

RELATIONSHIPS BETWEEN SCHOOLS AND PUBLIC EMPLOYMENT
SERVICES IN THE PLACEMENT OF YOUTH

RELATIONSHIPS BETWEEN SCHOOLS AND PUBLIC EMPLOYMENT
SERVICES IN THE PLACEMENT OF YOUTH

By

CARMOLETA GREGORY

Bachelor of Science

Northeast Missouri State Teachers College

Kirksville, Missouri

1934

Submitted to the Department of Commercial Education

Oklahoma Agricultural and Mechanical College

In Partial Fulfillment of the Requirements

For the Degree of

MASTER OF SCIENCE

1940

UNIVERSITY
OF OKLAHOMA
LIBRARY

OKLAHOMA
AGRICULTURAL & MECHANICAL COLLEGE
LIBRARY
OCT 24 1940

APPROVED:

Ardee Frisk

In Charge of Thesis

Ardee Frisk

Head, Department of Commercial Education

W. C. McIntosh

Dean of Graduate School

ACKNOWLEDGMENTS

Acknowledgment is made to Doctor McKee Pisk, Oklahoma Agricultural and Mechanical College, for his understanding and supervision which made this study possible.

Appreciation is also expressed to the United States Employment Service for their interest and cooperation in making this study.

C. G.

TABLE OF CONTENTS

CHAPTER		PAGE
I	INTRODUCTION	1
II	HISTORY AND ORGANIZATION OF THE UNITED STATES EMPLOYMENT SERVICE	19
	History of United States Employment Service	19
	Organization of the United States Employment Service	32
	Summary	41
III	ORGANIZATION AND ADMINISTRATION OF THE JUNIOR COUNSELING AND PLACEMENT SERVICES	44
	Complete Placement Services	49
	Coordinated Junior Services	60
	Alternative Junior Services	69
	Summary	72
IV	GUIDANCE, COUNSELING AND FOLLOW-UP ACTIVITIES	78
	Securing Information	85
	Giving Information	94
	Limitations of a Counseling Service	104
	Summary	105
V	SCHOOL AND COMMUNITY RELATIONSHIPS IN PLACEMENT	109
	School Relationships	112
	Employer Relationships	119
	Community Relationships	127
	Summary	138
VI	SUMMARY AND CONCLUSIONS	142
APPENDICES		
A	Administration of State Employment Services	1
B	Industrial and Occupational Pamphlets and Briefs Prepared by N. Y. A.	11
C	Junior Placement Services, April 1, 1939	iv
D	Agreement for Affiliation of Junior Employment Service of School District of Philadelphia with Pennsylvania State Employment Service	vi
E	Criteria for Norms Established by the United States Employment Service for Typing and Dictation Tests	xi
	Bibliography	xiii

CHAPTER I
INTRODUCTION

The problems of youth in their quest for suitable employment and the occupational adjustment to the environment in which they must live have become more eminent during the past decade. These complex problems have been realized recently by leading educators which has resulted in the increasing interest in placement services through which youth may obtain employment that is suited to their interests and abilities. Due to economic changes closing employment opportunities to youth, the pushing upward of the average industry-entrance age,¹ and the increasing specialization of mechanical processes have led to increased interest in vocational guidance for both those young people in school and for those entering upon occupational life. Vocational guidance cannot be effective unless there is a matching of job requirements and responsibilities with probable pupil ability to achieve job competency.²

Youth employment problems are community problems. It is recognized more that guidance and placement of youth is

-
1. Studies made by the National Occupational Conference of 20,000 high-school and college graduates indicate that in 1928 the average length of time elapsing between graduation and profitable, satisfying employment was three months. A similar research study, made during October, November and December 1934, shows that this period has been lengthened to two years and three months.
 2. D. D. Lessenberry, "Providing Guidance to Meet the Changes in Business Education", Modernizing Business Education, 11 yearbook of Eastern Commercial Teachers' Association, (1938) p. 20

a public function and that two great public agencies, state employment services and public schools, are traveling the same path.³ Who should be responsible for placement of youth? Dr. Homer P. Rainey, former Director of the American Youth Commission, states the issues in this problem as follows:

1. Should the employment service develop a complete program of guidance and placement?
2. Should the school fulfill both functions?
3. Should the school give training and guidance and transfer to the employment service for placement?
4. Should there be cooperation between schools and the employment service which would enable the agency providing guidance to do placement work also?
5. Is there some other relationship between schools and the employment service that would be more satisfactory?⁴

There is no unanimity among leaders as to how much responsibility for guidance and placement should be assumed by the schools or state employment services or whether the two public agencies should coordinate their facilities in counseling and placing graduates and withdrawals from public schools in occupations for which they have aptitudes and abilities so as to serve the best interests of both the pupil and the public.

