementary schools, three junior high schools, one senior high school, and one vocational high school. Included in
the curriculum are kindergarten, special classes for the mentally and physically handicapped, vocational training, vocal and instrumental music, art, college preparatory, and business and clerical training.

In addition to the public schools there are five parochial schools, two of which offer high school courses. Total enrollment in parochial schools is close to 2,500.

There are also four private nursery schools in Waltham which provide pre-school and kindergarten training for children ages two through six. In addition there is a private school for girls which is both a day and boarding school and offers classes from pre-primary through twelfth grade, and a convent training school with educational facilities for about 100 novices.

Brandeis University, one of the nation's youngest universities, was opened in 1948 and since that time has played an increasing role in the community. The University makes available to the community its beautiful buildings and grounds for civic meetings or events. A Brandeis-Waltham Symphony Orchestra has been formed and the community is also invited to enjoy many of the lecture and concert series. Students from the University also participate in the teacher-training program in the Waltham public schools.

Waltham is famous not only for its high grade industries and quality manufactured products but also for its contributions to the field of agriculture. The Waltham Field Station, a branch of the University of Massachusetts, carries out experiments in vegetable gardening, fruit growing and ornamental horticulture in addition to providing to citizens, free information regarding care of lawns, shrubbery,
and general upkeep of their grounds.

The School Department offers three kinds of free adult education courses, Adults Civic Education, Practical Arts Classes and Vocational Extension Classes. The Division of University Extension of the State Department of Education also offers at Waltham High School courses for high school or college credit for which a fee is charged. Automobile maintenance for owners and safe driving instruction are also offered at a fee.

Waltham is governed by a mayor and fifteen man council elected biennially. Council consists of six members elected from the city at large and nine which represent the seven wards. Because of their size, two wards have two councillors each.

The Mayor is the chairman of the school committee, which consists of six elected members. Every two years, three are elected to serve four year terms. A superintendent and assistant superintendent of schools are elected by the committee and can achieve tenure status. Dr. McDevitt, present superintendent, has been with the Waltham Schools for seventeen years. The school committee meets the first and third Wednesday of every month except August, and meetings are open to the public.

Recreation in Waltham is sponsored by private organizations as well as by the Recreation Department and Park Commissioners. A ski area and numerous skating areas are maintained during the winter months. The Boys' Club of Waltham offers a complete program of activities for boys and at certain times there are women's and girls' swimming classes and family swims. The Metropolitan District Commission operates an
outdoor swimming pool and during the summer twenty-two playgrounds operate programs for children. In addition, there are various other clubs for adults and the aged and such groups for boys as Little League Football and Baseball. Parks and playgrounds offer a variety of recreational facilities including picnic areas, tennis courts and baseball diamonds. There is a public library with two branches. In addition, the library provides extensive school deposit collections in elementary and junior high schools and provides shut-in service to incapacitated persons and rest homes, and book service at the Waltham Hospital.

Waltham is a well-rounded community and one cannot say that it places major emphasis on any one phase of its development. The wide diversification in industry has attracted a large number of skilled workers, many of which commute to work in Waltham from a number of surrounding communities. Waltham has hundreds of medium priced homes as well as housing developments which provide housing for families of low income and the elderly. Public services and utilities have expanded to serve Waltham's growing population. Waltham's competitive retail shopping center produces a lower cost of living and attracts shoppers from the surrounding communities.

To meet the needs of a growing community, Waltham continues to expand its school facilities and offers good schools with a wide range in curriculum and special services. Numerous recreational and amusement facilities are available for young and old, and churches, clubs and organizations serve almost every interest. Cultural activities are increasing, many of which are sponsored by Brandeis University. Waltham's tremendous growth has not only brought prosperity to the city's workers but has also resulted in a stable tax rate.
Growth also brought headaches to the city. Action has been taken to overcome the problems of lack of police and fire protection through the expansion of the departments. Shortage of housing and overcrowding in the city's schools has been eased by increased building. One of the major problems which the city continues to struggle with is traffic congestion in downtown Waltham. A new highway has been proposed to divert traffic away from the crowded retail shopping area of the city.

Although only nine miles from Boston, Waltham is rapidly becoming the industrial and business center for numerous residential communities which surround it. Much planning has gone into Waltham's expansions and caution has been exercised to avoid uneven development by attempting to provide those facilities and services needed to meet the demands of a growing city.

Forerunners of the Program

Establishment of the Guidance Program

School social work in Waltham dates back to 1949 and the establishment of the guidance department. The beginnings of the guidance department in Waltham seem to be somewhat hazy and it is difficult to determine what precipitated original interest in the program. According to Dr. McDevitt, Superintendent of Schools, interest in a formal guidance program was first expressed immediately following World War II. There seems to have been nothing particular which evoked this interest, but rather it appears to have emerged in a rather spontaneous fashion. In the fall of 1948 the School Committee voted to set up a formal guidance department and Dr. McDevitt contacted Boston College and Harvard for someone to fill the position of director. He reports that Boston College
and Harvard recommended one and the same man, Leland H. Chapman. Dr. McDevitt interviewed Mr. Chapman and was impressed with his training in education and guidance, his experience and his suggestions for setting up a guidance department. Mr. Chapman had indicated that he felt the Waltham Schools needed a director to coordinate the guidance program in the schools and suggested that a social worker be added to the staff to make home visits in cases where it seemed the home situation might be related to the difficulties the child was presenting at school. Mr. Chapman was then working in the Hingham Schools where he had had in his department for a short while, a trained social worker. He told Dr. McDevitt that he felt the social worker played a vital role in the school department as she was able to visit the homes of children who were presenting problems in school, and work with the parents so as to bring about improvement in the child's adjustment in school.

Dr. McDevitt reports he recommended to the School Committee that Mr. Chapman be hired for the new position of Guidance Director. However, the School Committee felt that interested persons within the school department should be considered for the position. Only one man applied, a fairly young man who had been with the Waltham Schools for only a year or so. The School Committee decided to offer the position to this younger man, probably because he was a local man as well as their being able to secure him for a considerably smaller salary, but around Christmas, 1948, the man suddenly died. The School Committee decided immediately to contact Mr. Chapman regarding the position. This action was delayed for a couple of months because of the situation but on March 1, 1949, Mr. Leland Chapman was elected to the position of Director
of Guidance of the Waltham Public Schools.

Mr. Chapman assumed his duties in September 1949, and the beginning of a school social work program in Waltham also dates back to this time. At this time there was no formal guidance program and the guidance work was being carried out by teachers who were acting more or less as class advisors. Mr. Chapman had accepted the position as the director of the guidance department with the condition that a social worker be hired at the same time. Miss Edna Sanford, an experienced teacher as well as trained social worker, was hired, and in the fall of 1949, the first school social worker in Waltham began working in the schools.

Miss Sanford's entry into the school department as the first school social worker, or school visitor, did not meet with any opposition. Dr. McDevitt reports that both the social worker and the formal guidance department received the enthusiastic support of the whole community. Among the program's supporters were the Community Council and the League of Women Voters. As long as the program has been in effect, there have been no groups opposed to the service and Dr. McDevitt states that the School Committee has accepted his recommendations for expansion of the department and has approved his suggestions for staffing.

The Early School Visitor Program

When the school social work program began in Waltham in 1949, no plan of function or operation existed. Miss Sanford's entry into the school system was a quiet one and was not accompanied by publicity or fanfare. Although the School Committee had accepted Mr. Chapman's recommendation that a school social worker be added to the school staff,
and had approved Miss Sanford's appointment, as far as can be determined, they took no part in the development of the program. Although she was administratively responsible to Mr. Chapman, Miss Sanford was free to develop the social work services as she saw the need, with no interference. She reports that things went smoothly during the early years of the program and she ran into no opposition. She had little direct contact with the Superintendent of Schools who took no part in the actual administration of the program.

Dr. McDevitt could not recall exactly where he had first heard of Miss Sanford but said that when he had first attempted to locate a social worker he had had contacts with the various schools of social work as well as the Harvard School of Education so that he could have learned of Miss Sanford's interest from either Boston College School of Social Work or Harvard. Since Miss Sanford has a Master's degree in both education and social work, it was felt that she was ideally qualified for the position. She did her undergraduate work at Tufts University and received her Master's in Education from Radcliffe and Master's in Social Work from Boston College. She has also done post graduate study in education at Harvard and Boston University. Prior to going into social work she had taught in the Ashland and Arlington Public Schools. She was employed as a child welfare worker with the Lynn Catholic Charities Center at the time she was contacted about the school social work position in Waltham.

Much time during the first years was spent in outlining need, setting up some type of organized program, and interpreting services to principals, teachers, and other school personnel. At this time there was
no formal referral system or even criteria for referral of children, but Miss Sanford reports accepting all cases which came to the attention of the Guidance Department in which there seemed to be a need for a home visit. From the start, Miss Sanford saw not only children and parents, but worked closely with principals and teachers and utilized every opportunity to demonstrate her services. Another important part of her work was making referrals to social agencies and clinics when a child or family had problems which appropriately should be handled by an agency outside of the school. She became a member of the Waltham Council of Social Agencies and was active in interpreting the new school service.

As was to be expected, referrals of cases were few at the beginning. Teachers and principals were not opposed to the services of a school social worker but tended to assume a "show me" attitude and waited to be convinced that social work was a useful service. Miss Sanford took advantage of this period to become better acquainted with the school facilities and personnel. In a sense she sought out cases, too. She reports that she checked school records for all children who were living in broken homes. If further exploration of the child's situation revealed school problems which might be related to a problem in the home situation, the child and family were contacted. Families apparently welcomed these visits from the school visitor. Miss Sanford states that she did not use the term social worker in describing and discussing her services in the Waltham Schools because of its connotations. The term "school visitor" or "visiting teacher" was used in order to emphasize to parents, school personnel and the general public that the social worker was an integral part of the school staff and interested in the functioning of the child in school.
At the time Miss Sanford entered the Waltham School System, school social work, although not a completely new program, was not an established service in most of the schools in Massachusetts. Although various communities had incorporated in their schools guidance counsellors, visiting teachers, etc., there were few trained social workers in the field. In addition to organizing a visiting teacher program in the Waltham Schools,

Miss Sanford adds that she took every opportunity to educate other interested groups and communities in the services which social workers can contribute to children in an educational setting. The following excerpt from an article by Miss Sanford, in which she discusses the role of the psychiatric social worker in the school, makes clear the need which she felt existed for social workers in the school setting by pointing out that children are displaying problems in school and that specially trained people are needed to help children secure maximum benefits from their education.

Studies indicate that one out of every ten children needs special help. Child-guidance clinics see relatively few children, and many communities do not have social agency resources. Teachers and other school personnel have neither the time nor the necessary training to offer the kind of service needed. What, then, can be done so that these emotionally upset children will be able to profit from their school experience, make a good adjustment in the community, and be happy and well-adjusted adults in the future.

When Miss Sanford first started working in the Waltham Schools, cases were referred to her by teachers and guidance counsellors through

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the principal solely on the basis that a home visit seem indicated. These cases included a variety of problems such as truancy, poor physical care of the children, failure by mother to provide lunch for the child. Often they were situations in which the school had requested the parent to visit the teacher but the parent had failed to come in. Originally the concept of emotional problems was not considered in making referrals. She accepted all referrals and in her work with them, gradually was able to interpret to the schools the manner in which emotional problems are related to the school adjustment and functioning of children.

Originally Miss Sanford was hired for work in the junior and senior high schools. However, after she had been working in the school system for two or three years, Dr. Eleanor Linehan, Assistant Superintendent of Schools, in charge of the elementary schools, requested service for a few of the elementary school children. These were children who might be considered severe school problems and who had had difficulty over a long period of time in their adjustment in school. Miss Sanford refers to these few children as "Thanks be to God, cases." In a sense they were test cases and unfortunately good results were demonstrated, although Miss Sanford adds she cannot be sure this was due to her skills as a caseworker or merely good luck. As Miss Sanford was able to demonstrate success with a few children, the number of referrals gradually increased. However, although she continued to provide minimum coverage of the elementary schools for several years, her role as school social worker remained focused on the junior and senior high schools.

As far as can be determined, the entry into the Waltham Schools of a social worker was not met by objections from either school personnel
or parents or the community as a whole. It is Dr. McDevitt's feeling that Miss Sanford did an excellent job in organizing a school social work program in the Waltham Schools and it was with regret that the schools saw her leave them to assume her present position as State Supervisor of the School Adjustment Counsellor Program in 1957.

Establishment of the School Adjustment Counsellor Program in the Elementary Schools

By the time the School Adjustment Counsellor Program was established by law in August, 1955, the value of a social worker in the schools had already proven itself in Waltham. Teachers and principals had been able to observe improvements in the social and academic adjustment of children who had benefited from Miss Sanford's help, and an increasing number of referrals was being made. It was recognized that a minimum of service to children was being offered and that it would be necessary to hire another worker. The State School Adjustment Counsellor Program provided for reimbursement to the towns of forty-five hundred dollars for the first Adjustment Counsellor. However, legislation stipulated that the Adjustment Counsellor was to work with children in the elementary grades, and since Miss Sanford had been hired to work in the secondary schools, Waltham was not eligible for state funds for her support. After the School Adjustment legislation was passed in August, 1955, Miss Sanford brought this to Dr. McDevitt's attention, suggesting that a social worker be hired to work on the elementary level.

In December, 1956, the first School Adjustment Counsellor, Mrs. Feleciano, was hired and assigned to the primary and elementary schools, thus relieving Miss Sanford and enabling her to devote her
efforts solely to the secondary schools. Mrs. Helen Feleciano, a graduate of the Boston College School of Social Work, had had several years of experience with the State Division of Child Guardianship, Red Cross, and the Catholic Charitable Bureau prior to her entry into the Waltham Schools.

Passage of the legislation establishing the School Adjustment Counsellor Program in no way affected the operation of the school social work program in Waltham, except that the Commonwealth would now reimburse the community in part for the operation of the program in the primary and elementary schools. As far as can be determined, the Adjustment Counsellor Program was integrated into the Guidance Department without opposition from any area. Although under the state program School Adjustment Counsellors could be selected from the fields of education, psychology, sociology, guidance, juvenile adjustment, or social work, it has been the practice of the Waltham School Department to employ only professionally trained social workers. It is the feeling of Mr. Chapman and others in the Waltham School Department that social work training provides the best qualified individuals for the position of School Adjustment Counsellors. In particular, it was generally felt that social workers are the best trained to work with both children and parents because of their understanding and experience in working with personal and interpersonal problems.

It is interesting to note that although there are six fields from which persons might be selected for School Adjustment Counsellor positions, Mr. Chapman reports that all applicants in Waltham have been social workers. When questioned directly if applicants from a field
other than social work might be considered for a position, Mr. Chapman stated that he would not hesitate to recommend an applicant from another field if he felt that the individual was well qualified to do the job well.

All applications for position of School Adjustment Counsellor are screened by Mr. Chapman. He interviews all applicants and makes his recommendation to the Superintendent of Schools, Dr. McDevitt. Thus far, Dr. McDevitt has accepted the recommendations of Mr. Chapman, in regard to hiring of personnel. After the applicant has been interviewed by Dr. McDevitt, his name is submitted to the School Committee for approval.

**Present Organization and Functioning of the Program**

**Administrative Structure**

At present there are three trained social workers on the staff of the Waltham Schools. Two of these, Mrs. Helen Feleciano and Mrs. Ruth Scult, are School Adjustment Counsellors, and work in the fourteen elementary and primary schools. The schools are divided into two groups geographically and each Counsellor covers one area, and has her office in one of the schools in her area. In this way each Counsellor is able to become more closely acquainted with the personnel in the schools she covers and is more able to concentrate her efforts than she could if she were handling cases in all fourteen schools. It is also felt that it is more helpful for teachers and principals if they have one rather than two Counsellors to work with as they become familiar with how an individual Counsellor functions and communication is facilitated. In addition, principals and teachers often discuss individual children with the Counsellor before actual referral is being considered. When the child
is referred at a later date, the Counsellor is already aware of the situation. In a sense the Counsellor acts as a consultant to the schools to which she is assigned and can help school personnel become more alert to the types of problems children present which may be helped by referral to the School Adjustment Counsellor.

Waltham also has one social worker, known as a visiting teacher, who is assigned to the junior and senior high schools. Miss Cornelia Sylvester provides the same type of counselling services to the three junior and one senior high school as the School Adjustment Counsellors provide in the elementary schools. Miss Sylvester has an office in one of the junior high schools. The junior and senior high schools did not have an assigned social worker between 1957, when Miss Sanford left to become State Supervisor of the School Adjustment Counsellor Program, and the fall of 1959 when Miss Sylvester joined the staff. During this period the elementary School Adjustment Counsellor covered the junior and senior high schools in emergency situations.

The School Adjustment Counsellors and visiting teachers are administratively responsible to Mr. Chapman, the Guidance Director.

**Referral Procedures and Sources of Referrals**

In Waltham the procedure of referring cases to the School Adjustment Counsellor is formally structured. Although anyone may refer a child, there is a specific method which is followed. Usually the child to be referred has been brought to the attention of the Adjustment Counsellor but she does not see the child, except in emergency situations, until a referral form has been completed. There is a standard referral form which has been recommended by the state and it is suggested that
it be used to make the job easier. Each community then prints copies for their public schools.

The individual referring the child, usually the teacher, completes the form, including a description of the child's problems as reason for referral. There is also space provided on the form to include a summary of what has been done to handle or remedy the situation. All referrals must be signed by the principal of the school which the child attends and referrals are then sent to the Supervisor of the Elementary Schools, Dr. Linehan for her signature before they are forwarded to Mr. Chapman. A record is kept of all referrals received and are cross filed for administrative purposes. Mr. Chapman classifies the cases on the apparent urgency of the situation. Category one means the child should be seen immediately, group two includes those cases which should be seen within a short time but which are not emergent, and group three includes those cases which are placed on the waiting list. These classifications are made by Mr. Chapman to protect the Counsellors from being pressured into building up caseloads which are too large to be workable. However, the Adjustment Counsellor is able to change the urgency rating if the situation warrants it.

Once the initial coding and recording of referrals has been completed, the referral forms are sent to the Adjustment Counsellor who covers the school which the children attend. The referral is classified according to the reason for referral. There are six classifications which are used on a statewide basis for monthly statistics. In Waltham, these classifications are assigned when a referral is made. These classifications are: (1) behavior or personality, (2) academic with social maladjustment,
(3) attendance, (4) home conditions, (5) neighborhood conditions, and (6) other. Each Adjustment Counsellor maintains a card file of cases serviced which includes identifying information, code number for reason of referral, urgency rating number, and date child was referred, date case opened or put on the waiting list, and date of closing. A similar file is kept at the main Guidance Office so that the Director of Guidance, Superintendent of Schools or other authorized school staff can tell at a glance, the status of a given case.

Children can be referred to the Adjustment Counsellor by any member of the school staff, such as the nurse or doctor, psychologist, speech teacher, guidance counsellor, as well as the child's teacher. However, the majority of referrals originate with the child's teacher who, after discussing the situation with the principal and Adjustment Counsellor, fills out the referral form. Even in situations where referral is first suggested by other personnel, the form is often completed by the classroom teacher. However, no matter where a referral originates, all forms must be signed by the school principal, as it is necessary that he be aware of those youngsters who are receiving any type of special service.