-
3. Roy N. Anderson, "Who Should Place Youth--School or Employment Office?" Teachers College Record, 40:61 (October 1933).
 4. Homer P. Rainey, "Guidance and Placement for America's Youth", Occupations, 15:843 (June 1937).

In recognition of the youth employment problem specialized services for the counseling and placement of juniors have been developed by the state employment services in the larger urban communities. In a few of these cities cooperative arrangements have been made between the schools and the junior employment services whereby the responsibilities for guidance and placement are shared in the occupational adjustment of youth. The junior employment services where the cooperative arrangements exist are included in the purpose of this study.

THE PROBLEM

Statement of Problem. It is the purpose of this study to ascertain by a study of practices in a number of cities the different organizations and relationships that exist in the public employment services that have more or less extensive cooperative programs with the schools in counseling and placement of youth regarding: (1) the organization and administration of the service, (2) guidance, counseling and follow-up activities, and (3) school and community relationships established in placement. In analyzing the data particular reference is given to those relationships that apply to vocational business education.

Scope and Delimitations. This study is national in scope insofar as the selected cities represent localities and states from widely varying sections of the entire United States.

This study is limited to the special services for juniors with no consideration given to the handicapped or negro youth. Comparable and complete data are not available in all instances. No attempt is made to evaluate the effectiveness of the different practices as to the most desirable relationships that should exist or to consider the personnel standards of the staff members in charge of youth problems.

Procedure. The steps of procedure used in this study are as follows:

1. Personal interviews were made at the state administrative offices of the state employment services in Missouri and Oklahoma, at selected district offices in both states and at junior placement offices in both states to become acquainted with the personnel, organization and administration and the special procedures used in guidance, placement, and follow-up activities as a basis for further study.

2. From the Division of Standards and Research office of the United States Employment Service, St. Louis, a comprehensive list of 17 cities was received in which the state employment office and the public school system was cooperating in some degree in counseling and placement.

The list of cities are as follows:

Richmond, Virginia
Seattle, Washington
Pasadena, California
Los Angeles, California
St. Louis, Missouri
Chicago, Illinois

Detroit, Michigan
Boston, Massachusetts
Jersey City, New Jersey
Newark, New Jersey
Lincoln, Nebraska
Omaha, Nebraska

Denver, Colorado
Providence, Rhode Island
Philadelphia, Pennsylvania

Cincinnati, Ohio
Columbus, Ohio

3. This list was verified from other sources. The American Youth Commission sent a list of eight cities, which were given in the original list. The eight cities are: Providence, St. Louis, Boston, Denver, Detroit, Seattle, Pasadena, and Philadelphia. A list of five cities--Seattle, St. Louis, Pasadena, Richmond, and Chicago--included in the original list, and three states--Connecticut, Michigan and Washington--that are particularly progressive in establishing cooperative programs was received from the Chief of Employment Service Division, of the Bureau of Employment Security.

4. Two other names--San Francisco and Kansas City--were added to the original list as suggested by private correspondence.

5. Two letters, the first requesting information and a follow-up letter, were written to each of the 19 cities. Replies were received from 16 cities. Detailed information concerning their cooperative activities was received from one of the three states.

6. Conferences were attended and further personal interviews were made for other information after receiving the above material.

7. Periodical literature was reviewed for other cases or information that would be pertinent to this study.

8. The individual services were analyzed for information as set forth in the purpose of this study.

9. In view of the analyzed data, conclusions are drawn as to the cooperative relationships that exist. Recommendations are made regarding further activities that could be coordinated for the benefit of the schools, especially the vocational business education department, and the public employment services in developing guidance and placement programs to better serve youth and society.