Referrals can also be made by parents either directly, by contacting the Adjustment Counsellor, or indirectly by requesting help through the teacher or principal. In either case, referral forms would be completed by the teacher and forwarded to the Adjustment Counsellor through the usual channels. This would be true for the rather rare situations in which a child himself requests help.
Sometimes referrals are made by agencies outside of the school, such as the Juvenile Court, Family Service or the Massachusetts Society for the Prevention of Cruelty to Children. Often in situations that are referred by outside agencies, the parents are receiving help in regard to the handling of their children and it is felt that the family as a whole can be helped more if the children are receiving direct help. In situations of this type, the Adjustment Counsellor would discuss the situation with the teacher and principal to determine whether or not referral is indicated and if it is, a referral form is completed. No child is accepted for treatment unless formal referral has been made. Occasionally a child is seen on an emergency basis before the form has been completed but the Counsellor always reads the child's record first.

Factors Determining Accepting or Rejecting Referrals

The decision to accept or reject referrals for treatment is usually made by the Adjustment Counsellor. Cases which appear to be purely academic problems may be referred back to the principal as the responsibility for handling academic problems in the elementary grades rests with the principal. Referrals are never rejected on the basis of the Counsellor's large caseload. If a large caseload prevents a Counsellor from picking up a case immediately, the situation is discussed with the teacher and principal involved and they are notified that the child's name is being placed on a waiting list but that the Counsellor should be contacted if there are any major changes in the child's adjustment.

If the Counsellor finds, after reading the child's school records and talking with teacher and principal, that the child's problem
is such that another type of service seems warranted, such as special class, medical care or psychiatric care, the Counsellor may decide against accepting the case for treatment. Referrals for special class would then be handled by the principal. Sometimes child and parent may be seen in the process of referring them to an outside agency, such as child guidance, medical doctor, or Family Service. In many of these situations, the case may be closed after referral to an outside agency has been completed. Cases with which the Counsellor has had contact but which are not accepted for treatment are recorded as brief service cases.

Handling of Referrals and Establishment of Treatment Plan.

When the Counsellor receives the referral form she is free to decide for herself whether or not the situation should be handled immediately or is one that can be placed on the waiting list. In any case, the Counsellor would discuss the situation further with the teacher and principal in order to secure a more complete description of the youngster and his adjustment in the school. It is customary to talk with the referring party before treatment is initiated.

Before seeing a child, the Adjustment Counsellor reads all the records the school has on the child including reports of psychologica
tests and group tests. The cumulative record, which was devised by Mr. Chapman, is particularly helpful as it includes information about the child from the day that he entered the school system. It includes information about the child's academic progress, test results, mental ability, family information, physical defects, personality traits, summary of contacts with parents, as well as teachers' comments. This information is particularly helpful as it often demonstrates how children's problems have been
developing over a period of years. Sometimes it is helpful to talk with other staff who know the child, such as the speech or remedial reading teacher. It is at this time, when the Adjustment Counsellor is reading records and talking with the teacher, that the face sheets are filled out. The two page form for face sheet information was developed by Mrs. Feliciana and Miss Sanford and is recommended by the state to be used by all communities in keeping records.

There is no set policy as to whether child or parents is interviewed first. If the referral and school records indicate that there may be a home situation which is contributing directly to the child's school problem, the mother may be seen first to get a better idea of the child's adjustment and situation at home before the child is seen. At other times the child may be seen a few times before the parents are contacted. However, the parents are always included in the treatment plan quite early in the work with the child in order to acquaint them with the service the Adjustment Counsellor offers, to discuss the child's problems with the parents, to secure pertinent information about the child's family background as well as to work with the parents to help them understand and help their child.

Interviews with the child are always held in the school although there is much flexibility in scheduling interviews. Length of interview depends upon the individual child according to age, situation and ability of the child to participate in an interview. For example, a young child who is nervous or withdrawn may have a great deal more difficulty talking with an Adjustment Counsellor than an outgoing and aggressive child. Some weeks, interviews may be much longer as the child has something he is
anxious to discuss. In general, weekly interviews are scheduled although in certain situations the child may be seen every two weeks. Interviewing space is sometimes difficult to secure although usually school principals try to arrange private space for interviewing. The various schools differ greatly in space available for interviewing. Offices, classrooms, teachers' lounges and lunchrooms, or quiet corners in hallways provide private or semi-private areas for interviews. The structure of the interview is relaxed and informal. Some play materials are used when working with the younger children, but most treatment is conducted through interviews with the children. The focus in treatment with the child is helping him to make a better school adjustment not only academically but also socially and emotionally. The Adjustment Counsellor gets to know the child not only through weekly interviews but also by observing the youngster in the classroom and on the playground.

### TABLE I

NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLORS IN WALTHAM BETWEEN OCTOBER 1, 1959 AND MARCH 31, 1960

<table>
<thead>
<tr>
<th>Grade</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kindergarten</td>
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<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Grade 1</td>
<td>10</td>
<td>1</td>
<td>11</td>
</tr>
<tr>
<td>Grade 2</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
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<td>1</td>
<td>7</td>
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</tr>
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<td>10</td>
</tr>
<tr>
<td>Grade 6</td>
<td>5</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Special Class</td>
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<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>47</td>
<td>8</td>
<td>55</td>
</tr>
</tbody>
</table>
During the six month period from October 1, 1959 to March 31, 1960, fifty five children were referred to the School Adjustment Counsellors, of which forty seven, or approximately eighty five per cent were boys and only eight, or about fifteen per cent were girls. The grades referring the most boys were grades one and four with ten each and grade five with nine. The smallest number of boys were referred from grade two with two boys and special class with one. In between were grade three with six, grade six with five and kindergarten with four. The largest number of girls were referred from grades two and six with two each while there were no referrals from kindergarten and grade four. The remaining grades each referred one girl. No clear trend can be noted in the small number of girls referred. However, with the boys, a large number of referrals came from grades one, four and five. The grades referring the largest number of girls are not the same as those referring the largest number of boys.

### TABLE 2

NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLORS IN WALTHAM BY TYPE OF PROBLEM AND SEX OF CHILD

<table>
<thead>
<tr>
<th>Problem</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavior or personality</td>
<td>32</td>
<td>4</td>
<td>36</td>
</tr>
<tr>
<td>Academic with social maladjustment</td>
<td>8</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Attendance</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Home conditions</td>
<td>5</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Neighborhood conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>47</td>
<td>8</td>
<td>55</td>
</tr>
</tbody>
</table>
Of the forty seven boys referred to the School Adjustment Counsellors, thirty two, or close to seventy per cent were classified as behavior or personality problems. This group also included the largest number of girls with four, or one half the number of girls referred. There were no boys or girls referred for either attendance or neighborhood conditions. Although eight boys were referred because of academic problems with social maladjustment, only one girl was referred for this reason. Approximately eighty per cent of the children referred fell into two categories; behavior or personality, and academic with social maladjustment. About twelve per cent, five boys and two girls, were referred because of home conditions. This accounts for about ten per cent of the boys and twenty five per cent of the girls referred. The remaining three children were referred for problems classified as other.

TABLE 3

NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLORS IN WALTHAM BY TYPE OF PROBLEM AND GRADE OF CHILD

<table>
<thead>
<tr>
<th>Problems</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Kindergarten</td>
</tr>
<tr>
<td>Behavior or personality</td>
<td>4</td>
</tr>
<tr>
<td>Academic with social maladjustment</td>
<td>0</td>
</tr>
<tr>
<td>Attendance</td>
<td>0</td>
</tr>
<tr>
<td>Home conditions</td>
<td>0</td>
</tr>
<tr>
<td>Neighborhood conditions</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
</tr>
<tr>
<td>Totals</td>
<td>4</td>
</tr>
</tbody>
</table>
Thirty-six of the fifty-five children were referred because of behavior and personality and averaged between five and seven in grades one through six with the exception of grade two which had only two in this category. Kindergarten had four and special class had none. The grades referring children for academic problems were one, four and five with one child referred from grade six in this category. The seven children referred because of home conditions were in grades four through six and also included the only two children referred from special class. The three children referred for problems classified as other were in grades one and two.

Working With Parents

As has been indicated earlier in this chapter, parents are always included in the treatment plan at an early stage in the work with the child. It is important to gain the parents' cooperation in order that the child might gain maximum benefits from his contacts with the Counsellor. Most of the Counsellor's contacts with parents are with mothers as they are usually more available than are fathers. However, it is recognized that father's role in the family is also an important one and that it is important that he too be aware of the child's problem and assume responsibility in helping the child achieve a better adjustment at home and at school. The majority of contacts with parents are in the form of home visits. However, there are many parents, both fathers and mothers, who can and do come to the school to talk with the Adjustment Counsellor. Sometimes parents are seen at their place of employment if it is not convenient for them to arrange to see the Counsellor at home or at school. The parents are made aware of the child's problems and
are encouraged to play an active role in helping the child alter his situation. It is recognized that parents are closely involved with their children and the children's problems and therefore must be involved directly or indirectly in changes in the child's behavior and adjustment.

There is no established policy regarding frequency of contacts with parents but they usually are not seen weekly. Often the parents may be seen only three or four times a year, although there may also be contacts by telephone. At other times, when there is a specific problem which needs to be worked through, such as referral to a child guidance clinic, or securing needed medical treatment, the Counsellor may see the parents on a regular basis for a period of time. There is much flexibility in regard to policy relating to contacts with parents and frequency of contacts depends on the individual situation of the child, the problems he is presenting, other agencies serving the family and similar factors.

Working Within the School System

The Waltham School Department offers a large number of special classes in the schools such as art, music, visual aids, physical education (including posture training for children with posture problems), health education in the junior and senior high schools, and television instruction in various subjects for grades two through six. The high school has a well equipped language laboratory which is also used for training elementary school teachers. School doctors and nurses provide medical care and two dental clinics in the schools offer diagnostic and simple dental work. At present, there is an honors program which offers an enriched academic program to gifted children in grade ten. A similar program will
be initiated in the fall of 1960 for a group of grade four students and the program will gradually be expanded to offer a continuous enriched program for the gifted child. Many of these services are not utilized directly by the Adjustment Counsellor in working with a child but they do provide important outlets for the child's creative ideas and physical energy. The Counsellor takes interest in the child's activities and encourages him to express his feelings in his own way, be it art, music or baseball.

The public schools also have classes for the mentally retarded in three schools. There are classes for the trainables (mostly Mongoloids), the educables and the retarded. Classes for the physically handicapped include sight-saving classes, classes for the hard of hearing, and speech classes. The Speech and Hearing Department administer tests and correctional measures throughout the school system and conduct a pre-school detection program to prepare children for normal classwork. Programs for the mentally and physically handicapped are subsidized all or in part by the Federal Government. The Counsellors do work with children in classes for the handicapped but only when they have school problems other than the handicap. The Counsellor may also play an important role in preparing child and family for the child's placement in a special class if the child was already being seen by a Counsellor. Cases are not accepted merely to prepare a child for placement in a class for the handicapped.

There are classes for remedial reading which are open only to children with full average intelligence but who have severe reading handicaps. These classes are not open to children who are retarded.
The schools have a school psychologist who administers individual intelligence tests to children referred by the principal. The Counsellor utilizes the results of the testing and frequently the reports outline the areas which are presenting difficulties and conflicts for the child. The Counsellor thus uses the test results as a diagnostic tool, and in situations where the child has not had individual testing, can request the principal to have the child referred for wide-range psychological testing.

Although the School Adjustment Counsellors are a part of the Guidance Department, there are also Guidance Counsellors who do academic and vocational counselling. They administer standardized tests, provide educational and occupational information and offer similar services to aid students in their educational and vocational planning.

Communication between the Adjustment Counsellors, teachers, principals, and other school personnel may be in the form of formal conferences but more often it consists of informal conferences in the hall, in the lunchroom, school office or classroom. Frequently, when the Counsellor goes to pick up the child in the classroom, there is an opportunity to briefly discuss the child's progress and adjustment. When a lengthier conference is indicated, an after school conference is scheduled with the teacher. If there are other school personnel interested in the youngster, such as the speech teacher or nurse, a more formal group conference is arranged to discuss all aspects of the child's problems and adjustment. Conferences can be called either by the Counsellor or other school personnel including teachers and principals so that an integrated plan for helping the child will be maintained.
Working With Outside Agencies

There are several outside agencies in Waltham with which the Adjustment Counsellors may have contact and others which serve the schools, children or parents. The Counsellors make referrals to a number of agencies and outside agencies can make referrals to the Adjustment Counsellors.

The Juvenile Court may recommend that a child be seen by a Counsellor to aid him in making a better adjustment in school. More often the Adjustment Counsellor refers children or parents to other agencies after contacts with them reveal need for additional services which the school is unable to provide. Family Service offers counselling to parents with marital problems or other adjustment problems. The Massachusetts Society for the Prevention of Cruelty to Children is contacted regarding those situations in which children are not receiving proper care. The Waltham Visiting Nurses Association provides not only home nursing care but through the school nurse, can provide clothing to needy individuals. The Waltham Hospital provides medical and psychiatric service in its outpatient clinics. One agency, of which the school makes extensive use, is the Beaver Brook Guidance Center, a child guidance clinic supported by the towns of Belmont, Watertown and Waltham. The Adjustment Counsellors work closely with the staff of the child guidance clinic to insure integration of service for the child. This may mean that the Counsellor terminates service to the child when psychiatric treatment begins, or in special situations, the Counsellor may continue to see the child on a supportive basis until he has been taken on for treatment.
The Metropolitan State Hospital offers day classes for emotionally disturbed children. However, due to the severe connotation the hospital has for residents of the community, this service is rarely utilized. However, the Adjustment Counsellors do make use of the diagnostic mental testing service provided by the Walter Fernald School.

The Adjustment Counsellors encourage and arrange for the use of a number of recreational services in the community such as Scouts, Boys' Club and camps. There are several groups which arrange for children to go to camp including the Boys' Club, Kiwanis, the Knights of Columbus, the Visiting Nurses, as well as various private resources.

Another resource which has provided good service is the Big Sister Program. Counsellors arrange for girls to have Big Sisters and keep in touch with them from time to time regarding their progress. Arrangements are also made for boys to have Big Brothers but these have not worked out quite as well in the past, due frequently to shortage of men to be Big Brothers, although this service is improving.

There are other agencies in the community which provide service to families with which the Counsellors have little or no contact, such as the Welfare Department, the Red Cross, and the Salvation Army. The Parent-Teachers Association serves the elementary schools and carries out various money raising projects. The Adjustment Counsellors speak at the various Parent-Teacher meetings interpreting to parents the services which they provide. There is also an association for parents of mentally retarded children whose main function is parent education.

Adjustment Counsellors also have contacts with the clergy of the various churches in the community and work with them in stimulating
and encouraging interest of children and families in affiliations with the religious groups of their choice.

The communications between the Adjustment Counsellors and outside agencies is in general flexible and informal. A large percentage of contacts are made by telephone; this is a two way process of communication and the Counsellor and outside agencies communicate freely back and forth. Scheduled conferences are also arranged with workers in other agencies to plan cooperatively in order to serve the child or family without duplication of services. Formal staff conferences are held at the Beaver Brook Guidance Center, which are attended by various agencies working with the child, after diagnostic evaluation has been completed. Results of the evaluation are discussed and the role of various agencies is outlined to avoid confusion and duplication of services to the child and his family. As treatment proceeds, there continues to be communication by means of telephone calls, informal conferences or occasional formal staff conferences.
CHAPTER V

MALDEN

A Description of Malden*

Malden, which derives its name from the town of Maldon, England, is situated in Middlesex County about five miles north of Boston. It is at the foot of Middlesex Fells, a state reservation.

Malden is a residential community with little in the way of new housing development. Although plans are being made for industrial expansion through the Urban Redevelopment program, virtually no land remains for residential expansion. Primarily, Malden is an industrial and manufacturing city with more than two hundred manufacturing establishments representing fifty or more distinct and separate industries. The major industries are rubber boots and shoes, electronic equipment, airplane parts and tools, soap and tin cans. Smaller industries include the manufacturing of toilet goods, paint, brushes, coal tar products, radios and radio parts, cutting tools, fire hose, candy, mattresses, oils, name plates, paper boxes and chemicals. Malden is famous for originating ice cream cones, and it is also the home of Friend's Baked Beans and Cuticura Soap.

At one time, Malden was known as a "bedroom of Boston" because most of the residents lived in Malden and worked in the Boston area. Even today, the majority of the people who live in Malden are employed...

in other cities.

Through the years Malden has developed into an important shopping area for suburban towns north of Boston; recently however, the growth of nearby shopping centers has had a deleterious effect on Malden merchants.

The population of Malden is estimated to be about sixty thousand. The Negro population numbers about six hundred and over fifty-nine thousand members of the community are White. According to the 1950 United States Census, approximately twenty per cent of the population is foreign born. Many years ago the residents of Malden were predominatly Yankee Protestants, but over the past thirty years or so, there has been a gradual change. The predominant nationalities in the city now are American, English, Irish, Italian, Russian, Swedish, Polish and Jewish. Malden has over thirty churches including five Catholic, five Jewish and over twenty Protestant denominations. Malden tends to be thought of as a city of older people. Due to the problem of residential expansion, younger couples are more inclined to build or buy homes in other communities.

Clubs and fraternal organizations in Malden are varied and number well over one hundred. These groups include Fraternal orders, Historical Societies, Chamber of Commerce, League of Women Voters, Rotary, PTA, Lions, Kiwanis, and numerous Veteran's organizations and service clubs. The Malden Community Chest and Council is composed of representatives from various organizations and agencies and includes ten participating members and about seventy-two non-participating members.

There are two newspapers in Malden—a daily paper, the Malden Evening News; and a free weekly paper, the Malden Press. There are two movie theatres in the city.
Medical services for the residents include the Malden Hospital and facilities under the supervision of the Board of Health. These include dental clinics, tuberculosis, baby welfare, and an immunization program.

The city maintains a number of parks and playgrounds with supervised play and special programs for children during the summer months. Other recreational facilities include tennis courts, baseball diamonds, and a swimming pool and artificial ice skating rinks are nearby. There is a public library with four branches, and public transportation to Boston is easily accessible.

Malden's public school system includes a senior high school, a vocational high school, three junior high schools, and eleven elementary schools, two, with new additions and two others, newly built. The grades in the elementary schools range from Kindergarten (in eight of the schools) through the sixth grade, except in one school where the grades are from one through four and in one of the junior high schools, there are four elementary classes. There are also three parochial grammar schools and three parochial high schools in Malden. There is a private business college in the city and two nursery schools.

The total number of children attending public schools in Malden in October 1959 was 9,372 with 421 teachers and principals. Approximately 5,268 children are attending elementary school. Directors of specialized programs in the schools include those for the physically handicapped, special education, remedial reading, art, music, guidance, adult civic education, psychological testing, physical education, and health education. There are instructors in speech therapy, home nursing and hearing conversation. In addition, there are special classes and training for the
exceptional child and special classes for the gifted child. Telephonic instructions is also provided. Malden also maintains a Central Evening School, which meets three times a week.