Sources of data. The principal source of data are from direct personal correspondence with the public employment offices that were indicated to be cooperating with the schools in the counseling and placement of juniors. Other sources of data include: official reports, periodicals and research studies made by the United States Employment Service; manuals, studies and reports of the National Youth Administration; research studies made by the American Youth Commission; reports of recent conferences on guidance and placement; original addresses given at the Twenty-seventh Annual Convention of International Association of Public Employment Services, New Orleans, April 1939, on guidance and placement of juniors; a recent survey made by the Children's Bureau on junior placement; and recent literature related to the subject. Personal interviews with different state employment services contributed much to the understanding of the organization, procedures and problems of the offices.

Importance of Problem. The nation-wide interest in the cooperation of schools with the public employment offices gives need to the understanding of what relationships exist between these two agencies as a basis for further development of cooperative programs in the guidance and placement of youth.

Placement is held to be an important and integral part of occupational adjustment. It is the end result toward which counseling and occupational training are directed.⁵ Joint cooperative enterprise through an agreement between schools and state employment bureaus is recommended as most effective from the standpoint of service and administration because placement is regarded essentially as an educational process.⁶

One of the main points emphasized in the Southern Regional Conference on Guidance and Personnel, which was held January 19-20, 1940, was that agencies serving out-of-school youth are a counterpart of the public schools therefore, they both need to cooperate in serving adequately the guidance of youth.⁷ At the Metropolitan Conference on Employment and Guidance, five significant recent trends in

5. School Superintendents, "Occupational Adjustment", Occupations, 15:836, (June 1937).

6. Ibid.

7. Southern Regional Conference on Guidance and Personnel, Raleigh, North Carolina, January 19-20, 1940, Occupations: 18:442, (March 1940).

vocational guidance and placement activities in public schools included:

1. A trend toward action instead of mere discussion.
2. Cooperation among many agencies: schools, college, advisory committees of business men, state and county boards cooperating with the schools, National Youth Administration, public employment services, etc.
3. The evolution of specific techniques, placing a new emphasis upon the need for continuous follow-up of every school-leaver.
4. Toward a new emphasis upon the seventy per cent not going to college or entering a skilled trade or craft.
5. Toward beginning at the point where the school now finds itself, rather than waiting until an elaborate program may be drawn up.⁸

At the Twenty-seventh Annual Convention of International Association of Public Employment Services, held at New Orleans, April 12-14, 1939, the panel on the guidance and placement of juniors emphasized the importance of cooperation with the high schools for more effective junior placement.⁹ Advantages indicated for a cooperative plan between schools and junior services, that each would be serving the other and at the same time would be at work with the major function of the organization.

-
8. Metropolitan Conference on Employment and Guidance, Seventh Annual Report, New York City, November 17-18, 1939, Occupations, 18:274, January 1940, (Harry A. Jager, Recent Developments in Public Schools).
 9. International Association of Public Employment Services, New Orleans, Louisiana, April 12-14, 1939, (from original addresses obtained from those on the panel discussion on guidance and placement of juniors).

The joint efforts of the school and the public employment office are necessary for good counseling and placement service to young persons at the time of transition from school to work according to the report of the Advisory Committee on Education.¹⁰

The White House Conference on Children in a Democracy held in Washington D. C., January 19, 1940, recommended:

Schools should make available to young people, while in school and after they leave school, systematic personal and vocational guidance and organized assistance in job placement, in cooperation with public employment services.¹¹

In regard to youth and their needs, the White House Conference also recommended:¹²

Vocational preparation, guidance, and counseling services adapted to modern conditions and the changing needs of youth should be extended in the school systems, and when carried on under other auspices, should be conducted in cooperation with the schools.

Placement services for young workers should be staffed by properly qualified and professionally trained workers, with full cooperation between the schools and the public employment services.

The Committee on Social-Economic Goals of America of the National Education Association reports that if society is to render any really vital service in the field of occupational adjustment, there must be developed a junior

10. Advisory Committee on Education, Report of the Committee. Washington: Government Printing Office, (1938), p. 110.

11. White House Conference, Children in a Democracy, Washington: Government Printing Office, (1940), p. 36.

12. Ibid, p. 49.

placement service in a well-planned system of public employment offices closely integrated with the guidance and counseling work of the public school system.¹³

R. M. Inbody, Chairman of the Policy and Plans Committee of the Missouri State Teachers Association, after studying the topic, presents his report on "Bridging the Gap Between School and Employment" states that youth problems are community problems and the combined efforts and resources of community should be utilized in their solution with the schools taking leadership in devising the cooperative program.¹⁴

According to the Advisory Committee on Education, a cooperative arrangement should be fully worked out for an exchange of information and services between the schools and other public agencies concerned with placement activities.¹⁵

Testimonial evidence shows the nation-wide interest in this problem by the similarity of recommendations of various groups or agencies that schools and public employment services must cooperate for more effective guidance and

13. National Education Association, Implications of Social-Economic Goals for America, (A report of the Committee on Social-Economic Goals of America), (1937), p. 74.

14. R. M. Inbody, "Bridging the Gap Between School and Employment", School and Community, 26:25-32, (January 1940)

15. John D. Russell and others, Vocational Education, Advisory Committee on Education, Staff Study No. 8. Washington: Government Printing Office, (1938), p. 219-221.

placement of youth. These agencies represent the field of education, guidance organizations, public employment services, and independent committees interested in youth problems and their relation to society.

Guidance, placement, and follow-up are essential for an effective program of commercial education but relatively little has been done concerning placement in many schools.¹⁶ Vocational guidance in commercial education has more important social implications than it has in other fields,¹⁷ and commercial education without the support of an adequate guidance program is as futile and objectionable as any other game of chance.¹⁸ Placement is an educational process¹⁹ and an essential function of the secondary schools.²⁰ Placement and follow-up are a part of the pro-

16. Allan Laflin, "The Selection, Guidance and Placement of Students in Business Positions", National Business Education Quarterly, 7:16, (March 1939).

17. A. E. Conwell, "Futility of Commercial Education Without Guidance", Education, 55:416, (March 1935).

18. F. G. Nichols, "Vocational Guidance in Commercial Education", Journal of Business Education, 10:8 (September 1934).

19. Hamden L. Forkner, in an address on "Business Education and School Administration" at the Fourth Annual Conference on Business Education, June 14, 1940, held at the Oklahoma Agricultural and Mechanical College, Stillwater, Oklahoma.

20. Joseph F. Gannon, "Placement and Follow-Up in the California Public Secondary Schools," Journal of Business Education, 9:8, (June 1934).

gram of commercial education²¹ and represents one of the most pressing and important problems confronting the vocational commerce program.²²

Business education leaders also bears out the need for expansion of placement activities by cooperating with the public employment services. Dr. Herbert A. Tonne in regard to placement states:

The task of providing placement services is large and at present inadequately performed in most communities: expansion of the present placement activities both of the schools and of public employment agencies is urgently needed. In every community where the U.S.E.S. is in operation, the placement services in the schools should have a close functional relationship to this agency. In some cities the best plan might be to have a branch of the Employment Service located in the schools, possible with overlapping staffs.²³

A research study was made by Ethel Brock of youth surveys to determine the implications of the youth employment problem to secondary business education. Sufficient evidence was shown to warrant the following implication:

Placement, as a function of the vocational commerce department has been neglected It is the duty of the school to make some provision for placement. This may be done either through an organized placement department within the school or through cooperation with the Employment Service.²⁴

21. A. E. Conwell, op. cit. p. 420.

22. McKee Fisk, "Occupational Training for Business", Balance Sheet, 21:111, (November 1939).

23. Herbert A. Tonne, Business Education--Basic Principles and Trends. Chicago: Gregg Publishing Co., (1939) p. 99.

24. Ethel Brock, Implications of the Youth Employment Problem to Secondary Business Education, (An unpublished master's thesis written at the Oklahoma Agricultural and Mechanical College, Stillwater, Oklahoma, 1939), p. 72.

Although clerical and semi-skilled occupations offer more employment opportunities to urban youth than any other fields of work,²⁵ the oversupply of trained commercial students applying for work is one of the greatest problems of junior placement offices.²⁶ This problem indicates that a possible remedial solution may be worked out by a closer cooperation between the vocational business education department of the high schools and the employment services.