The city government is composed of a mayor and an eleven man council, the latter including three councillors at large and eight ward councillors, elected biennially. The five members of the School Committee are elected to four year staggered terms. Their regular meetings are held on the last Tuesday of each month except during July and August, and special meetings are called whenever necessary.

Several people in the community were asked what they considered to be Malden's value system. For a city this size, each of the people mentioned the vast number of organizations, clubs, and group interests that serve the residents. They all spoke, too, of Malden's being one of the pioneers in the field of education in establishing classes for the mentally retarded, classes for the blind, and classes for gifted children. It was also felt that Malden might be considered a politically conscious city in that many of its citizens and former citizens have held and presently hold outstanding political positions in the state.

One citizen very aptly described Malden as more a self reliant city not strongly oriented to the city of Boston. Malden takes pride in its own cultural program. Local improvement associations have been established over the last fifteen years, and there are two newspapers, which is rather unique for a city this size. Malden has derived an enrichment and many positive benefits from its development into a self reliant community, but there may have also developed a lack of communications with other communities.
Forerunners of the Program

In Malden, prior to 1955, there was no School Adjustment Counsellor program or similar service. Before the appointment of the present Superintendent of Schools in 1946, however, there did exist the following Special Departments within the school system: Special Education, School Health, Department for the Physically Handicapped, and Vocational Counseling. There were also special instructors in Art and Music. Gradually, over the years, and primarily through the efforts of the Superintendent of Schools, growth took place within these departments and additional ones were made available. These included special instruction for trainable children, audio-visual instruction, a special class for the blind, and classes for gifted children. The Departments of psychological testing and physical education in the elementary schools were established. Remedial reading grew to the Department of Reading and training for deaf children was expanded.

Shortly after the Superintendent came to Malden, he recommended establishment of a Guidance program. Although this proposal met with many positive feelings, it was by and large considered by many people within the school system as completely unnecessary. It was generally felt that the schools were not ready for such a program, that there was no need for such a program, and that the city should not become involved in further expenditures for setting up the department and hiring special personnel for guidance services. This negative reaction may have been partly due to community concern over the rising tax rate - an issue which played a relatively small role in the later establishment of a School
Adjustment Counsellor program.

However, as a result of many factors the Guidance program was eventually approved by the School Committee and services were established in 1952. Some of the factors which led to the program's eventual acceptance were gradual changes in thinking and a growing consciousness of need for guidance counseling, and a concerted effort on the part of PTA organizations in behalf of interested citizens to exact from School Committee candidates a public declaration that they would vote for such a program. Following approval of the program, Guidance Counsellors were appointed on the high school and junior high school levels, but there was no guidance counsellor provided in the elementary schools.

Early Beginnings

In 1955, the Superintendent of the Malden Schools, Dr. Chester W. Holmes, attended a semi-annual convention for Massachusetts School Superintendents in Worcester, Massachusetts. One of the program speakers was Dr. John D. Coughlan, Director of the Division of Youth Service, who spoke on current legislation in Massachusetts which provided state support to local school districts for the employment of School Adjustment Counsellors.

Dr. Holmes was well aware of the fact that there were many children in the school system who were having difficulties in school adjustment and who were manifesting behavioral and/or learning problems. The child's problem was sometimes found to be rooted in a specific cause. In cases where a child was tested and found to be mentally retarded, the child was transferred to a class for Special Education. Dr. Holmes recognized, however, that only a limited number of these children could be
helped by the Special Class program. Many of the children, in fact, were not eligible for the special class for the mentally retarded.

Dr. Holmes was concerned about those youngsters, for he felt that emotional problems were often the cause of behavior and learning difficulties.

He felt that the existing school personnel were not equipped to handle effectively and could not be expected to handle those children who were manifesting acting out behavioral problems. In his opinion, disciplining these children was only dealing with the outward disturbance. At that time some of these youngsters were being referred to the court as habitual school offenders, some were sent to Training Schools, and others remained in class with the original difficulties.

When the Massachusetts legislature approved the School Adjustment Counsellor program in 1955, Dr. Holmes saw in the program an opportunity for Malden to expand its educational program and in such a way that children, whom he felt needed more than a special class program, could be helped. He felt that here was a program Malden could not afford to do without—it was an opportunity to secure something worthwhile with state support and he wished Malden to be part and parcel of this service right from the beginning.

Mr. George E. Lodgen, a lawyer and lecturer in "Law and Social Work" at a School of Social Work in Massachusetts, was at that time Chairman of the School Board. He had been following the legislation concerning the School Adjustment Counsellor program and was also a most enthusiastic supporter of the program. He felt that children's problems are often masked in the home because they are in a protected medium and because of the security the home gives. One of the best places of getting
unmasked symptoms, he felt, is the school, a social milieu, outside of the aggravating stimuli. In his opinion, School Social Work was not a program primarily designed to pick up behavior problems, but should be focused and efforts concentrated only on those problems which are educationally related and present a block to a child's learning. Although Mr. Lodgen did not feel that a tremendous problem of this nature existed in Malden, he felt that the program afforded a wonderful opportunity to do School Social Work with financial support from the state.

Steps Leading to the Establishment of the Program

On September 15, 1955, shortly before the first School Committee meeting regarding the School Adjustment Counsellor program, the following news release appeared in the *Malden Press*: "Schools Offered State Aid in Fighting Youth Crime."

Attorney General George Fingold this week urged school committees throughout the Commonwealth to move quickly under a new law enabling cities and towns to employ, at state expense, School Adjustment Counsellors in an effort to prevent juvenile delinquency.

Youth crime and unrest continue to plague our communities, Fingold commented. Since all delinquency is local, it is strictly on the local level where this problem must be met, before it becomes a social disaster. Chapter 696 offers the most promising method thus far. Declared an emergency law, it went into operation on August 22.

A School Adjustment Counsellor, as authorized under the new law, is responsible for helping children, exclusively, in the primary and elementary grades and cooperating with teachers, parents, the clergy, and public or private agencies, to facilitate the early detection of children manifesting traits tending toward juvenile delinquency. Few restrictions are placed upon the city, town, or regional school district taking advantage of the statute, Fingold explained.

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The article goes on to state that the person or persons selected may be employed only after his professional and personal qualifications have been approved by the Commissioner of Education and the Director of the Youth Service Board, explains the reimbursement of the Counsellor's salary, and describes how a town or regional school not requiring the services of a School Adjustment Counsellor on a full time basis may join with one or more other towns or regional districts in employing a School Adjustment Counsellor. The article continues:

Already, at least one community has taken up the hiring of School Adjustment Counsellors, Fingold advised. In Everett, Albert E. Norris, School Committeeman has presented the matter to the School Committee and further consideration is scheduled for its next meeting September 16. I hope other localities will follow Everett's example. 2

It is possible that this article had some effect in shaping public opinion regarding the School Adjustment Counsellor program and may have led some members of the community to identify the program solely with the problem of juvenile delinquency.

On September 28, 1955, about a month after the legislation for the School Adjustment Counsellor program was approved on the State level, the Superintendent of Schools and Chairman of the School Board heartily recommended to the School Committee that consideration be given to inclusion of an appropriation for a School Adjustment Counsellor in the budget of 1956. It is during the fall of each year that the budget is prepared for the following year.

Although the other school committee members were not initially aware of the existing legislation, their interest was evoked by the proposal and their questions led to further discussion of the program.

2 Ibid.
One School Committee member who had worked previously in the social service field and who is now a teacher, saw this as an excellent program for which the need was two fold: In a community where there were few available resources, and, as an early preventive measure which would aid in recognizing and helping children whose problems are seen early in their growth. She felt that although teachers are able to spot problems with the youngsters in respect to their school adjustment, they are limited in what they can do and in how they can help the child. She also felt that with state aid available it was a wonderful opportunity that Malden couldn't afford to pass up.

Another member, upon hearing of the legislation at the School Committee meeting, explored further the advisability of such a program. He spoke with a Probation Officer and a Priest, who was connected with the Catholic Boys Guidance Center, both people whose opinion he respected very highly. Their reaction was most favorable in terms of the program's goal of helping maladjusted children and its function as a preventive measure. He felt that finances were certainly an important factor with any school committee and state aid for this program was a positive aspect.

During the School Board meeting on December 5, 1955, it was "voted that we apply to the Youth Service Board to be included in the School Adjustment Counsellor program for 1956." ³ A week after this vote by the School Committee, approval was received from the Director of the Division of Youth Service for the employment of a School Adjustment Counsellor by the community.

³ Minutes of the Malden School Board Meeting, December 5, 1955.
Selection of Personnel

In January 1956, following receipt of this approval, a discussion was held by the School Committee on the method of selection to be used in employing a Counsellor. A decision was made to interview the candidates separately, as was the Committee's procedure in hiring Directors of the Special Classes. The Superintendent of Schools stated that he had three applications already on file for the position, and the Chairman of the School Committee suggested contacting Boston University and Simmons College for other applicants. In addition, a list of applicants was secured from the Division of Youth Service. Dr. Holmes contacted these people to see if they were still interested in the position. From this evolved a list of nine candidates whose credentials were secured, and, in an executive session of the School Committee on March 28, 1956, these applicants were interviewed. At the conclusion of the interviews, the School Committee members discussed the qualifications of the various candidates and it was moved, seconded, and unanimously voted that three people be approved and their names submitted to the Division of Youth Service for the position of School Adjustment Counsellor. When approval had been received, the committee decided they would then make the final decision and establish the salary.

On April 20, 1956, further discussion took place in the School Committee concerning the selection of a School Adjustment Counsellor. The Chairman noted that he had contacted the Director of Youth Service and asked if it was in order for the School Committee to proceed in making a selection. He reported that he had been told by the Director of Youth Service that there appeared to be no reason not to proceed with hiring,
since with perhaps one exception all the names would probably be approved.

It had been suggested that the School Committee offer a contract to the person of its choice with the understanding that the position would be subject to the approval of the Youth Service Board and the Director of Education.

The Superintendent of Schools and those members of the School Committee who have been interviewed for this study felt that a person with a background in social work was essential for the position of School Adjustment Counselor. One member of the School Committee felt that this was strictly a social worker's job. Another expressed the opinion that a person with different professional training would not have the background needed for this job. Another said that a social worker would have the background and experience in working with parents and children.

It was felt that Mrs. Sherry Stein was an outstanding applicant, and that not only did she fill this professional role, but she had the maturity, skill, and the varied and rich kinds of experiences that were essential for this position. Mrs. Stein was therefore appointed in April, 1956, by a unanimous vote of the School Committee and began work in Malden the following September.

Community Reaction

In late September 1955, an article appeared in the Malden News reporting that the School Committee had voted in favor of hiring a School Adjustment Counselor for the next year. This was followed in late March 1956 by another press release in which it was reported that nine candidates for Adjustment Counselor were interviewed and the Committee submitted the names of three to the State Department of Education for final selection.
An article again appeared on April 23, 1956, after the Adjustment Counsellor was finally appointed in which her duties were spelled out as follows:

to work on an individual basis to aid in the proper adjustment of maladjusted children who are referred to her by a teacher or principal. The counsellor will also work with the teacher to enable the pupil to meet the classroom situation more adequately. The counsellor will also work with the parents where needed and aid in the family problems which may be affecting a pupil's progress in school. Also included in the duties of the counsellor is serving as a referral agent to help obtain the services of special agencies for parents or pupils.

The article also included a statement to the effect that Mrs. Stein had had extensive education and experience in social work and had been serving on a part-time basis as a coordinator of the Human Relations Service in Wellesley and Weston schools.

In the same day's edition of the Malden News there appeared an editorial in which it was stated:

We had hoped the Malden School Committee would have made absolutely sure that it needs an Adjustment Counsellor for the primary and elementary school grades before it decided to elect any one of a number of candidates to this brand new position, recently created by the State Legislature.

We had hoped, too, the fact that the State will pay $4,500 a year towards the salary of such a school official was not the spur causing the authorities to look with favor upon this position, one whose pertinence in the administrative picture has somewhat dim outlines for lack of experience with it. Truth is, the people of the city should have been told in detail why the authorities consider this position essential. They ought to have been told, too, that the position is aimed to provide for dealing with neglected, maladjusted, emotionally disturbed, neurotic, or otherwise potentially delinquent children.

Ibid.
The writer of the article questions if the city has such children or if so, if they are present in such numbers to require the appointment of a specialist, so called, to deal with them? Or are the teachers and the principals dealing with those problems, as they may exist and occur, in a practical manner without the services of a new Counsellor? Further, are not the essential social agencies in the community being used even now for treating with whatever problems appear to develop within the ken of teachers in the lower grades as they work daily with their youngsters? Answers are needed. 6

The article points out that Malden will be interested to know that the Medford School Committee has been engaged in questioning the need for this program in their community. The last portion of the article states that

the citizens of the community ought to be let in on the facts, and in this matter, the facts involve proof of need. Otherwise the authorities may have created another boondoggle at a fancy price tag, and at going prices, that is something we can hardly afford. 7

Three days later, on April 26, 1956, in the Malden Weekly Press, there also appeared an editorial concerning the appointment of a School Adjustment Counsellor. In this article, the writer pointed out that --

Until someone can prove to us that juvenile delinquency no longer exists, we'll join with those who are applauding the recent School Committee action creating the post of Adjustment Counsellor for the city's public schools. Hardly had the appointment to this post been made than howls of needless waste of money were heard. Perhaps it is a waste. This is a plan which hasn't been tried here before. But we'd rather think of it as an investment - a most worthwhile one.

6 Ibid.
7 Ibid.
And, just what are we risking?
The state, under the law authorizing the position, will pay $4,500 of the new counsellor's $5,000 salary. That's a $500 per year 'risk'.
And, what is to be gained?
That's, too, in the realm of uncertainty.
But, consider this—the city's leading fugures among the clergy, court officials and social workers were sounded out in a recent series of articles in the Press. All agreed that the problem of juvenile delinquency was one crying for a remedy. They were not unanimous in their suggested solutions, but they did agree that something should be done, several believing that the proper approach was through the mind of the maladjusted child.
Apparently others—those responsible for the state law—agree with this theory.
The Adjustment Counsellor's job will be to work with the children in the schools, their teachers, and their parents, to be there to spot signs of delinquent behavior and help nip it in the bud.
Will this theory be proved? Frankly, we do not know. But, we feel that $500 is a very minute investment in what possibly may be the key—or one of them—to unlock the answer to delinquency.

It is interesting to note that the Malden News, although reporting on the program since its inception, had not taken any controversial stand, save for the last editorial after the appointment of the School Adjustment Counsellor. There were about a dozen letters in reply to the editorial in the Malden Press. The writer of this study feels, however, that it is impossible to assess reactions to a community program unless direct contact is made with a large number of the citizens.

Community Interest in Delinquency Prevention

Beginning January 26, 1956 and ending April 12, 1956, twelve articles appeared in the Malden Weekly Press under the heading of "The Press Will Probe Juvenile Problem—To Conduct Frank Discussion In Hope

of Finding Solution." In an effort to look at the problem more closely and to ask "what and where is the answer," the following key community people were interviewed by the Press: The Superintendent of Schools, Judge of the District Court, Probation Officer at the District Court, District Director of the Family Service Agency, President of the ETA Council, Director of Guidance of the Malden Public Schools, a Priest, a Minister, and a Rabbi.

The Judge felt that for children to be well behaved, parents had to set the proper example. In his opinion, there were many people who were getting married today without any knowledge of how to raise children and "there are many who just do not take the trouble to learn." Although he expressed the opinion that changes were not going to be accomplished overnight, he felt there was a place to begin, and this was with today's youngsters. In looking at the source of the trouble, the Judge believed that it was due to failure in both the home and the school. He felt that parents were not setting the proper example and that children were not being taught respect for authority and responsibility.

The Director of Family Service Agency felt that the roots of delinquency were at the family level. She felt very strongly that delinquency did not spring from poor neighborhoods, inadequate recreation, inadequate housing facilities and lack of money. She felt that the answer was in the relationship between parents and between parents and their children.

10 Ibid.
The Director of Guidance prepared a questionnaire dealing with areas of conflict for youngsters. The pupils at the Malden High School and Malden Vocational School were given the questionnaire and asked to share their feelings. In addition, the Director of Guidance also interviewed various adult groups - parents, Clergy, teachers, lay Church leaders, employers and community service leaders, asking them to rank the problems of juveniles in what they thought would be the proper order of importance. The findings were startling and revealed that "the parents are least aware of the problems and conflicts which face their children and importance which the children, themselves, placed on them." It might be interesting to look at the order in which the students ranked the fourteen areas of problems bothering them: relation with others (teachers); achievement in school work; administration of school program; educational and vocational future; psychological self-acceptance; relations with others (boys and girls); recreational and social opportunities; finance; religion and personal philosophy; moral issues; physical health and fitness; relations with others (parents); home and family relations; and physical appearance.

The President of the PTA Council said that the individual PTA groups would be devoting a portion of their meetings to certain phases of the delinquency situation and that recognized experts would speak to the Council and individual PTA groups during a newly organized course on "parental education."

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Malden Weekly Press, April, 1956.
The Probation Officer agreed with the Director of Family Service that organized youth recreation was not a factor in the problem of delinquency. The Probation Officer made two suggestions. She saw the school as an ideal place to meet and conquer delinquency, but felt that the school personnel were not the ones to do it. It was her feeling that a trained social worker should be assigned to each public school "to spot the trouble before it becomes a matter for the courts." In cases where juveniles do reach the courts, she suggested that a psychiatric clinic be established at the District Court.

The Priest suggested that a step toward a possible solution would be taken "if the teachers received official sanction to instruct their charges in moral obligations and in the virtue of decency and fair play." 13

The Minister felt that delinquency was a symptom of an "ill" society, but he "expressed considerable optimism - based on an increasing awareness of the spiritual values - that great advances will be made in the field of human relations." 14

The Rabbi stated that "many adults have come to him with the complaint that they feel like 'bits of driftwood' buffeted about with no purpose and no direction in life." 15 The youngsters today, he believed, were reflecting the "examples in anxiety" given by parents.

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12 Malden Weekly Press, April, 1956.
13 Ibid.
14 Ibid.
15 Ibid.
The Superintendent of Schools felt that much could be done in the schools to curb delinquent behavior. During his interview he spoke of the forthcoming appointment of the School Adjustment Counsellor who would attempt to get at the cause of the maladjustment and poor performance of some students. The Superintendent was in full accord with a series of recommendations made by the secondary school principals in California, which emphasized that it was a responsibility of the schools to consider troublesome children not as subjects for discipline but rather as subjects for study to find out what in their backgrounds was causing the trouble.

That year plans were being made for a special seminar to be conducted for members of the Malden faculties, school officials, PTA members and others interested. This seminar would be led by a nationally known research expert in the field of juvenile delinquency.

This series seems to show that there was community wide interest in the problems of children and juvenile delinquency.

Development of the Program

Dr. Holmes felt that plans for the development of the School Adjustment Counsellor program in Malden would be very flexible and would be left primarily to Mrs. Stein.