The similarity of recommendations by educators, employment service officials and independent groups interested in youth problems for closer cooperation between schools and the Employment Services indicates the need for a study to determine what has been done and what cooperative relationships exist at the present time. It is definitely a problem of interest to vocational business education.

DEFINITIONS OF TERMS USED

Junior. A "junior" as used in public employment offices is a young person not sufficiently well qualified to work in an occupation, in which he wishes to continue, to compete effectively with adults in that occupation. This usually includes all youths between 16 and 21 years of age and those between 21 and 25 who have had little experience or are "occupationally immature" unless otherwise stated.

25. Ibid, p. 34.

26. Theodosia Hewlett, "Guidance and the Commercial Graduate", Occupations, 15:221, (December 1936).

Junior Counselor. The term "junior counselor" is used to designate the staff member working with junior applicants in the placement services and has no bearing on the rank of the position.

Guidance and Counseling. As guidance is essentially counseling as interpreted and used by the public employment services, the terms will be used interchangeably in this study. Counseling, is defined for the public employment service by the Procedures Section of the St. Louis Community Research Center under the auspices of the Division of Standards of Research of the United States Employment Service.

Counseling is essentially the relating of two basic factors--the vocationally significant attributes of the individual and occupational requirements and conditions--followed by the interpretation of this relationship in such a way that the individual is helped toward vocational adjustment in a realistic and practical manner.²⁷

United States Employment Service. By the Act creating the Federal Security Agency in 1939 the United States Employment Service became the Bureau of Employment Security affiliated with the Social Security Board. As the major portion of the data secured relates to activities prior to this date, the term, United States Employment Service, is used consistently throughout this study.

27. United States Employment Service, A Counseling Program for Public Employment Offices, St. Louis: (Mimeographed) (1939), p. 40.

REVIEW OF LITERATURE

As far as can be determined no study of this kind has been made either in the field of general education or business education. The Children's Bureau of the Department of Labor released from press in May 1940, a related study on junior placement. There will be released from the press during the later part of the summer of 1940 an experimental study under joint auspices of the United States Employment Service and the American Youth Commission to discover which pattern of organization for placement is most effective.

Junior Placement. A survey of junior-placement offices in public employment centers and in public-school systems of the United States was made in 1937 at the request of the United States Employment Service by the Children's Bureau of the United States Department of Labor.²⁸ The purpose of the survey was to report on specialized techniques which placement workers have developed in their work with junior applicants and to ascertain the extent to which specialized junior-placement services, with one or more full-time staff members, have been organized throughout the country. Questionnaires were sent to all superintendents of public-school systems of cities of 10,000 population or more and to managers of all public employment offices

28. United States Department of Labor, Children's Bureau, Junior Placement, (Bureau Publication No. 256), Washington: Government Printing Office, (1940), 134 pages.

maintaining separate junior divisions, and returns were received from seventy-three such offices.

In summary it was found that the function of a specialized junior-placement service is to counsel inexperienced young persons in search of employment and to help them find jobs suited to their interests and abilities. The most characteristic feature of junior-placement procedure is the interview where the applicant's job interests and qualifications are discussed and evaluated. Supplementary information was obtained through other records and tests. It is essential that a record-keeping system be maintained to make all applicant information available in the office in written form. Junior offices find it necessary to determine which employers in the community have employment opportunities for relatively inexperienced young persons and to interest them in utilizing young applicants. Junior offices also need to discuss with the candidate the kind of work the employer offers and give advice on how to dress and how to conduct himself in a business interview. Many junior offices arrange for follow-up consultation with both the applicant and the employer. Many offices render assistance to other youth-serving agencies. The ability of the junior placement counselor himself is the key to the effectiveness of the service that the office renders to junior applicants, therefore personnel standards at a professional level both as to qualifications and as to a salary level must be maintained. Special junior placement services have

been developed in response to a special need. They have an unequalled opportunity to contribute to the social usefulness of the individual and to the social progress of the community and state.