In a letter to this writer, Mrs. Stein spelled out what she saw as the future development of the program. She saw this in terms of "its being first a service to the school, secondly a casework service to children and parents, and third a service to the community in the sense both of another casework service and in some way a kind of community organization service." 16 By service to the school, she had in mind two things;

16 Personal Communication.
First, since the school's goal is to educate a child, it seemed that if a counsellor helped a child clear away whatever emotional disturbance prevented his making use of educational facilities then the counsellor was contributing to the process of education. Secondly, it seemed that consultation services to school personnel aside from direct service to children was an appropriate function for the counsellor.

Mrs. Stein felt that -

The goals of education now extend far beyond the task of developing the child's intellect. Educators place importance on a recognition of 'individual differences' and the development of the 'whole child' sights are set beyond the child in his immediate place in the classroom to anticipate his readiness for living in the world through social, emotional, and intellectual preparation in the school.

Education recognizes its share of responsibility for meeting these goals without taking away from that degree of responsibility that remains with the parents. At times it is essential that the school and the home work together toward mutual understanding and consistent treatment of the child; because of a lack of understanding of each other, parents and teachers are sometimes in conflict in this mutual goal; and the counsellor acts as one of a number of possible links between the home and the school.

The counsellor must relate himself to the particular school in which the child is located to understand the child's 'community' and to work in a coordinated way with the school staff. All teachers and all schools cannot possibly follow exactly the same pattern just as all people and all experiences the child must meet in the adult world will not all be of the same pattern. It is important to see the child in his particular school environment and to understand his reaction to that setting.

Counselling services...operate in a setting where another profession - Education - is the primary function. In this respect, school counselling programs may be compared with the social service programs in a hospital where those services become an integral part of the hospital's primary function of extending medical care. For this reason, it is vital that the Adjustment Counsellor work with other members of the school staff as part of a coordinated team rather than as an isolated service.
A child's problems revealed in perhaps one outward form of misbehavior may reflect the totality of his experience in his relationships at home and in the outside world. Each child's problem must, therefore, be evaluated in terms of each child as an individual in a social setting. The counsellor in a school setting attempts to use her professional skills to find the motivation that will help the child make the best possible use of the school experience. 17

Dr. Holmes introduced Mrs. Stein to the principals and supervisors at a meeting during the spring of 1956. At this time she described briefly what the program would be. Then in September, a few days before school began, Mrs. Stein attended an orientation session that was held for new teachers. The opening few weeks of school are very busy for the principals in terms of new registrations, handling teachers' problems and so forth. Mrs. Stein spent the first couple of weeks in furthering her contacts with the Directors and in becoming aware of some of the educational programs within the school system. Mrs. Stein then began scheduling appointments with the principals. The initial contact with each principal varied from an informal meeting consisting more of getting to know each other to a very formal business-like discussion of how the principal perceived the role of the School Adjustment Counsellor or his questions about how a Counsellor might be used. It seemed that each school would make use of the program in a different way and to a different extent. Interpretation to school principals did not begin and end with this initial contact but continued throughout the school year in relation to each case situation that came up, as to how the Counsellor could be

17 Special Services in the Public Schools of Malden, Massachusetts, September 3, 1957. pp. 61-62.
serving the school while helping a child or his family.

Mrs. Stein felt that it was not only extremely important that the Counsellor spell out her point of view in terms of how she felt the program should develop, but also it was equally as important to become aware of the administrators' philosophy of education, attitudes about mental health principles, methods of discipline, and opinions about parental responsibilities.

In March, 1957, Mrs. Stein came before the School Committee to describe the work of the Department. She noted that School Adjustment Counselling is considered as a preventive program for juvenile delinquency, but also aims to help disturbed children who are not making the most of their school experience. In these first months, she felt that one of the most important parts of her job was in getting to know the schools, the community, and the local agencies which might offer assistance in the way of special recreational programs for the children. At this School Committee meeting she explained how many children had been referred to the Adjustment Counsellor, the kinds of problems referred, and the methods used to handle them both in terms of contacts with the child, the home, the school, and the community. She also stressed that the most important part of her work was of a preventive nature.

During the first year of the program, much emphasis was placed on interpretation of the program and on personal contacts with principals, teachers, school nurses, Directors and Heads of Departments, community agencies and PTA groups. These were on-going processes that have not ended in any of the schools where she was working and have not yet even begun in some of the schools due to the limited size of the School Adjustment Counsellor staff.
During the 1956-1957 school year, fifty-nine cases were carried within the elementary schools by the Adjustment Counsellor. This was in terms of direct service; (continued interviews with child, family, etc.) brief service; (one to three interviews with child or related persons) and consultation; (contacts with persons other than the child or his family.)

In December, 1957, a recommendation was made for the hiring of two additional School Adjustment Counsellors. In early spring 1958, the School Committee granted approval for the hiring of a second Adjustment Counsellor. At about this same time, personal circumstances arose which were going to make it necessary for Mrs. Stein to leave the area during the following school year. In addition to selecting a second Counsellor, Mrs. Stein also began interviewing candidates to fill her position. In the spring of 1958, Mr. Albert Schofield was appointed as an assistant to Mrs. Stein, and Mr. Ralph C. Collazzo succeeded Mrs. Stein, who remained in the Department until January, 1959.

For a program which has been in operation a relatively short period of time, much growth has taken place. Further expansion of the staff has continued and in March, 1960 a third School Adjustment Counsellor was appointed for the coming school year. The need for additional staff has resulted from the ever increasing number of referrals which are being made by school personnel, parents, and community agencies. As school personnel have become more fully acquainted with the program, its function, and its achievements they have more frequently sought the services of the Counsellor. This increased understanding and acceptance of the School Adjustment Counsellor program has come about primarily as a result of the
success of the Counsellor in working with individual children as well as with the encouragement and support of the Superintendent of Schools, the School Committee, school personnel and interested community members. Even with an additional Counsellor, it appears that referrals will continue to exceed the number of cases that can be handled by the increased staff.

Present Organization and Functioning of the Program *

Administrative Structure

The School Adjustment Counsellor's office is located in Daniels School, 20 Daniels Street, Malden, Massachusetts. Two offices are available for the Adjustment Counsellors. At the present time the staff includes the Head of the Department, Mr. Ralph C. Collazzo, who began working in Malden in December, 1958; and Mr. Albert Schofield, who came in October, 1958.

In Malden the School Adjustment Counsellor service is available to all elementary schools in the community. Limitations of staff make it impossible, at the present time, to cover all the schools. Counsellors are not assigned to particular schools, but handle cases in any of the schools, according to the worker's caseload and the particular problem of the child.

The School Adjustment Counsellor program in Malden is considered a special department in terms of its structure within the school system. The School Adjustment Counsellor is responsible directly to the Superintendent of Schools. During frequent meetings with the Superintendent, the

* Some of the material in this section follows closely the presentation made by Mrs. Sherry Stein in a booklet entitled "Special Services in the Public Schools" of Malden, Massachusetts, September 3, 1957.
Counsellor discusses the agency's current functioning and the development of the program.

Referral Procedures and Sources of Referral

The principal in the elementary school carries the ultimate responsibility for each child in his school; all referrals to special services or departments are, therefore, cleared with or channelled through the principal.

A referral to the School Adjustment Counsellor may come from any number of sources within the school system or outside of it. A referral may be initiated by the principal on the basis of his knowledge of the child, by the classroom teacher, by the Superintendent of Schools, the psychologist, school nurse, remedial reading teacher, by the attendance office, Director of Special Classes, speech and hearing therapists, by physical education instructors or even at times, by the school custodian. A request for help may also come from the child himself, particularly as the Counsellor becomes known in the school "as someone who helps children," or as the child hears of other classmates who are being seen by the Counsellor.

Referrals also may come to the Adjustment Counsellor from sources outside of the school system: Public welfare agencies, hospitals, social agencies, recreational facilities, court or the Clergy. Parents or guardians may also contact the School Adjustment Counsellor directly or through the principal.

In Malden, when the referral comes from any person other than the principal, the case is always discussed with the principal before any further steps are taken by the Counsellor.
Types of Referrals

The types of children who are referred to the School Adjustment Counsellor may be classified into several categories. One category covers personality or behavior problems, which include a child who has temper tantrums; a child who is extremely aggressive toward teachers and/or other children; a child who is unable to accept authority; one who is an exaggerated show off; a child who bullies, is cruel, persistently blames others, or is extremely sullen. Although the above types of youngsters may be thought of as acting out behavioral problems, there are those youngsters whose emotional disturbance is turned inward. Examples are children in school who day dream excessively; who show extreme fearfulness, shyness, an extreme degree of conformity; who withdraw from people, refuse to participate in normal school activities, or take refuge in physical complaints when difficult situations arise. Other referrals are made because of academic problems involving social maladjustment, in which the child may be achieving far below the level of his ability. Still other types of referrals are problems regarding attendance, home conditions, or neighborhood conditions.

Acceptance and Rejection of Referrals

All referrals made to the other members of the staff are discussed with the Head of the School Adjustment Counsellor program. If the child's problem fits within the referral categories then the child is accepted for help. Referrals have been most expedient, and are usually only rejected because the Counsellors' caseload does not permit sufficient time to take on an additional case. During the course of an evaluation, one of the other special services within the school system may seem more
appropriate in terms of helping the child. In such a case a conference would be held by the Adjustment Counsellor, the Director or instructor of the special service and the principal to consider another plan to meet the child's needs.

Thus far, children who are in the special class program and who are having adjustment problems have not generally been accepted for help by the Counsellor. The Counsellors are aware of the need for giving help to these youngsters. However, insufficient time and staff, and the many complicated factors involved with these children, have prevented the Counsellors from accepting referrals except on a consultative or a short term basis.

The School Adjustment Counsellor program, as defined by the law, technically covers children from kindergarten through the eighth grade. In Malden the program has been focused on working with children from kindergarten through the sixth grade. During the school year 1958-1959, as an exploratory plan, referrals were accepted for children on the junior high school level. This plan was not continued during the following year due to the limitations of time and staff and to the nature of the problems involved in working with children in the junior high school setting. It was also felt that being a preventive program, it would be more advisable to concentrate on helping those children in the elementary grades. At the present time, a new referral of a child beyond the sixth grade is not accepted. If, however, a child is seen by a Counsellor while he is in the elementary grades and there is need for further help, the Counsellor continues to work with the child in the junior high school.
Types of Cases Referred

A study was made of the cases referred to the School Adjustment Counsellors from September 9, 1959 to March 1, 1960. The sample also included those cases that were carried over from the school year 1958-1959. This study will show the number of referrals, the sex of the child, the grade at the time of referral, the type of problem and the source of referral.

TABLE 4
NUMBER OF CHILDREN REFERRED TO THE SCHOOL ADJUSTMENT COUNSELLORS IN MAIDEN BETWEEN SEPTEMBER 9, 1959 AND MARCH 1, 1960

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number of Boys</th>
<th>Number of Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kindergarten</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>First</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Second</td>
<td>8</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Third</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Fourth</td>
<td>8</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Fifth</td>
<td>15</td>
<td>3</td>
<td>18</td>
</tr>
<tr>
<td>Sixth</td>
<td>5</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Seventh</td>
<td>5</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Eighth</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Special Class</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
</tbody>
</table>

Total 47 11 58

Forty-seven boys and eleven girls received help during this period. One child was seen from the kindergarten, four children were seen from the first grade, eight from the second grade, four from the third grade, none from the fourth grade, eighteen from the fifth grade, five from the sixth grade, five from the seventh grade, two children were seen from the eighth grade, and two from special class.
### TABLE 5
NUMBER OF CHILDREN REFERRED TO THE SCHOOL ADJUSTMENT COUNSELLORS IN MAIDEN BY TYPE OF PROBLEM AND SEX OF CHILD

<table>
<thead>
<tr>
<th>Type of Problem</th>
<th>Number of Boys</th>
<th>Number of Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personality or Behavior Problems</td>
<td>19</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment</td>
<td>10</td>
<td>1</td>
<td>11</td>
</tr>
<tr>
<td>Attendance</td>
<td>0</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Home Conditions</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Neighborhood Conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Personality or Behavior and Academic Problems Involving Social Maladjustment</td>
<td>13</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td>Personality or Behavior; Attendance, and Neighborhood Conditions</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Personality or Behavior and Home Conditions</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Attendance and Home Conditions</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment and Home Conditions</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>47</strong></td>
<td><strong>11</strong></td>
<td><strong>58</strong></td>
</tr>
</tbody>
</table>

In types of problems, there were twenty-two children who were referred because of Personality or Behavior Problems; eleven children who were referred because of Academic Problems Involving Social Maladjustment; two children who were referred because of Attendance; and three youngsters because of Home Conditions. There
were also fifteen children whose problems fall into the areas of Personality or Behavior Problems and Academic Problems; two children were referred because of Personality and Behavior Problems, Attendance and Neighborhood Conditions; and one child each in the following combinations of categories -- Personality or Behavior and Home Conditions; Attendance and Home Conditions; and Academic Problems and Home Conditions.

**TABLE 6**

NUMBER OF CHILDREN REFERRED TO THE SCHOOL ADJUSTMENT COUNSELORS IN MAIDEN BY TYPE OF PROBLEM AND GRADE OF CHILD

<table>
<thead>
<tr>
<th>Type of Problem</th>
<th>Grades Kindergarten</th>
<th>Grades 1 2 3 4 5 6 7 8</th>
<th>Special Class</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personality or Behavior Problems</td>
<td>0</td>
<td>2 3 1 6 8 1 1 0 0</td>
<td>0</td>
<td>22</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment</td>
<td>0</td>
<td>0 2 0 2 3 2 1 1 0</td>
<td>0</td>
<td>11</td>
</tr>
<tr>
<td>Attendance</td>
<td>1</td>
<td>1 0 0 0 0 0 0 0 0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Home Conditions</td>
<td>0</td>
<td>0 0 0 0 1 0 1 1 0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Neighborhood Conditions</td>
<td>0</td>
<td>0 0 0 0 0 0 0 0 0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0 0 0 0 0 0 0 0 0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Personality or Behavior and Academic Problems Involving Social Maladjustment</td>
<td>0</td>
<td>1 2 3 1 6 0 1 0 1</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>Personality or Behavior; Attendance and Neighborhood Conditions</td>
<td>0</td>
<td>0 0 0 0 0 2 0 0 0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Personality or Behavior and Home Conditions</td>
<td>0</td>
<td>0 0 0 0 0 0 0 0 1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Attendance and Home Conditions</td>
<td>0</td>
<td>0 0 0 0 0 0 1 0 0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment and Home Conditions</td>
<td>0</td>
<td>0 1 0 0 0 0 0 0 0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1</strong></td>
<td><strong>5 7 4 9 18 5 2 5 2</strong></td>
<td><strong>2</strong></td>
<td><strong>58</strong></td>
</tr>
</tbody>
</table>
Under the category of Personality or Behavior Problems, two children were referred from first grade, three from second, one from third, six from the fourth grade, eight from the fifth grade, one from the sixth grade, and one from the seventh grade. Due to Academic Problems Involving Social Maladjustment, two children were referred from the second grade, two from the fourth grade, three from the fifth grade, two from the sixth grade, one from the seventh, and one from the eighth. Under the category of Attendance, one child was referred from kindergarten and one child from the first grade. Due to Home Conditions, one child was referred from the fifth grade, one from the seventh and one from the eighth grade. Under the category of Personality or Behavior and Academic Problems, one child was referred from the first grade, two from the second, three from the third, one from the fourth, six children from the fifth, one from the seventh grade and one from Special Class. Under the category of Personality or Behavior, Attendance, and Neighborhood Conditions, two children were referred from the sixth grade. One child from Special Class was referred because of Personality or Behavior and Home Conditions, one child from the seventh grade was referred because of Attendance and Home Conditions, and one child from the first grade because of Academic Problems and Home Conditions.

There are several major points that evolved from this study. A preponderance of boys were referred and a large number were referred from the fifth grade. The greatest number of referrals were made because of Behavior or Personality Problems, and a large group were referrals due to Personality or Behavior and Academic Problems. It seems important to note that the category of Personality or Behavior includes both those children who are acting out behavioral problems and those children who
are withdrawn. In this study only the major referring problem or problems were noted. However, often it is found that in further evaluating a case, the child's problem may also include other referral categories. This study also showed that forty-seven referrals came from within the school system and eleven referrals came from outside of the school system.

Steps in Instituting Treatment

To formalize the referral initiated by the teacher or principal, a simple referral form (Referral Form) is completed by the referring person, signed by the principal, and sent to the School Adjustment Counsellor. The Adjustment Counsellor's office is located in one school in the community, with services available to all the elementary schools. In Welden, the referrals rarely follow this formal procedure. While the Adjustment Counsellor is in a school, a verbal referral may be made by a member of the school personnel, or a telephone call to the Counsellor may serve as the first step in referring a child. In either instance, the case is then discussed and cleared with the principal of the school which the child attends. At that point, although the referral forms may not always be completed, the Counsellor will know briefly what the difficulty is. A further understanding of the child's problem is gained as the Counsellor confers with the referring person, the principal and the teacher. Then in a combined effort, they may all discuss and complete the more detailed referring forms (Face Sheet Information) concerning the child's total problem from the viewpoint of the school.

The Adjustment Counsellor studies school reports and the child's cumulative records, including information regarding prior academic achievement, psychological test reports, and health records. Information gathered
from these records may suggest to the Counsellor that he seek further clarification through personal contacts with former teachers and/or other school specialists. As a result of the information gathered, the School Adjustment Counsellor usually outlines a plan of procedure with the principal and teacher.

The next steps may follow any number of paths, depending upon the nature of the problem and the individual child. For instance, the Counsellor may decide first to talk with the child to explain the problem as the school sees it, to learn initially the child's thinking and feeling about it, and to determine whether the situation seems to be one that the child and the Counsellor can try to work out together. In other instances, the first step may be to see the parent, usually the mother, to acquaint her with the school's recognition of the child's need and to offer an opportunity for the parent and the Counsellor to discuss the problem together. Sometimes, the first contact with the parent or parents regarding referral of the child to the Counsellor may already have been made by a member of the school. In such a case, the Counsellor learns of the parent's feelings regarding the referral and then a follow-up contact is made by the Counsellor to become better acquainted with the child's problem as seen by the parent. Often, the Counsellor talks with both parents, individually or together. In addition to scheduling regular appointments with the child, the Counsellor may also arrange to see one or both parents at set intervals.

Treatment

The number and frequency of interviews with the child are determined on an individual basis. Children are usually seen during the
school day. However, special circumstances may require that a child be seen after school. Frequently the time of the interview may be specifically planned with the teacher or the child. For example, if it seems important for a child to be in class while a particular subject is being taught, then interviews with the child may be set accordingly.

The child and the Counsellor meet at least once a week. The frequency and length of these interviews are quite flexible and are dependent upon what seems most advisable for the particular child in terms of his problem and his age.

Interviews with the child can be held in various settings within the school, according to the facilities of the school. Usually, however, a consistent setting is made available, whether it be a supply room, auditorium, vacant classroom, health room or library. Occasionally, the principal's office or the hall may serve as a temporary location for interviews.

Counsellors in Malden are afforded a great deal of flexibility in arranging to see a child. Interviews may be held in any location which the Counsellor feels would be most helpful in the child's treatment process. These interviews may take place either in the school building, or on rides, walks, or in similar settings. Play materials are used with some children, but for the most part, treatment is carried on through interviews with the child.