Matching Youth and Jobs. Matching Youth and Jobs is the tentative title of the report of the cooperative project of the American Youth Commission and the United States Employment Service which is being prepared for publication by the American Council on Education. The report will be in the nature of a general treatment of occupational adjustment. Cooperative programs between schools and public employment offices in Providence, St. Louis, Baltimore, Denver, Detroit, Seattle, Pasadena and Philadelphia, which are more or less dissimilar, are included in the report although they have not been exhaustively analyzed. According to Reeves, Director of the American Youth Commission, the experiment planned to discover which pattern of organization is the most effective but found that even though some plans would be superior to others in efficiency, economy and quality of service, there does not exist an "ideal" pattern of organization.²⁹ Constructive results come not from one plan or organization but from such essential things as competent professional leadership, recognition of the need for cooperation under any system and sympathetic

29. Floyd W. Reeves, "After the Youth Surveys--What?", Occupations, 18:248, (January 1940).

public support. The practical attitude to be taken by all concerned with occupational adjustment is one of joining forces in a common cause.

The chapters are organized according to the subject of data analyzed as stated in the purpose. Chapter II presents the history, and organization of the United States Employment Service. Chapter III presents the organization and administration of selected junior counseling and placement services. Chapter IV analyzes the data as to the kinds of guidance, counseling and follow-up activities that exist. Chapter V presents the relationships with the schools and communities in the function of placement that exist in the selected services included in this study. In Chapter VI a summary of relationships is given with conclusions and recommendations made on the basis of the findings.

CHAPTER II
HISTORY AND ORGANIZATION OF THE
UNITED STATES EMPLOYMENT SERVICE

In making an adequate study of the counseling and placement of youth as a function of the junior divisions of the United States Employment Service, it is important to note the historical background of public employment offices. Although the enactment of the Wagner-Peyser Act in 1933 was the basis for the present United States Employment Service, there was a long course of development leading to the decision that the effective and practical method of operating a nation-wide system of public employment offices is along the lines of federal-state cooperation.

HISTORY OF THE UNITED STATES EMPLOYMENT SERVICE

Early Developments. The first system of public employment offices was established in Toledo, Dayton, Cleveland, Cincinnati and Columbus, Ohio, in 1890 under an act sponsored by the Municipal Labor Congress. In 1896 New York passed a law based on Ohio's experience, which was repealed ten years later. Illinois and Missouri followed in 1899 and Wisconsin and Connecticut passing similar laws in 1901. During the next decade Michigan, Massachusetts, Colorado, Indiana, and Oklahoma created state systems by opening two or more offices and several other states instituted the "mail order" type of labor exchange within the offices of the

State Bureau of Labor without any personal interviews.¹

The placement of workers as a government activity began in 1907 with the creation of a Division of Information in the Bureau of Immigration and Naturalization of the Department of Labor.² The primary interest was to divert immigrants from the overcrowded New York port to less congested areas where workers were in demand by means of informing them about the economic possibilities of the country.

Meanwhile, the various state employment offices were progressing slowly due to lack of cooperation and coordination among offices within a state. Despite efforts of securing cooperation between offices and states the public employment offices floundered along for several years until changing conditions and the World War made a reorganization necessary.

World War Reorganization. Even before the United States entered the World War a shortage of labor existed because the demand of European countries for goods was so great. This shortage was greatly increased afterwards as employers from coast to coast were clamoring for workers to replace the men called into service and to meet the demand

-
1. John B. Ewing, Job Insurance, University of Oklahoma Press, Norman, Oklahoma, 1933, p. 156.
 2. Laurence F. Schmeckebier, New Federal Organizations, The Brookings Institution, Washington, 1934.

for top-speed production of munitions and supplies.³ One of the governments chief problems was the distribution of workers to those industries where demand was greatest. In order to find jobs and get workers to those jobs the government established a nation-wide system of employment offices under the Department of Labor. This was the beginning of the United States Employment Service.⁴

In 1917, the Secretary of Labor requested appropriations to finance a nation-wide employment service that could adequately meet war needs. On January 3, 1918, the United States Employment Service was separated from the Bureau of Immigration and designated as a unit of the Department of Labor. This reorganized war program was successful in reducing labor turnover.⁵

When Armistice was signed, the problem of the employment offices changed completely--recruiting jobs instead of men.