The School Committee has recognized the need for the School Adjustment Counsellors to use psychiatric consultation for some children, therefore, they have appropriated funds for this purpose.
Working With Parents

An interview with the parent may be the first step after the referral is made, or it may come after the Counsellor sees the child; but, in either case, seeing the parent is of vital importance in further understanding how the parent may see and feel about the child's problem in school, and of the child's many interrelationships with family members and the community.

Fathers may be seen as well as mothers, either separately, or, in some cases the parents are seen together. By and large, however, it is the relationship and extent of cooperation between the Counsellor and the mother that is of importance in the treatment process.

Regular contacts with the parent are decided on an individual basis, be it every week, every other week, once a month or at appropriate intervals throughout the year. The frequency of these contacts is planned by the Counsellor and the parent. Interviews may take place in the Counsellor's office, but they are more often held at the parent's home.

School Adjustment Counselling is not an isolated service, nor is the child an isolated individual. Any change shown by the child is a result of the working together by the Counsellor, the parent, and the school; it is not a change that takes place because of the Counsellor alone.

Working Within the School System

Conferences are held with the teacher and the principal during the initial evaluation of the problem and in outlining a tentative plan for working together. Throughout treatment these conferences continue, The discussions with the teacher, which are held at appropriate intervals,
are both of a formal and informal nature. Briefer conferences may take place during the school day, sometimes just before the Counsellor sees a child, perhaps while the children are at recess or informally during the teacher's coffee break. Longer conferences are usually planned and held at the end of the school day.

During the course of treatment, the Counsellor may feel that a child would benefit from referral to a special service within the school system, such as speech therapy or remedial reading. This is first discussed with the teacher and the principal; subsequently, a conference is held with the instructor of the special service. Further coordination between Counsellor and special instructor, including exchange of progress reports and general discussion concerning the child, is carried on in much the same way as the relationship between Counsellor and classroom teacher.

Working With Community Agencies

In Malden, the working relationship between the Counsellor and other agencies in the community is considered an essential part of the School Adjustment Counsellor program.

Private and public agencies and organizations available within the community include: The Family Service Agency, Society for the Prevention of Cruelty to Children, Board of Public Welfare, Malden Hospital, YWCA, YMCA, Boy Scouts, Girl Scouts, Court and Clergy.

These agencies and organizations, while providing services to families in the community, may find a school problem that needs clarification or direct referral to the School Adjustment Counsellor. In situations that may require clarification, the Counsellor often confers with the principal and teacher and relates the necessary information to the
inquiring agency. In matters of direct referral, the Counsellor first consults with the principal and the teachers who are directly connected with the child, before proceeding with the case.

After a referral has been made, the Counsellor may find that the child's problem in school is not related to factors within the school situation or that the needs of the family may more appropriately be met by another agency. The Counsellor, in this case, may work with the parent or parents toward a referral to the proper community agency. This referral may be to a public or family agency, to a medical clinic, or to a service of a religious nature. Since there is no mental health or psychiatric clinic in Malden at present, referrals of this nature must be made, when necessary, to agencies in Boston. Conferences may be held between the Counsellor and the agency where additional help is being given, and, in some cases, the Counsellors may continue to see the child.

During the course of treatment, the Counsellor may feel that the child would benefit from participation in a recreational activity. This is discussed both with the child and the parent, and if the plan seems feasible, a referral is made either by the parent, the child, or the Counsellor. The recreational facilities most frequently used in Malden are the Boy Scouts, Girl Scouts, YWCA, YMCA, and Big Brother Association.

An important part of the School Adjustment Counsellor's job involves public relations within the community. This includes learning about the community and the community's needs; as well as interpreting the School Adjustment Counsellor program through participation in various local organizations, and in speaking to groups such as PTA, civic and church clubs.
CHAPTER VI
BROOKLINE

A Description of Brookline *

In 1630 Brookline, then known as the "Community of the Muddy River," began its history as a pastureland for Boston cows. Gradually land in the small community was bought by well-to-do Bostonians seeking a "quiet country retreat". The residents sought independence from Boston in 1705 at which time the area was incorporated as the Town of Brookline. Development was slow and steady with a gradual growth in population, construction of schools and highways. By 1915 the town had adopted a representative Town Meeting Plan and a few years later a zoning law went into effect. Apartment buildings, several hotels, many large homes and a sizeable business center soon came on the scene. Originally the area known as Brookline Village was the only commercial center but in later years three more business centers sprang up. In spite of this Brookline has never become a manufacturing town and has no real industrial section. It is today a residential suburb located four miles from Boston in the County of Norfolk. Brookline covers 6.63 square miles and has a population of approximately 60,000 - more than double the population of fifty years ago.

Brookline is a sophisticated urban community whose citizens place high values on education and professional accomplishment. The ethnic composition of the community is interesting as it is so diversified.

* The information contained in this section is taken primarily from Looking at Brookline by The League of Women Voters of Brookline, September, 1954.
The original population was Old Yankee stock and a small section of these old families as well as some wealthy Protestant newcomers are still settled in one section of Brookline. Later many Jewish and Roman Catholic families moved into the community forming their own section. For these families the moving into Brookline has been indicative of a raise in status. There is almost no lower class area and the small area existing is being redeveloped.

The town is supervised by a board of selectmen who are members-at-large of the Town Meeting. For almost 250 years "Town Meetin' tonight" could be heard in the springtime in Brookline. However, this has been replaced by the printed announcement and the town meeting is attended only by elected town meeting members. Eighteen to twenty-one of the members are elected from each of the twelve precincts and there are twenty-two members-at-large. The most important responsibility of the Town Meeting is the appropriation of funds for operating expenses and capital improvement in the town.

As a town Brookline is progressive in meeting its social needs. The police department consisting of 125 members and a police station where people may be held overnight carries on a program for crime prevention. The town is proud of its active health department and the recent construction of a new Public Health Center. The Center operates clinics for diabetics, tuberculosis, alcoholics, dentistry and glaucoma and is starting a study on the aged. As it is one of the first health departments established in the nation and has functioned so well, it is frequently studied by other communities. The department is chiefly concerned with prevention of disease and promotion of health through education and
community action. Brookline also has a fifteen bed tuberculosis hospital.

The recreation department is an active one with its three full time recreation centers and five part time centers located at the five elementary schools. A municipal gymnasium and the first indoor municipal swimming pool built in the United States are opened to local residents. During the summer twenty-four playgrounds are run for ten weeks and a two day a week day camp is in operation. In addition to these the recreation department sponsors five morning play programs for pre-school children, story telling and music groups as well as a Golden Age Club and a Mother's Club. There are additional private recreational facilities such as a Country Club and other small private clubs.

As Brookline is chiefly a residential area many of the residents do not work locally. Approximately twenty per cent of the working population are professional people, another twenty per cent are managers of offices and proprietors, sixteen per cent are clerical workers, fourteen per cent sales people and the remaining twenty-eight per cent are employed in unskilled labor. There are some local industries, which in order of number of residents employed are as follows: wholesale and retail trade, service industries, finance insurance and real estate. The town manufactures household furniture, printing, publishing, metal, silver plated hollow-ware and plastic buttons.

The public library enjoys a good reputation because of its size, quality of the book collection and its well qualified staff. There is a main library and three branches circulating 114,135 adult and 40,711 children's books. The library also sponsors many local activities.

Perhaps one of the most unique committees in Brookline is the one on tree
planting established in 1883 for the care of 1,500 public shade trees.

The education of approximately 6,700 public school children as well as the operation of the Adult Education Program is the responsibility of the nine member school committee which represents the largest division of the town government. The school system is rated very high in the country and is one of the best in Metropolitan Boston. It is often an important factor in drawing families with school age children to Brookline. In January, 1960 public school enrollment was 6,750 and teachers numbered 364. Teachers salaries range between $3,600 and $8,700. There are eight public elementary schools (kindergarten through eighth grade) two primary (kindergarten through third) and one High School. The Superintendent of Schools gives the principals jurisdiction over the schools and within certain limits they are free to use their creativity in running their school. Thus each school is distinctive in its functioning, yet uniform in covering certain requirements. The elementary school enrollment is approximately 4,518. A Department of Child Placement consisting of eleven members administers to the special emotional and educational needs of these children. The School Adjustment Counsellor who joined the school staff in September, 1958 operates in conjunction with the Department of Child Placement and covers all elementary schools in Brookline.

History and Development of the School Adjustment Counsellor Program

A particularly apt remark made by Dr. Ernest Caverly, Superintendent of Schools in the Town of Brookline expresses well his past, present and future attitude toward the School Adjustment Counselling Program.

Well, it's like anything that you have question about owning but despite your skepticism you not only find yourself buying it but that you like it - then once you have it you never want to do without it.
Although this somewhat typical attitude amongst the school administration was not universal, it leads one to wonder how this School Adjustment Counselling Program came into existence in the Brookline Elementary Schools. In this chapter I hope to be able to trace the thread which led to the setting up of the program in the Brookline School System.

Forerunners Of The Program

An interest in social work in the Brookline schools dates back as far as 1930 when the Brookline Schools employed a Psychiatric Social Worker. She worked in the elementary schools with her headquarters at the Central Office. She was the first person to have a full-time job of handling "problem cases" in the elementary schools. Later on she branched out into psychological testing of the underage pre-school children. This was done to determine whether or not the child who was not yet school age qualified, from a psychological point of view, for entrance into the first grade. It was soon felt by the community that a person trained and skilled in psychological testing rather than a Social Worker was needed in the educational setting in order to work with learning difficulties and give remedial reading help. Therefore in 1933 Dr. James Hobson, a psychologist and present Director of the Department of Child Placement, was hired. It was he who set up the present Department of Child Placement which through the years has expanded to such an extent that it now includes the Director of the Department, five reading specialists, two speech therapists, one school adjustment counsellor, all of whom have Master's degrees, one home instructor, one supervisor of attendance and two stenographers. In line with Dr. Hobson's philosophy, the Department gradually grew in response to felt and expressed need. At the onset the
department was concerned with the detection, prevention and correction of learning difficulties by measurement and evaluation. The children were first worked with on an individual basis and then as the demands increased they were worked with in groups. Very soon remedial reading help was needed and later on a remedial reading instructor with training in psychological testing was found necessary. Following this many children began to come to Dr. Hobson's attention who had speech difficulties and after a survey was done speech therapists were added to the department. The next two members to join the staff were a home instructor and the supervisor of attendance.

Through the years children evidencing emotional and behavioral problems had frequently come to the attention of the principals, teachers and other school personnel who helped the child in any way possible. The more severe, yet short term situations, were handled through the Department of Child Placement and the more complex problems were referred to outside agencies such as Family Service or the Guidance clinics. There had always been a question in the minds of the administration as to how far an educational institution should go in handling emotional problems. For these reasons Dr. Hobson and Dr. Caverley had doubts and questions about starting the School Adjustment Counsellor Program. Although aware of the problems within the schools and with great interest in dealing with them they were not convinced that this was the school's responsibility. They felt that the focus of the school was on the education of the child and they were not sure how the services of the School Adjustment Counsellor would dovetail with the existing helping school services. They questioned too whether removing such problems from the jurisdiction of the teacher
would not take away some of the challenge of teaching. On the other hand they also knew that some of these children were referred to guidance clinics where, because of waiting lists, six months to two years often lapsed before the child was accepted for treatment.

Steps Leading To The Establishment Of The School Adjustment Counsellor Program

Within the Town of Brookline many citizens had become increasingly aware of learning difficulties and other emotional problems with which many youngsters were struggling and had begun to recognize that many problems might need special help. Many had learned that some of the surrounding communities had a school adjustment counselling program even prior to the passing of the School Adjustment Counsellor law in 1955. Members of the Brookline Council for Public Schools with their active interest in school activities became particularly cognizant of this service.

It is of interest to note that this Council, whose membership is opened to anyone in the Town of Brookline interested in promoting public schools, is an off-shoot of the now defunct National Council of Public Schools and of the Massachusetts Public School Council. The executive board consists of the presidents of the eight elementary school Parent Teacher Organizations, a teacher and a parent from each of these elementary schools, the council officers, ten elected members and the heads of standing committees. As a group the Council Discusses many issues pertinent to the public schools and frequently makes recommendations to the Brookline School Committee for follow-up study and consideration. The recommendations may or may not be evaluated further, however careful consideration is given to them.
As has been stated, prior to 1955, and the passing of the School Adjustment Counsellor law, many Brookline citizens were concerned about behavior problems and emotional conflicts in the elementary school children. Some of the problems were expressed by defiance, rebellion, stubbornness, stealing, clowning, withdrawal, open aggression, etc. All of them were likely to affect the learning situation. By the time of the passing of the School Adjustment Counsellor law in 1955 many individuals were already interested in and talking about such a program. Some of the school principals were also feeling concerned by the number of emotional problems which presented themselves in their schools. Although they utilized all methods at their disposal in order to help parents and children and they realized that many of these problems were so complex that it was not within their ability nor would time permit them to handle such difficulties. The Superintendent of Schools and the Director of the Placement of Child Placement, while they felt they were reaching many children with problems, still had question about handling the deep seated ones within the educational set-up. In the spring of 1957 two or three members of the Brookline Council for Public Schools at their meeting discussed the possibility of a School Adjustment Counsellor in Brookline. In order to learn more about the program they invited Dr. John J. Coughlan, Director of the Division of Youth Services of the Commonwealth of Massachusetts, to speak at one of their meetings. Following his talk a communication was sent from the Council for Public Schools to the School Committee suggesting that at least one School Adjustment Counsellor be considered for the Brookline schools in the near future and that Dr. Coughlan be invited to discuss this at the School Committee meeting.
The Brookline School Committee, which would be voting on this issue, is composed of nine members with richly interesting backgrounds. Of the six men three are lawyers, two doctors and one an accountant; all have been active in community affairs for many years. The three women have all raised or are raising families and have also participated very actively in community affairs. They are a mixed religious group; two are Roman Catholic, three are Jewish, and four are Protestants, and their ages range from about forty to over seventy. The nine members of the Committee are elected for three year terms, three persons being elected each year. No salary is received by any of the Committee members.

The Committee is composed of nine members with richly interesting backgrounds. Of the six men three are lawyers, two doctors and one an accountant; all have been active in community affairs for many years. The three women have all raised or are raising families and have also participated very actively in community affairs. They are a mixed religious group; two are Roman Catholic, three are Jewish, and four are Protestants, and their ages range from about forty to over seventy. The nine members of the Committee are elected for three year terms, three persons being elected each year. No salary is received by any of the Committee members.

They elect their own Chairman who, with the approval of the whole committee, appoints the various subcommittees. The main function of the committee includes the following: appointment of the majority of the school personnel, overseeing operation, maintenance and expansion of buildings, preparation of the budget and determination of other financial matters, and approval of changes in the curriculum.

As we have said, it is not unusual for the Council for Public Schools to make recommendations and suggestions to the School Committee. It is also the usual practice for the Superintendent of Schools to make recommendations to the School Committee. It is his responsibility to carry out policies established by the School Committee.

On June 24, 1957, Dr. Coughlan spoke before the School Committee telling of the success that he was having with the School Adjustment Counsellor Program on a statewide basis and discussing the qualifications needed in a School Adjustment Counsellor if the locality were to receive

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state reimbursement of $4,500. Nothing definite was decided by the School Committee at this time and the subject lay dormant for nearly a year.

During part of 1957, The Council for Public Schools was inactive, but at the beginning of 1958 it was reactivated and again, with more verve, the School Adjustment Counsellor Program was enthusiastically discussed and Miss Edna Sanford was subsequently asked to speak to the Council.

Invited to this meeting were members of the School Committee, the Superintendent of Schools, the Director of the Department of Child Placement, and school principals. While many of the invited guests did not attend a number of School Committee members and several principals were present. Miss Sanford showed a film and discussed the program and different types of cases handled. Again it was well accepted and one of the School Committee members present brought the suggestion that a School Adjustment Counsellor be hired back to the School Committee meeting.

The School Committee formed a sub-committee of three to further study the proposed School Adjustment Counsellor program. In addition to these three members three other School Committee members were present at the sub-committee meeting. These six people discussed the program and were unanimously in favor of it as they all recognized the need for such a program. On April 21, 1958, the head of the sub-committee made the motion to the School Committee that a School Adjustment Counsellor be employed. Eight of the nine School Committee members were at this meeting as well as the Superintendent of Schools and the Director of Child Placement. There were still some questions in the minds of the Superintendent of Schools and the Director of Child Placement as to whether there was more need for remedial reading specialists than for a School Adjustment Counsellor.
They could see advantages to the program but were not fully convinced of its necessity. However they felt that work was there for such a person should one be hired. They felt that the addition of a School Adjustment Counsellor would change the focus in handling the problems from remedial teaching and health methods to a social casework approach. They could see advantages to the program but they were not fully convinced of its necessity. When a vote on the proposal was taken seven of the eight School Committee members present voted "yes" and one voted "no". The members not present sent a message that he was opposed to the appointment of the School Adjustment Counsellor because he saw no need for it and felt that the existing personnel was adequate. The other member voting "no" felt that the problems were really in the parents and that parents should receive help outside of the school setting and then help their own children. Those in favor looked on it as a method of preventing further problems and of giving each child the individual attention needed in order to adjust to the school and learning situation.

Selection of Personnel

In hiring the School Adjustment Counsellor the usual hiring procedure was followed. That is, the Superintendent of Schools recommended the candidate to the School Committee for their approval. Four or five candidates had applied at the time the state law was passed and before Brookline had voted for the program. When it came to the hiring of the School Adjustment Counsellor Miss Sanford was contacted for possible candidates. The school administration and the school committee felt that they wanted an experienced person in the field of social work. Miss Sanford supplied the names of people who qualified and of these
candidates Mr. Erle Myers was the person who seemed best suited for the job because of qualifications, work experience and work record. Mr. Myers is a graduate of Boston College with a B. S. degree in Biology. He completed graduate credit for this Master's degree at Boston College School of Social Work. While working toward his Master's degree he did his first year of field work in the Child Welfare Division of the New Hampshire Department of Public Welfare. In this department he did adoption work, foster care placements and protective work. During his second year he was placed at the Habit Clinic (presently known as the Douglas Thom clinic). Following this he was employed for eight years by the Family Service Association of Greater Boston. Mr. Myers was interviewed by Dr. Caverley and Dr. Hobson both of whom felt he was well qualified for the job because of his background and personality. Dr. Caverley recommended him to the School Committee for approval. He was interviewed by the sub-committee on personnel of the School Committee and then by the School Committee itself. On June 16, 1958, Erle Myers was appointed to the position of School Adjustment Counsellor by the Brookline School Committee. He made the tenth member of the Department of Child Placement. He is responsible to The Director of the Department of Child Placement and through him to the Superintendent of Schools and the School Committee.

Development of the Program

When Mr. Myers came into the school system in September 1958 the program generally speaking was met with acceptance and in many instances great enthusiasm. There were, however, still some members of the community who were skeptical or who continued to feel that outside agencies should handle the problems. Some principals were ready and
waiting for Mr. Myers with cases already selected and prepared. Others were slower to accept the program. As Mr. Myers was the first School Adjustment Counsellor he had the freedom to use his own individuality in creating the program. He was first introduced by Dr. Hobson to each school principal. The principals were told that they should refer no more than two cases for treatment to start with and that cases should be channelled through Dr. Hobson. He further explained that the services were to be used for the "conflagrations, not the grass fires." Dr. Hobson could see that this system was working well and he soon recommended that referrals go directly to Mr. Myers instead of being processed through him. In setting up the program Mr. Myers did not see his main function that of liaison between the community agencies and the school. His stress was on treatment of the child in the school setting. He thought that in laying the groundwork for the program he as a person and his philosophies would need to be accepted and in turn the program and his work would be better understood.

His first step in helping the school to understand the program was to share his way of work with the principals and teachers, thus demonstrating by his own activity and relationship in these situations some of what he would be doing with the children. He wanted them to understand what he was doing and that he wasn't taking away from their work or relationship with the child. Some of the school personnel were quick to respond to this approach and to the program and some were more cautious. They had to learn the new approach that he was using. This hesitancy was often shown by the principals holding to the two referrals per school even when more time for treating children was offered to them.
In general the program was warmly accepted as the principals and teachers wanted the children to advance and could see that the traditional methods lacked a solution to many of the problems. Mr. Myers believes that as part of the school program and school system the School Adjustment Counsellor has an obligation to serve as many maladjusted students in the least amount of time possible and this means developing new techniques for this purpose. The present School Adjustment Counsellor feels that:

The Social Work Service of the School Adjustment Counsellor has blended happily with the educational program of the Brookline schools, and that it does not in any way focus attention strongly on emotional adjustments of the pupils rather than on their academic needs.

He further believes that:

There can be a happy marriage between the two and that the school, as an educational institution, does have a responsibility to offer the fullest measure of educational opportunities to all pupils.  

The School Adjustment Counsellor Program has now been in existence for a year and a half and in general it is well accepted. Most people see a definite need for it, have begun to understand its use and are most enthusiastic and excited about this new service to the schools. All of the principals are using the counsellor and now welcome the service, giving it their full acceptance despite their former attitude. The Director of the Department of Child Placement and the Superintendent of Schools are equally well satisfied with the functioning of the program. There is a good working relationship between the School Adjustment Counsellor and

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the other special services. It looks as though further School Adjustment Counsellor services will be used in Brookline before too long.

Present Organization and Functioning of the Program

Administrative Structure

The School Adjustment Counsellor operates as a member of the Department of Child Placement and is directly responsible to the Director of this department. The department includes all of the special services administering to the elementary schools. In addition to the Director, who is a psychologist, there are two speech therapists, five reading specialists who have training in psychological testing, the Supervisor of Attendance, a Home Instructor and two secretaries. They work out of one of the primary schools where they have a main office and four adjoining small offices. The School Adjustment Counsellor has his desk in the main office and uses any of the small offices for interviewing.

Sources of Referrals, Referral Process and Basis of Acceptance and Rejection of Referrals

Referrals usually come to the attention of the School Adjustment Counsellor through the elementary school principals. On the occasions when referrals come to the School Adjustment Counsellor directly from a teacher or parent or any source other than the principal the case is first cleared through the principal. Referrals generally come from teachers, or other school personnel such as speech therapists, reading specialists, the school nurse, etc. Parents and occasionally the child himself will ask directly for help. The following community agencies have made referrals to the School Adjustment Counsellor: Family Service of Brookline, The Department of Public Welfare of Brookline, The Massachusetts Society for the Prevention of Cruelty to Children, The
The main criteria for deciding whether or not the referral is appropriate for the School Adjustment Counsellor to handle depends on whether or not the child is manifesting problems in the school setting in either behavior or academic performance. If the problem is primarily focused on home relationships and is not affecting the child's school behavior to any marked degree than the case may be referred to an agency outside of the school. When the problem manifests itself in the school setting it is appropriate for the School Adjustment Counsellor to handle the situation.

The majority of referrals come in September upon the opening of school with additional referrals coming in each month thereafter. When a referral is made the teacher is requested to fill out the face sheet information form which includes identifying information about the child and his family, his potential and present rate of performance, reason for referral, and a brief description of his emotional adjustment. A referral form card gives identifying information in a concise form on each child and is kept by the School Adjustment Counsellor. Referrals are made either through personal contact with the referral source, or by phone call or in writing.
Seventy-three children were referred to the School Adjustment Counsellor during this six months sampling. Approximately two thirds of the referrals were boys while one third were girls. Two thirds of the referrals were from grades five through eight while one third were from kindergarten through the fourth. Referrals tended to increase as the grade increased so that the smallest number of referrals (1) were from the kindergarten while the largest number, seventeen, were from the eighth grade. Referrals of boys increased noticeably in the fourth grade while girl referrals remained steadier with a small increase in grades six, seven, and eight.
### TABLE 8

NUMBER OF CHILDREN REFERRED TO THE SCHOOL ADJUSTMENT COUNSELLOR IN BROOKLINE BY TYPE OF PROBLEM AND SEX OF THE CHILD (BETWEEN SEPTEMBER 9, 1959 AND MARCH 1, 1960)

<table>
<thead>
<tr>
<th>Problem</th>
<th>Number of Boys</th>
<th>Number of Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavior and Personality</td>
<td>20</td>
<td>2</td>
<td>22</td>
</tr>
<tr>
<td>Academic problems involving social maladjustment</td>
<td>30</td>
<td>13</td>
<td>43</td>
</tr>
<tr>
<td>Attendance</td>
<td>3</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Home Conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Neighborhood Conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>3</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>56</strong></td>
<td><strong>17</strong></td>
<td><strong>73</strong></td>
</tr>
</tbody>
</table>

Of the seventy-three cases referred over one half were referred to because of Academic Problems Involving Social Maladjustment, while about one fourth were Behavior and Personality Problems. The remaining one fourth were Attendance problems or classified as Other. The Other refers to stutters. There were no referral classified as Home Conditions or Neighborhood Conditions.
TABLE 9

NUMBER OF CHILDREN REFERRED TO THE SCHOOL ADJUSTMENT COUNSELLOR IN BROOKLINE BY TYPES OF PROBLEM AND GRADE BETWEEN SEPTEMBER 9, 1959 AND MARCH 1, 1960.

<table>
<thead>
<tr>
<th>Problem</th>
<th>Kindergarten</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavior and Personality</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>4</td>
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It is significant to note that nearly all eighth grade referrals were because of Academic Problems Involving Social Maladjustment and that better than one half of the seventh graders referred were for this same reason. In contrast the children referred to the third, fourth, fifth and sixth grades were divided almost equally between Academic Problems Involving Social Maladjustment and Behavior and Personality Problems.

Types of Referrals

In Brookline as in many other communities one frequently finds over ambitious parents who push their children to achieve, often in order to offset their own frustrations and disappointments. This may set up one of several reactions. The child may be over aggressive and pose a behavior problem in the classroom or he may withdraw...
and remain aloof, or develop learning blocks or get along poorly with parents and pupils. There is also the child who comes from over-protective parents who try to make things too easy for the child. 3

Children from both of these backgrounds are frequently referred to the School Adjustment Counsellor. Ability of the children ranges from limited to exceptional and families fall anywhere between low and high economic status. There are a variety of reasons for which the child is referred. Breaking these down they fall into the following categories. In the school year 1958-59 eighty per cent of the children referred fell into the general category of "academic problems involving social maladjustment." This refers to children who develop learning problems because they are depressed, unhappy, fearful, isolated and have difficulties allowing themselves to get close to anyone. These children may close their minds to learning or they may be so competitive they they can't tolerate seeing other children in the class receive attention from the teacher. Some of these children are so laddened with guilt that they have an inner need to fail and punish themselves.

Fifteen per cent of the children were referred because they were showing their disturbance by severe acting out behavior. These children had a strong desire to lash out at society, peers, teachers, principals and parents, and were further experiencing academic failure. The child who lies and steals and totally blames himself for all wrong doing at school or at home is included in this category.

Five per cent were referred for miscellaneous reasons. Two of these were stutterers whose problems had a deep emotional base, one was a child who feared using the communal shower which was a presenting symptom of poor ability to handle relationships. From these percentages we can see that the majority of children were seen because they were showing problems in school work with related poor adjustment.

Establishment of the Treatment Plan

The present School Adjustment Counsellor feels that the school setting is a very natural medium in which to offer help to the children who have special problems. Many children and parents can be reached in this setting who could not accept help from outside sources because of their pride and fear. These parents responded well to help and the children have shown improvement in scholastic performance and behavior.

Because of the many factors in the school setting which surround the child such as teachers, classes, principal, special services and because of the child's own special needs the handling of cases by the School Adjustment Counsellor is flexible and elastic. At some point early in the contact after conferring with the principal the School Adjustment Counsellor has access to the child's permanent record card which gives a yearly description of marks, ability, deportment and general adjustment of the youngster. If possible he also talks with any teacher or school personnel that may have special information on the child and gathers as much as will be helpful before beginning his work with the child. His first meeting with the child is brought about either by introduction from the teacher, the principal or self-introduction. In this first contact he discusses with the child the reasons that brought them together and his
own function as a School Adjustment Counsellor. Interviewing space consists of whatever space is available in the school. Sometimes there is a special room available for interviewing. Other times any room from the cooking or sewing to the auditorium or lunch room may be used. Depending on the nature of the problem the School Adjustment Counsellor sets up an appointment schedule with the child.

As a rule children are seen once a week for about half an hour. Appointments are flexible so that the child does not interrupt his class attendance any more than is necessary. A few interviews with the School Adjustment Counsellor may be all that is indicated in order to modify the problem but as a rule meetings over an extended period of time are necessary in order to work through the problem. Interviewing is the chief tool employed in the work, however play material is also used when indicated, as a method of helping the child to relate. Between September and February, 1960, the School Adjustment Counsellor and the two trainees worked with sixty-one children, forty-seven of whom were seen on a weekly basis. Of these forty-seven children, eleven were seen in groups. In some situations the School Adjustment Counsellor has seen teachers for consultation thus enabling them to work directly with the child with whom the School Adjustment Counsellor has not had contact. The teachers have often been able to get enough help in this way to be able to help the child.

As an extenuation of his services and a part of the Guidance Unit in one of the school curriculum, the present School Adjustment Counsellor has given three sessions on Personality Development to the eighth graders. In these sessions the students are free to discuss problems and personal relationships expressing themselves individually through the
group. The School Adjustment Counsellor teaches as well as helping
to direct the discussion. This has been a most successful medium
through which to reach many students.

Working With Parents

It is the School Adjustment Counsellor's philosophy that to best help the child treatment should be geared toward the child's needs
and that the child should be the central focus in this very personal
relationship. When the parent is brought into the treatment plan too
soon and before the relationship has been established with the child it
can be a detriment to treatment. Generally speaking, contact is made
with the parent at the point when it is indicated that this will help the
child. Parents of children in the lower grades are almost always contacted
at the outset of treatment. Some contacts are short term consisting of
from one to three interviews and some are continuous on a weekly or bi-
weekly basis. Sometimes the parent, knowing their child is being seen
by the School Adjustment Counsellor, will initiate the contact herself.
Continuous work is done with the parent when this will assist the child
in working out his problems. Because of lack of time it is not possible
to see parents in every instance. The following breakdown of contacts
with parents gives a clearer picture of work with parents between
September, 1959 and March, 1960. Seventeen parents were seen on a continu-
ous basis, twelve were seen once, fifteen were seen more than once but
not on a continuous basis, and seventeen children were seen whose parents
were not contacted.

In working with the parents the School Adjustment Counsellor
endeavors to help them understand their own problem and how this may relate
to the child and what he is going through. As the parent sees himself in relationship to the child and begins to look on the youngster as an individual with feelings, frustrations, needs and a striving toward growth he begins to understand just how he frustrates or helps the child in this growth process. Sometimes casework emphasis is on the parent who, if released from his own problems, can be a better parent. The School Adjustment Counsellor finds that most people want to handle their child better and are responsive to understanding and direction. A number of parents were seen as a group on a monthly basis in 1959. These mothers had expressed concern over their handling of their children. This year meetings were scheduled on a weekly basis for seven weeks. This has proven a very good way of reaching parents before severe problems develop. As many of these parents learn through this process they are able to pass on some of what they have learned to many other parents in the community thus reaching more and more people. The Family Service of Brookline is scheduled to start such a group for parents. A private psychiatrist in Brookline is also planning to meet with fathers and mothers of Brookline elementary school children.

Working Within The School System

Teachers, principals and special service workers have shown increasing interest in the School Adjustment Counsellor Program and are cooperative and understanding. When the School Adjustment Counsellor first joined the Brookline staff much of his work dealt with orienting the school personnel to the program. They have learned a good deal about the reasons for the child's behavior and how the School Adjustment Counsellor works with the child and have become more comfortable and competent in
handling the children's problems in the classroom. An Elementary School Guidance Institute was held in March, 1960 in the Brookline schools. The purpose of the institute, which was attended by all teachers and principals, was to better understand the elementary school child. It served as a stimulus and stepping stone toward learning more about the emotional problems of this age child.

Work with teachers, principals and special services is generally informal and varied. A conference with each principal is generally planned once a week. At this time pertinent information on the children being seen in his school is discussed. These conferences vary in length depending on time available and need to share information and progress. Principals may frequently be seen on a very informal basis when the School Adjustment Counsellor is in the school as the principals are generally available and share their time and interest. Planned conferences are held with teachers and special services. Frequently contacts are made on an informal basis at which time the teacher and the School Adjustment Counsellor discuss the child frankly and confidentially. By these methods the teacher learns more about the nature of the child's problem and the School Adjustment Counsellor is able to learn how the child is functioning in the class. He also has learned much about the teacher's role in the educational setting and her triumphs and frustrations in working with the children.

The special services such as speech therapists, reading specialists and psychological testing methods are often used in conjunction with the School Adjustment Counsellor's work. Sometimes the School Adjustment Counsellor and a special service worker will combine efforts and work cooperatively on a case, discussing periodically and informally their
treatment plans and progress. Communication between special service worker and School Adjustment Counsellor usually takes place informally when the need arises.

**Working With Community Facilities**

Work with outside agencies is done on a cooperative, sharing basis. Many agencies both private and public have used the School Adjustment Counsellor's services, among which have been: Family Service of Brookline, Massachusetts Society for the Prevention of Cruelty to Children, Massachusetts Mental Health Center, Boston Children's Services, Jewish Family and Children's Services, Jewish Community Center, Beth Israel Hospital Psychiatric Clinic, private psychiatrists and psychologists and others. Some agencies have called for consultation about the child in school and others have asked for cooperative case handling. In some instances the case is carried cooperatively with the outside agency, both workers working with different members of the family. In other cases the workers may share the client each performing a service in a role suitable to him and his agency function. The School Adjustment Counsellor on occasion becomes the liaison between the outside agency and the school system.

Referrals have been made to the following agencies: Family Service of Brookline, Boston Children's Services and the Society for the Prevention of Cruelty to Children. Family Service of Brookline and the School Adjustment Counsellor have recently had a conference to consider joint approaches in the treatment of the child and the family.

Communication is generally informal either by phone, letter or if indicated a more formal case conference is held. In any situation the aim is toward a mutual give and take between the school and the community facilities.
CHAPTER VII
NORTHBOROUGH

A Description of Northborough

The town of Northborough was incorporated in 1766. It is approximately 32-34 miles northwest of Boston and 10 miles northeast of Worcester. Northborough is located directly on Route 20, the Boston Post Road and it is three miles north of Route 9, which is a busy turnpike leading to Worcester and west to Springfield and New York City. Its present population is approximately 7,000 and has been increasing rapidly for several years, especially since the end of World War II when many people moved out from larger cities. In the period from 1946-49 the population increased from 2,382 to 2,958. In the last decade it has doubled.

Originally Northborough was a farming community. It has many well-kept, single family homes scattered throughout the community. Route 20 runs through the center of town and the fringe areas, both east and west, are rather commercial. The western and southern sections of the town have been developed in recent years and contain many new homes of similar size and design. Northborough is generally considered a middle class town with no marked social distinctions, and no sections housing one particular nationality. There are no Negroes living in Northborough. Although the population includes many nationalities, it is predominately made up of families of Yankee origin.

* The information contained in this section is taken primarily from the Annual Report of the Town Officers of Northborough for the financial years ending in 1956, 1957 and 1958.
There is one Roman Catholic Church and another in the process of construction, a Trinity Church combining Baptist and Congregational denominations, a Unitarian church, and land has been purchased for the construction of an Episcopal Church. There are only five to ten Jewish families in town and no synagogue.

Many of Northborough's working people commute to Worcester and other surrounding communities as there are few industries in Northborough. The local industries employ only small numbers and include: Gothic Craft, a wood working plant that makes church interiors; a Machinery Electrification factory; a Repairing Plastic factory; a Candle factory; and a Woolen Mill.

The Clubs in Northborough include: Lion's, Grange, American Legion, Acacia, Women's, and Fish and Game, an Historical Society which has plans for a Museum; the Bartlett Pond Improvement Association which incorporated with the former Community Council. There are parks and supervised playground activities for children in the summer. The construction of a swimming pool has been recommended by the Park Commissioners. In 1955, under the auspices of the School Committee an Adult Education program was sponsored for the first time. The town has a local 22,065 volume library.

The continuous and rather sudden growth of the town in recent years has created problems of magnitude, and caused the necessity of establishing new departments with town government. In 1955, under town sponsorship, a Board of Health was appointed as an independent town committee. Housing developments placed burdens on the water system, but in the 1956 Report of the Water Commissioners, it is stated, "The present
Water System in Northboro is the best in the State and has an unlimited supply of water." Increased governmental activity resulted in the establishment of a Board of Appeals and an Industrial Development Commission in 1957.

The increase in population has created special problems for the School Committee and citizens of Northborough. In 1956 in their Report to the citizens of Northborough, the School Committee states, in part:

With each new house that is sold in Northboro, the school system gets approximately two new pupils. As long as the speculative building is allowed to continue unharnessed, these problems will multiply. Perhaps therein lies our answer. If our growth could be restricted to some degree, we could certainly plan more wisely. 2

In 1957, the Report of the Board of Selectmen contained in part:

Growth of a town cannot and should not be stopped but to guard against improper growth and to guide the growth of a community is the responsibility of the town and it's citizens. The need of industry in Northborough to aid in the equalization of our tax rate has been recognized and the Board feels that the close cooperation of the newly established Industrial Development Commission and Planning Board will achieve that end. 3

Northborough has a Town Meeting form of government and elects and appoints several Town Officers, including a Moderator, Clerk, Treasurer, and Board of Selectmen. The School Committee consists of five members who serve staggered three year terms.

1 Town Officers of Northborough, Annual Report for the financial year ending December 31, 1956, p.74
2 Town Officers of Northborough, op. cit. p. 82.
Northborough's school program has been broadened and strengthened largely through the endeavors of the Superintendent of Schools and its principals who have worked closely with the School Committee and made the community aware of the need for broad civic interest and involvement in planning ahead to meet the many demands placed on the schools due to Northborough's spiraling population.

The Town has two attractive, modern one-story buildings and one old school, housing elementary grades. In the fall of 1959, an extremely modern, well-equipped Regional High School opened in Northborough. The enrollment was approximately 450, and it has a capacity of 1,000. It is expected that by 1970 the reserve capacity will be filled. What had been serving as the Town's High School now serves as a Junior High School and also accommodates some elementary classes. However, it is anticipated that soon this building will need to be used exclusively for Junior High School use as the many elementary grades reach Junior High age. During the 1958-59 school year, the two platoon system was used even though in 1956 a new elementary school was constructed and opened for use. During the school year 1959-60, Northborough has had a full school day from nine to three. However, due to the expected increased enrollment in the fall of 1960, it is inevitable that the problem can be solved only by returning some elementary classes to the two platoon system or by new construction. According to Superintendent of Schools, Roger K. Poole, statistical projection of present totals of children in each age group indicates a basic shortage of nineteen elementary classrooms by 1963 and at least 24 by 1968 and probably even more. The Superintendent urges the Town to continue their construction policy.
Northborough has a parochial kindergarten, a private kindergarten, but none for public school children, tuition free. The elementary school enrollment is 935; junior high 236; and Regional High 442.

In addition to problems of housing, the school system has been concerned with increasing facilities and special services. In 1956 the High School added a Guidance Counsellor to the staff, in 1959 a School Adjustment Counsellor was added to the staff of the elementary grades serving primary one through six. In the fall of 1959 a Special Class, housed in the Regional High, was opened for retarded children and there are presently 18 children in this class with a recommendation by its instructor that another class be added in the near future.

The school system is informal and rather closely knit partly due to its small size. The town shares a Superintendent with Southborough and Berlin. The Regional High School has its own principal, the Junior High has a principal and there is one principal for all the elementary grades, who knows all 935 children in the elementary grades, by their first name. Despite crowded conditions for the past three years all of the grades from one through six scored above the national average for their grade, in Standard Achievement Tests administered each spring.

History and Development of The Program

Forerunners

Prior to the establishment of a School Adjustment Counsellor program in the elementary schools of Northborough, Massachusetts, the principal of the elementary schools, Herbert C. Geels, had asked for and received the services of a psychologist from the Worcester Youth Guidance Center in Worcester, Massachusetts. At that time (1954), Northborough
was included in the support area of the Worcester Community Chest, of which the Worcester Youth Guidance Center is a member agency. Principal Geele approached the Center about consultation services, following his increasing concern about certain children with emotional problems in the elementary grades. He felt that additional services were necessary in a rapidly expanding school system "in order to detect and deal with the type of emotional problem which, if allowed to continue, would result in what is commonly known as juvenile delinquency." The psychologist came twice a month and acted in a consultant capacity to the teachers. No children were seen by him and all consultation requests from the teachers were referred through Principal Geele. The principal and teachers hoped to gain better understanding of the child discussed, and advice regarding classroom handling. The psychologist's services were terminated in 1955 when Northborough no longer was included in the Worcester Community Chest area.

Steps Leading to Establishment of the Program

Those persons responsible for the incorporation of a School Adjustment Counsellor program in the elementary school system consider the problems of the town's spiraling population, incidences of unmarried mothers and of juvenile delinquency as indicated by week-end vandalism, as their chief concern when meeting to consider the needs of their youth. In 1955 the school physician, Dr. Wilfred Watson, now deceased, approached Rev. Marshall Eck of the local Trinity Church regarding his concern about the

4 Personal Communication.
number of unmarried, pregnant high school girls that he was seeing in his practice. Dr. Watson, Rev. Eck and several members of local organizations having youth serving interests, met and formed a Community Council. This group included representatives from Lion's Club, Women's Club, Church groups, Grange, etc., and included approximately twenty persons. Recreational lacks in the community were discussed and proposals considered. However, juvenile delinquency and unmarried mothers were seen as emotional problems requiring reeducation. At this time Northborough did not have a guidance program in its high school, although this had been recommended by the high school principal. The Community Council felt, however, that a high school guidance counsellor would see only the final stages of the problems concerning them and they therefore centered their interests on providing services for younger children.

Principal Geele, who was a member of the Community Council, had heard about the School Adjustment Counsellor program at a Principal's Conference in 1955. He felt that such a program would act as a preventive measure to the problems concerning the Council regarding their youth. He described the School Adjustment Counsellor program and expressed his opinions at a meeting of the Council. His suggestions were very favorably received and were discussed at subsequent meetings. Superintendent of Schools, Roger K. Poole, had also been invited to sit in on discussions with these citizens interested in youth. Although he favored a Community Youth Council to provide for the recreational needs of youngsters in town, he was also a strong advocate of professional guidance for children in emotional distress. In Northborough it is the policy of the school committee to act on community-sponsored projects. It was Superintendent
Poole's feeling that the School Committee would be interested in hearing about the community's interest in this School Adjustment Counsellor program.

The Community Council decided to approach the School Committee and Principal Geele and Mrs. Marshall Eck, a member of the Council and wife of Rev. Eck, who was president of the Council at that time, were designated to approach the School Committee. This was done in the Spring of 1956, approximately one month after the formation of the Council. According to Principal Geele, Mrs. Eck, and Mr. Harry Dow, Jr., chairman of the School Committee at that time, the idea of a School Adjustment Counsellor was very favorably received by the School Committee. There was some discussion of the purposes and objectives of the program and the Committee explained that there was no money available in the school budget to permit the hiring of an Adjustment Counsellor for the remainder of that school year. Mr. Dow was personally in favor of an Adjustment Counsellor as he was aware of the fact that many emotional problems of children stem from the home environment. After hearing the reaction of the Superintendent in addition to those of the Council representatives, the School Committee voted unanimously to authorize the Superintendent to inquire into the matter further and to interview any prospective candidates for the position, bringing the Committee his recommendations.

In November of 1956 a special Town Meeting was held and an appropriation of $1,500 was asked for in order to seek the services of an adjustment counsellor as soon as possible. The following school year it was expected that the extra funds needed for a counsellor's salary, in addition to the $4,500 provided yearly by the state, could be asked for in the operating budget of the school committee. Members of the Community Council
indicated that the $1,500 appropriation was seen as an adjunct to the $4,500 annual reimbursement from the Commonwealth. Clarified further, this indicated that the Council expected that a counsellor could be employed for $6,000, at least for the first year. Rev. Arthur Jellis, a former member of the Council who is no longer in the state, is said to have discussed this position from the floor of the meeting and explained the financial situation according to their estimations. This appropriation was voted and during the discussion one man is said to have expressed his opinion to the effect that recently the town voted to spend twenty thousand dollars on its sewers and he guessed they could spend $1,500 on their youth.

Selection of Personnel

Following the School Committee's vote to secure the approval of the Director of the Division of Youth Service for the employing of a counsellor, and the town's appropriation of the $1,500, Superintendent Poole wrote to John D. Coughlan, Director, Division of Youth Service, asking for recommended qualifications for this position. Superintendent Poole indicated that Northborough was about to start a search for candidates. On December 12, 1956, approval was given by the Director of the Division of Youth Service in the Department of Education to employ a counsellor under provision Chapter 696 (Acts of 1955).

Superintendent Poole preferred a psychiatric social worker for the position as he felt that this training more adequately prepared the candidate for the position in Northborough. In his search for a counsellor he first tried the Worcester Youth Guidance Center, asking them to refer to him any candidates for a position that they were not
filling. Early in 1957 he wrote to all the schools of social work that he knew about in the New England area, asking them if they could refer any candidates for the position. Only one school replied, stating that it had no one at that time who was seeking such a position, but that it would keep Northborough in mind. In the summer of 1957 Superintendent Poole wrote to the Placement Director of a near-by medical school asking him if he could help in finding a person "who is at least capable of growing into the job." Superintendent Poole further wrote that he had been searching fruitlessly so far for candidates and was hoping to find a person "who had basic training in social work, guidance or psychology." This letter brought no candidates to the Superintendent.

He does not know where some of these people heard of the position, but he did interview a few teachers whom he did not consider hiring as he felt they did not have the qualifications needed for his school system. Northborough has no social agencies, psychiatric clinics, etc., and the person hired as a counsellor would be expected to rely on his own resources as much as possible. The Superintendent wanted a counsellor who had "the courage and background to work at both ends; with children and their parents." He also felt that the applicant should be able to work closely with the principal and cooperatively with the teachers and other school personnel. Superintendent Poole saw social work as different from the types of counselling in which advice is given, and was aware that the type of help provided by social work depends upon relationship and counter-relationship.

Following his request that the Division of Youth Service refer candidates to him, he interviewed people whom he ruled out for the position
as he felt they were not well-adjusted themselves.

In his report to the School Committee and citizens of Northborough in 1957, the Superintendent included the following statements:

The School Department regrets that it has been unable so far to find adequately qualified personnel to fill the new role of School Adjustment Counsellor, which position was voted established by the Town in November, 1956. We shall, of course, continue our search for a competent counsellor until one is found. 5

When interviewing the candidate who became Northborough's first School Adjustment Counsellor, Superintendent Poole was impressed with her degrees in sociology and in social work, her work experience, her personality, and the fact that her husband was also in social work. In general, he felt that she answered the job specifications that he had set, as needed by the community. The first interview with Mrs. Wayne Newton was held on November 10, 1958. Mrs. Newton had heard about the available position from Miss Edna Sanford, State Supervisor of the program for the Commonwealth, who referred her to Northborough's Superintendent of Schools. Mrs. Newton's background included a Master's degree in sociology and in social work, and varied work experience including casework with children and adults, casework supervision in a combined Children's and Family agency, a home for disturbed children, and in a protective agency. For three years previous to interviewing for the position of Adjustment Counsellor in Northborough's elementary schools, Mrs. Newton had been employed as a School Social Worker in the public schools in Hartford, Connecticut.

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5 Town Officers' of Northborough, Annual Report for the financial year ending December 31, 1957. p. 93
In her first interview with Superintendent Poole, Mrs. Newton stated her belief that school social work should provide casework skills to help facilitate the purpose of the school, which is to educate children and foster their emotional growth. She emphasized her belief that the utilization of her casework skills must be school focused and she could not become the community social worker. Mrs. Newton foresaw the need to set limits on the Adjustment Counsellor Program in Northborough in view of the lack of existing social agencies there. She further saw her role in the community as locating and involving other services needed in her work, such as psychological testing, psychiatric clinics, family service, and psychiatric consultation. She stressed her belief in the importance of the Adjustment Counsellor's need for establishing good working relationships in the school and in the community.

On November 17, 1958, when the Superintendent of Schools had contacted some of her former employers for references, Mrs. Newton was asked to come in again to the Superintendent's office for another conference. On this date she was taken by the Superintendent to be interviewed by the Principal of the elementary schools, Mr. Geele. Principal Geele felt that Mrs. Newton answered his expectations although he had hoped for a background that included testing experience. However, he was impressed with her social work experience and approach. Therefore, he gave his approval and Mrs. Newton was informed that day that the position was hers. Superintendent Poole then wrote to the Director of the Division of Youth Service for approval to employ her. Mrs. Newton began employment as Northborough's first School Adjustment Counsellor on January 5, 1959, and she is presently there serving primarily grades one through six.
Development of the Program

Mrs. Newton's introduction into the school system was quiet and gradual. There was no formal introduction and, she is not aware of what preparation the other staff had for the inclusion of her service. She spent much time establishing rapport and getting acquainted with the system, and its services, via the principal, classroom teachers and other staff such as the School Nurse.

Principal Geele had about 6 cases waiting for Mrs. Newton when she arrived and other referrals came gradually as she became more acquainted with the staff and they with her. She has had a large caseload. However, no referrals have as yet had to be refused due to her large caseload although this is expected to present a problem in the future. In her work, Mrs. Newton has utilized outside community resources, such as Family Service and the Worcester Youth Guidance Center in Worcester, as there are no social counselling agencies in Northborough.

The School Adjustment Counsellor works very closely with the Principal of the elementary schools, Mr. Geele, who originally presented to the Community Council, the idea of adding this service to Northborough's school system.

Organization and Functioning of the Program

Administrative Structure

Northborough's School Adjustment Counsellor is directly responsible to the Principal of the Elementary schools and she works closely with him. The program is a separate service not affiliated with any other department within the school system. The Adjustment Counsellor has an office in each of the two new elementary schools and uses available space such as the
Nurse's Office and the Teacher's Lounge in the other two elementary buildings. The Counsellor keeps her own records in a central file in one of her offices, which includes the child's case record and a card file on all referrals. Each card file contains such pertinent data as the child's name, grade, teacher, and date of referral. No one other than the Counsellor has a file on children referred. However, the Principal is aware of the location of all records and files.

Referral Procedures and Sources of Referral

The procedure of referring cases to the Adjustment Counsellor is quite informal, partly due to the nature of the school system and also because the program is new. Referrals may come from anyone on the school staff or from parents. However, referrals usually come from the teachers or the Principal after they have been discussed between the two. An attempt is made to channel all outside referrals through the Principal, who is aware, or advised as soon as possible, of all referrals. Parents may make referrals directly by contacting the Counsellor, or the referral may come through the Principal or a teacher. In one instance a child referred himself by going directly to the Counsellor. Following an interview with him, the Counsellor discussed the child with his teacher and the Principal, and then considered it an active referral.

No referrals have come from outside agencies as there are no local social agencies in Northborough. However, the Police, the Public Health Nurse or the Board of Public Welfare could conceivably refer a child to the Adjustment Counsellor, or the Principal.

Referrals are usually made in conference with the Counsellor and nothing is required in writing before a child can be seen by her.
The Counsellor eventually plans to develop a form for her use that will facilitate referrals and contain factual, verifiable data about the child and his family.

Decisions regarding disposition of referrals are made by the Adjustment Counsellor who consults with the teacher in each case before a child is interviewed. Referrals are never rejected on the basis of the Counsellor's large caseload. Actually at this point in the development of the School Adjustment Counsellor program, no referral is rejected. Each is handled by her on whatever basis she feels is indicated. The Counsellor may take the child in treatment, or may decide after consultation with the teacher that for various reasons, the teacher could handle the situation herself by consultation with the Counsellor. For example, the Counsellor may feel that the teacher is not ready to release the child to the Counsellor in treatment. The referral may involve only one or two contacts with the child. If a child appears to be in need of intensive psychotherapy he may be referred elsewhere. However, individual treatment plans determine whether or not the Counsellor continues to see a child at school, even though he may be seen by an outside agency. In rare instances parents may refuse to accept an outside referral, or may actively oppose the plan for the Counsellor to see their child in school. In these events, the case usually remains open, though temporarily inactive. The Principal and Adjustment Counsellor feel that the school still has an obligation to these children and periodically their situation is reviewed. If the child continues to be in need of help this is pointed out again to the parent and service in or out of school is offered.
TABLE 10
NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLOR IN NORTHBOROUGH BETWEEN OCTOBER 1, 1959 AND MARCH 31, 1960

<table>
<thead>
<tr>
<th>Grade</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>7</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Second</td>
<td>6</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Third</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Fourth</td>
<td>6</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Fifth</td>
<td>4</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Sixth</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26</strong></td>
<td><strong>10</strong></td>
<td><strong>36</strong></td>
</tr>
</tbody>
</table>

Of the thirty-six children referred, three-quarters came from the first four grades. The figures drop off in the fifth grade and sixth grade. Ten of the children were girls and twenty-six boys. The reason for this undoubtedly involves the fact that the elementary principal has encouraged teachers to refer children as young as possible.

TABLE 11
NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLOR IN NORTHBOROUGH BY TYPE OF PROBLEM AND SEX OF CHILD

<table>
<thead>
<tr>
<th>Problem</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavior or Personality</td>
<td>15</td>
<td>7</td>
<td>22</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment</td>
<td>11</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>Attendance</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Home Conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Neighborhood Conditions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26</strong></td>
<td><strong>10</strong></td>
<td><strong>36</strong></td>
</tr>
</tbody>
</table>
All the referrals were classified by the School Adjustment Counsellor under the first two categories, Behavior or Personality and Academic Problems Involving Social Maladjustment. Sixty-one per cent of the referrals were in the first category and the largest numbers of both boys and girls referred were classified in this category.

**TABLE 12**
NUMBER OF CHILDREN REFERRED TO SCHOOL ADJUSTMENT COUNSELLOR IN NORTHBOROUGH BY TYPE OF PROBLEM AND GRADE OF CHILD

<table>
<thead>
<tr>
<th>Problem</th>
<th>Grade</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavior or Personality</td>
<td>2 6 4 5 4 1</td>
<td>22</td>
</tr>
<tr>
<td>Academic Problems Involving Social Maladjustment</td>
<td>6 3 2 1 0 2</td>
<td>14</td>
</tr>
<tr>
<td>Attendance</td>
<td>0 0 0 0 0 0</td>
<td>0</td>
</tr>
<tr>
<td>Home Conditions</td>
<td>0 0 0 0 0 0</td>
<td>0</td>
</tr>
<tr>
<td>Neighborhood Conditions</td>
<td>0 0 0 0 0 0</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>0 0 0 0 0 0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6 9 6 6 4 3</td>
<td>36</td>
</tr>
</tbody>
</table>

The largest number of children categorized in the behavior group come from the second and fourth grade. The largest number under Academic Problems come from the first grade, indicating that many children do have difficulty making the transition from home to school. No referrals from the fifth grade were classified by the School Adjustment Counsellor as Academic Problems.
Handling of Referrals and Establishment of Treatment Plans

The Counsellor is able to see all children referred, within a week to ten days following the referral. If the teacher has given the Adjustment Counsellor quite a full picture of the child during the referral interview, the child's school records may not be read until after the first interview with the child. Other members of the school staff, such as the nurse, gym instructor or custodian are contacted by the Adjustment Counsellor when they are known to have pertinent knowledge about a child referred.

The Adjustment Counsellor believes that interviews with the children should be confined to the school rooms designated for the use of the Counsellor. Treatment is primarily carried out through interviews with the children. Some play materials are used with the younger, or uncommunicative child. The frequency and time of interviews are determined on an individual case basis and may involve daily, weekly, or monthly interviews.

Working With Parents

Usually contact is initiated with a parent or parents following a child's referral to the Adjustment Counsellor, but there is no set policy about contacting the parent of each child referred. Some teachers who have referred children also make an interpretation of the service to the child's parent. The teacher may then follow this up by introducing the Counsellor and parent at school, and may sit in on part of the initial interview between the parent and Counsellor.

When the Counsellor initiates contact with a parent she offers them an appointment by phone or letter. School office interviews are preferred but many home visits are made at the convenience of parents.
In addition, individual evening appointments are offered before and after monthly Parent-Teacher Association meetings and also during Parent Conference periods which follow quarterly school marking periods.

The focus of contact with parents varies according to the treatment plan indicated for the child. In all initial interviews with parents, an interpretation is made of the School Adjustment Counsellor program; reason(s) given for their child's referral; and pertinent history is obtained. In certain instances the parent may become the focus of treatment and this may involve many interviews with them. In such instances, their child might no longer be seen by the Counsellor at school, or she may have less contact with him than his parents. Continued contacts with parents of children who are seen regularly by the Counsellor are arranged by her on a flexible basis and may involve phone calls, office interviews or home visits. The purpose of these contacts varies and may involve the Counsellor's interest in learning the child's present home adjustment, in addition to informing the parent of the child's adjustment at school. However, continued contacts could conceivable involve the need to obtain further history that might help the Counsellor trace the source of the child's problem.

Most parents of children referred have responded with interest and cooperation and they often contact the Counsellor regarding their child's adjustment and general school progress.

Referrals for Special Class

An additional function of Northborough's School Adjustment Counsellor involves referrals for Special Class, following the third quarterly school marking period. The public school's Special Class is for those children whose Intelligence Quotients are below 80. Following
the third quarterly marking period, the Principal talks with each teacher about those children in her class whom she thinks should be referred to this Special Class. Usually a psychologist from an outside agency comes to Northborough for the purpose of administering psychological tests to those referred for this service. Following receipt of test results, the Principal, the teacher and the Adjustment Counsellor go over the material to decide whether or not the child involved should join the Special Class. In determining her evaluation, the Counsellor may interview the child and his parent(s). From the list of children compiled by the teacher, the Principal and the Counsellor, this same group decides which children should have priority for the vacancies in the Special Class. When a child is considered a definite candidate, the Counsellor sees the parent to explain the program and get their required consent for their child's inclusion in the Special Class. If in the fall there are not still the same number of vacancies, the same group has to review again for priority, which children shall enter the Class.

The Special Class was started in September of 1959, and under the present set-up, the Adjustment Counsellor has taken little responsibility after the children involved, enter the Special Class.

School Conferences

Lines of communication among all school personnel within the school system are generally informal. Conferences involving the Counsellor regarding referrals, or sharing of information, are generally informal and may involve the Counsellor and the Principal and/or a teacher or other school personnel. On occasion a conference may involve the Counsellor and several members of the school staff. Intra-school conferences are
held at the convenience of the teacher so that the teacher's classroom work will not be interrupted. Brief conferences with a teacher may be held during one of her daily recesses; otherwise the conference is held before or after school.

When a child's emotional problems are greatly impeding his school progress, and he is known to the Counsellor, a conference may be arranged involving the child's parents, his teacher, the Principal and the Adjustment Counsellor. At these conferences, the school personnel involved state their joint findings; clarify their methods of handling in an effort to correct or modify the situation and seek to learn the parent's feeling about the school's stated position. The goal of these conferences is to work together cooperatively and seek consistency in handling of the child's problem behavior.

Working With Outside Agencies

Northborough has no social service agencies except a local Board of Public Welfare which administers aid to persons in financial need. Because the town is not in the support area of the Worcester Community Chest, the only families who have free access to use of Worcester's social agencies are those in which the parents work in one of the towns served by the Worcester Community Chest. Exceptions to this are the Memorial Clinic and the Speech and Hearing Center; both draw no distinction as to where the client may live or work, in order to be eligible for free service. Other agencies in Worcester include: Worcester Youth Guidance Center, Jewish Family Service, Family Service, Children's Friend Society, the YMCA and the YWCA.

The Adjustment Counsellor first contacts the agency in question
before she refers parent(s) for service. Communication may involve a telephone call, a letter, a conference, or all three. The agency usually contacts parents directly for an appointment. In some instances, the parents may be accompanied to the agency by the Counsellor for their initial interview. If the parents or child are accepted for treatment, by an outside agency the Counsellor may close the child's case at school, if this appears indicated.
CHAPTER VIII
SUMMARY AND CONCLUSIONS

Introduction

The writers of this study have traced the history and development of the School Adjustment Counsellor program in the Commonwealth of Massachusetts and in the communities of Waltham, Malden, Brookline, and Northborough. In tracing its development the writers have also described and compared these four communities. They found that similar services had preceded the SAC program. The writers compared all the factors which led up to the establishment of the SAC program in the four communities and they further studied the basis for the selection of personnel. They have described and compared the position of the SAC in the administrative structure within the school system and have studied and compared the present functioning of the program in the communities.

Comparison of the Communities

The writers have found a number of similarities and differences among the communities studied. Three communities are located within a ten mile radius of Boston and have populations ranging between 51,000 and 60,000. The fourth community is located thirty-five miles north of the Boston area and has a population of 7,000. Three of the communities are urban and one is rural. Malden and Waltham are residential and industrial communities while Brookline and Northborough are primarily residential towns with little industry. In Waltham and Malden there are a large number of working class families, while in Brookline, a middle class suburban community, there is a large Jewish population. Northborough, originally a Yankee farming community, has recently seen a large influx of new families.
but still maintains its New England suburban character.

Similarities and differences were also found in the various clubs, organizations and recreational facilities that serve the citizens in the four communities. Northborough, the smallest of the four communities has a local Board of Public Welfare, but no private or public agencies. In the other three communities medical facilities, shopping centers, educational and cultural programs, private and public agencies, and employment opportunities were available, with nearby Boston offering additional services.

In towns of Brookline and Northborough are administered by a Board of Selectmen, while in the cities of Malden and Waltham, a mayor and council administer the local government. In all communities, members are elected to a local school board. In the three larger communities, the school system is headed by a full time Superintendent of Schools, while in the smaller community there is a regional Superintendent who covers three communities. There are a number of elementary schools in three of the communities -- in two, the grades cover kindergarten through sixth, while in the third community, the grades extend to the eighth. In the fourth community, where there are no public kindergarten classes, a smaller number of elementary schools cover grades one through six. Two of the communities are strikingly similar with a senior high school, a vocational high school and three junior high schools. In another community, there is a senior high school, and the fourth community has a junior high school and a regional high school covering three communities.

There is little difference in the public school population in two of the communities; 9,572 children attended public school in Malden and 8,984 comprise the public school population in Waltham. It is interesting
to note that although Brookline's population is approximately the same as Malden's, the number of children attending public school in Brookline numbers 6,750. It has been difficult to estimate the entire public school population in Northborough because of the regional high school, but in grades one through eight, the children attending school numbers 1,171. A varied number of special services are included in the school systems in three of the communities, while in the fourth community, there are no special services.

Steps Leading to the Acceptance and Establishment of the School Adjustment Counsellor Program.

In the city of Waltham, when the Guidance Department was established in 1949, a school social worker was hired as a part of this Department. This social worker continued in the school system until 1956. The social worker who replaced her was hired under the provisions of the new State School Adjustment Counsellor and the School Adjustment Counsellor program was accepted as a natural extension of an already existing service. It was established in the school system as a part of the Guidance Department with the School Adjustment Counsellor responsible to the head of this Department.

Prior to 1955, Malden had no school service similar to those of the School Adjustment Counsellor program. However, both the Superintendent of Schools and the Chairman of the School Committee realized that there was a need for this type of program. The Superintendent felt that many children were having difficulties in their school adjustment relating to emotional problems. The Chairman of the School Committee, who had been following the legislation became most enthusiastic in supporting this
The idea of a School Adjustment Counsellor was proposed to the School Board by the Superintendent of Schools and the Chairman of the School Committee. The proposal was met with no opposition and in December, 1955 the School Committee voted to accept the program. In April, 1956 the first School Adjustment Counsellor was hired. The program is set up as an independent department similar to other specialized services within the school system. The Counsellor is responsible directly to the Superintendent of Schools.

Brookline had a psychiatric social worker in the elementary school system as far back as 1930. She was with the elementary schools until 1933 and when she left, she was replaced by a psychologist who is now the Director of the Department of Child Placement. This Department includes many specialized services. The Brookline Council for Public Schools, a citizen group, was responsible for initiating interest in the School Adjustment Counsellor program. These citizens saw the need for an additional special service to help children with emotional and behavior problems which were manifested in the school setting and which often prevented children from functioning effectively in the learning situation. In April, 1958, the School Committee approved the hiring of the first School Adjustment Counsellor. There was some limited opposition shown by members of the Department of Child Placement prior to the acceptance of the program, but in June, 1958, the first School Adjustment Counsellor was hired. He now functions as a part of the Department of Child Placement and is responsible to the Director of this Department.

Between 1954 and 1955, prior to the establishment of the School Adjustment Counsellor program, a psychologist from the Worcester Youth
Guidance Center served as consultant to the teachers of Northborough. This service was discontinued in 1955, following which the community sought the services of a School Adjustment Counsellor. In the last ten years, many newcomers had settled in Northborough and the problems created by the influx of newcomers appear to have played an important part in creating community concern over the threat of teen-age delinquency. Seeing the School Adjustment Counsellor program as a help to counteract this trend, the Community Council, a citizens group, proposed that a School Adjustment Counsellor be hired in Northborough. Without any real opposition, the School Board approved the program in November 1956. The first School Adjustment Counsellor was not hired until 1958. The Counsellor functions as an independent unit responsible only to the school principal.

In comparing and contrasting the four communities, the writers found that the need for the program was perceived somewhat differently in each community. Brookline was particularly concerned with those children whose emotional problems interfered with their academic performance. Northborough was concerned about juvenile delinquency in the community at large. Malden felt the service was needed primarily for those children with behavior and learning difficulties, while Waltham accepted the program as an outgrowth of an already existing service.

The initiators of the program in two communities were civic minded groups outside of the school system. In one community, initiation came from within the school Guidance Department, while in the fourth community the Superintendent of Schools and the Chairman of the School Committee were the leading proponents of the program. Contrary to what the writers had anticipated, there was little opposition to the program
in any of the communities. It is significant to note that all four communities sought and were able to employ a trained social worker. Three of the communities hired the first School Adjustment Counsellor a few months after the School Committee had approved the program; however in one community, there was a lapse of two years between the acceptance of the program and the hiring of the first School Adjustment Counsellor.

Administrative Structure

The writers have found that the place of the School Adjustment Counsellor within the administrative structure of the schools differs in each community. In one of the communities the School Adjustment Counsellor is a part of the elementary school Guidance Department and is responsible to the head of this Department. In another community the School Adjustment Counsellor is a part of the Department of Child Placement which includes all special services, and is responsible to the Director of this Department. In contrast, in the other two communities, the School Adjustment Counsellor program functions as an independent service; in one instance the Counsellor is responsible to the Principal, while in the other, he is responsible to the Superintendent of Schools.

In setting up the program, Malden and Waltham were quite flexible in that the development and operation of the program was left primarily up to the School Adjustment Counsellor. Brookline started the program in a more formal fashion with a limited and specified number of referrals from each school channelled through the Director of the Department of Child Placement. However, very soon direct responsibility for the program was given to the School Adjustment Counsellor. In Northborough, from the time the program was set up, the Counsellor has worked very
closely with the school Principal.

Treatment Methods and Procedures

In studying treatment procedures and methods, the writers found that the four communities showed many similarities. Referrals in every instance come from school personnel, parents, community agencies, and occasionally the child himself. In all the communities referrals are channelled through and cleared with the school principal. In one community they are further channelled through the elementary school principal and the Guidance Director. The study showed that the School Adjustment Counsellor makes the decision as to whether the referral will be accepted or rejected.

The focus of casework treatment is always on the child, who is seen in interviews generally at least once a week. The child can be seen more or less frequently as the need arises. The length of the interview varies depending on the problem and the age of the child. Except in unusual situations the youngster is seen during school hours; however, one community makes it a policy to see children only during the school day.

In studying the work of the School Adjustment Counsellors, it was found that they brought in sources both within and outside of the school system, whenever it was indicated as helpful to the treatment of the child. In no community was there any set policy on parental involvement; however, parents are usually contacted at least once. They are involved in varying degrees depending on the case need. Parents are interviewed anywhere from once during the child's treatment to weekly or possibly more often. There are occasions when the parent is seen by the School Adjustment Counsellor on a treatment basis without the child being seen at all, and in certain instances, the Counsellor might not feel it is necessary to the parent.
Three of the communities studied have Special Services, such as remedial reading, speech therapy, and psychological testing, etc. in the elementary schools. There is a close working relationship between these services and the School Adjustment Counsellor. The fourth community, Northborough, has no specialized services aside from classes for the mentally retarded. Conferences between the Counsellor and various school personnel such as teachers, principals, nurses, etc. are held on both a formal and informal basis when needed. In the three larger communities where local social agencies are available, the School Adjustment Counsellor calls upon these agencies cooperatively in making and accepting referrals. In Northborough the School Adjustment Counsellor in certain instances is able to use the services located in the nearby community of Worcester.

This study has covered four communities which are located within a short distance of Boston. The writers feel that it would be of interest to further study a sampling of communities located in other parts of the state and to contrast them with this study in terms of administrative structure and functioning of the program.

In studying the four communities, the writers found that treatment methods were quite familiar. A more intensive study of these communities, however, might point out differences in treatment methods. The writers also feel it would be of interest to examine the factors that set apart the school setting as a unique medium for treatment.

**Types of Children Seen by the School Adjustment Counsellor**

The writers examined a sample of all cases referred to the School Adjustment Counsellor in each of the four communities over a six month period. This sample numbers 223 cases. Approximately three-fourths
of these referrals were boys and one-fourth were girls.

There were differences among the four communities in terms of the grades from which the majority of referrals were made. In one community, Northborough, most of the referrals came from the first, second and third grades. In another community, Brookline, the majority of referrals came from the sixth, seventh and eighth grades. The other two communities were more similar in that referrals came chiefly from second, fourth and fifth grades in Malden, and from the first, fourth and fifth grades in Waltham.

It should be noted that in two communities the School Adjustment Counsellors do not cover seventh and eighth grades, while in the third community, although the Counsellors see children in the seventh and eighth grades, the focus is primarily on children from kindergarten through sixth grade. In only one community, does the Counsellor work intensively with children from kindergarten through eighth grade and it is in this community, Brookline, where the largest number of referrals came from grades six through eight.

The State School Adjustment Counsellor program has set up six classifications specifying the reason for referral. These categories are uniformly used by School Adjustment Counsellors throughout the state. The categories are (1.) Personality or Behavior Problems (2.) Academic Problems Involving Social Maladjustment (3.) Attendance (4.) Home Conditions (5.) Neighborhood Conditions (6.) Other. In comparing the reasons for referral in the four communities it was found that in Brookline, the largest number of referrals were made because of "Academic Problems Involving Social Maladjustment." In Waltham, "Personality or Behavior Problems" were largely the reasons for referral. In Malden and Northborough the majority
of referrals were divided almost equally between the above two categories. In all communities it was interesting to note that no children were specifically referred because of "Neighborhood Conditions", and only five children out of 223 were referred specifically because of "Attendance". Under the category referred to as "Other", there were a few referrals, however, the writers did not know what specific problems this included.

In Brookline the program was originally established to help children whose emotional problems prevented them from working to their fullest intellectually capacity. It is interesting to note that over half of the referrals were made because of academic problems. In Northborough the program was originally set up as an aid for the prevention of delinquency. One might speculate that the majority of children would be referred because of behavior problems, however, it was found that the referrals were almost equally divided between behavior problems and academic problems. In Malden the program was originally established to help children with emotional problems related to behavior and learning difficulties. Referrals in this community, as might have been predicted, were almost equally divided between behavior problems and academic problems. In Waltham, because the program was an outgrowth of an already existing service, the problem of need did not become an issue.

The writers suggest a follow up study might be done, after a significant lapse of time, to determine whether or not the reasons for referral, the age, sex, and grade of children referred has changed in any way since this study was undertaken.

It would be interesting and appropriate at this point to make some comparisons between the School Adjustment Counsellor programs
which are currently in operation in Waltham, Malden, Brookline and Northborough and the early Home and School Visitor programs established in Boston at the turn of the century. Although the Home and School Visitors were experienced social workers and considered themselves as school social workers in their home visiting capacity, few had formal academic training and many served their professional apprenticeship in the Home and School Visitor programs. Many of them took available courses in social work and some returned to schools on a full time basis when the schools of social work had been more fully developed. In contrast to these early pioneers, the present School Adjustment Counsellors in Waltham, Malden, Brookline and Northborough have all received their training in graduate schools of social work.

Both training and economic and social conditions account for a difference in focus between the past and present programs. Writings of the Freidians and the Functional school which have influenced curricula in schools of social work were of little significance to the Home and School Visitors of the early 1900's. Warm relationships with children and parents were established and cures were effected but the early practitioners did not think of their work in terms of identification, transference, and counter-transference, terms which are so central in current social work practice.

Many duties undertaken by the early Home and School Visitor would be quite alien to today's school social worker. Distribution of clothing and food necessitated by lack of community chests, United Funds, and federally financed welfare programs was a responsibility often assumed by the Home Visitor. Immigrant parents also needed help in learning how
to cooperate with teachers and principals. Much of their time was devoted to the investigation and amelioration of home and neighborhood conditions, duties rarely performed by the present day School Adjustment Counsellor whose energy is primarily devoted to the treatment of subtle emotional problems in the relationship between parent and child.

The early Home Visitor always worked in one school and were an integral part of the faculty. They helped organize school clubs and attended the teachers' meetings. Their responsibility was only to the principal and the citizen group which sponsored them. The present day School Adjustment Counsellors in the four communities studied in this thesis all work in a number of schools and have tended to spread their caseload throughout the community. This policy is in sharp contrast to that of the earlier programs and raises many interesting questions concerning the changing role of the School Social Worker and his relative effectiveness under the two plans of procedure.

In spite of differences between the early Home Visitor and the School Adjustment Counsellor trained in a School of Social Work, there are also many similarities. Both referred cases to other agencies. Neither, however, thought this was their most important role. Testing was also regarded as out of bounds by both groups. Flexibility is perhaps the most common denominator. The lack of rigidity in working hours, in interviewing techniques, treatment methods and administrative procedure emphasize a common bond between past and present and create a sharp contrast between the practice of School Adjustment Counselling and other branches of Social Casework.
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APPENDIX A: SAMPLE OF SCHEDULE

I. Description of Community
   1. Population of community
   2. Geographic description
   3. Ethnic composition
   4. Socio-economic, cultural background
   5. Number of schools in community (private, parochial, public)
      a. elementary
      b. junior high
      c. high
   6. School population grades one through eight

II. History
   A. Earlier steps of the programs
   B. Initiation of program
      1. Who first initiated the idea in the community
      2. How did you hear about it
      3. Reasons for interest
      4. How was need seen
   C. First Steps in implementation
      1. Initial proposal as formulated by individual first initiating idea
      2. Implementation--who first suggested a School Adjustment Counsellor, to whom, what did he do, whom did he involve
   D. Reactions
      1. Objections to proposal
      2. Who objected, what were their objections
      3. Why did they object
      4. How were these objections handled, or resolved
      5. Who were the proponents, why
   E. What action was taken by the school committee
   F. Action taken after State approval
      1. Selection of personnel
         a. issues concerning choice
         b. who was involved
         c. final decisions
         d. hiring process
      2. Time involved (lapse)
      3. Discussion involving organizational structure
   G. Referrals
      1. Formal referral procedures (teacher, principal, etc.)
      2. Sources of referral
         a. description of all
         b. data collection--frequency, proportion of referrals from various people
      3. Determining factors for accepting or rejecting referrals
Appendix A - Sample of Schedule

H. Handling of referrals and establishment of treatment plan.
   1. Steps in instituting treatment
   2. Utilization of school personnel including special services
      a. description of special services
      b. means and channels of communications with school personnel
         and special services
   3. Utilization of outside agencies
      a. what agencies are available
      b. formal and informal means of communication
   4. Relationships with parents.