Post-War Decade. The employment service during this ten year period was noted for its inadequacy. The active opposition of organized capital and the lobby of the private employment offices succeeded in almost starving the system

3. Beulah Amidon, "The Route Back to Work", Survey Graphic, 23:101, (March 1934).

4. Marjorie Clark, and Fanny Simon, The Labor Movement in America. New York: W. W. Norton & Co., (1938), p. 103.

5. Ibid.

out of existence.⁶ The federal service was operated almost entirely through subsidies and appointments made or controlled by the federal employment service were of a political nature being exempt from civil service requirements.⁷

Richard Neustadt states that the employment service failed because:

(1). Offices were poorly located; (2). they were financially starved; (3). they were staffed by underpaid, untrained and incompetent workers (maybe political); and (4). they failed to merit the respect and confidence of either workers or employers and so degenerated into dirty hang-outs for the lowest fringe of marginal labor and the last recruiting ground for the casual unskilled jobs.⁸

During the twenties public employment services gradually shrank to insignificance.

Early Depression Period. Since the economic depression in 1929 there has been a better understanding of the potential values of a real employment service. Finding a job and looking for workers are both wastefully blind and extravagant, demoralizing to the whole labor market and tragically despairful to the individual.⁹ With the integration of the national labor market there sprung up a movement for a national system of employment exchanges as a means for reducing unemployment.

6. I. M. Rubinow, The Quest for Security, New York: Henry Holt & Co., 1934, p. 357.

7. George H. Trafton, "The Wagner Bill and the Hoover Veto", American Labor Legislation Review, 21:86, (March 1931).

8. Richard M. Neustadt, "Potential Values of Our Public Employment Service," American Federationist, 40:262 (March 1933).

9. Ibid, p. 261.

In 1919 Secretary of Labor Wilson called together a conference of representatives of governors, federal and state employment services, employers and labor organizations to outline a plan for an efficient public employment service. The plan was first introduced in Congress in 1919 by two republicans and again in 1925.

In April 1928, Senator Wagner of New York became the active sponsor of this plan and introduced it in amended form. The bill was introduced again in January 1930 and with favorable reports and amendments. The Wagner bill for a federal-state system of employment services passed by the Senate on May 12, 1930 and by the House on February 23, 1931. President Hoover held the bill until three days after Congress adjourned and then announced his veto. After the veto of the bill by President Hoover on March 7, 1931, widespread public protest followed. Frances Perkins, then Industrial Commissioner, publicly condemned the veto.

The Wagner employment office bill was to create a bureau in the Department of Labor to coordinate existing state employment services by distributing information on employment and by maintaining a system of clearance of labor between states.¹⁰ It also purposed non-partisan appointments under civil service rules and advisory committees to safeguard the service against political and industrial

10. Joseph P. Chamberlain, "Facts About the Wagner Bill", American Labor Legislation Review, 21:91, (March 1931).

favoritism. Throughout the years the Wagner bill received wholehearted endorsement of organized labor, of state employment services and of leading authorities on unemployment problems.

Under public protest against the Wagner bill veto in 1931 Secretary of Labor Doak hurriedly put into effect his substitute reorganization scheme. By the Doak plan federal placement offices were set up with 49 directors controlled from Washington in competition with state offices; appointments were made by spoils system methods and there were no advisory committees. Most of the personnel were untrained but had been out of work themselves and they knew "how they tried to find work for themselves and felt qualified to find it for somebody else if it could be found".¹¹ The result was inefficiency, confusion and waste. Responsible officials of the state employment services assembled at the Cincinnati Convention of the International Association of Public Employment Services, adopted a formal resolution declaring that

.....the now existing so-called reorganized Federal Employment Service is wrong in principle, has failed and cannot succeed in developing an efficient worthwhile public employment service.¹²

-
11. Ruth M. Kellogg, "Instead of a System!" Survey Graphic, 22:185, (March 1933).
 12."State Employment Service Officials Condemn Doak Reorganization", American Labor Legislation Review, 21:393.

The failure after more than a year and a half indicated the wisdom of the Wagner plan for a coordinated system of state offices developed with federal financial aid and cooperative supervision. Soon after President Roosevelt took the oath of office, in January 1933, he appointed Frances M. Perkins as Secretary of Labor. Miss Perkins announced her plan, April 26, for a nation-wide system of public employment offices to follow closely the plan of the Wagner bill that was vetoed in 1931. At this time 24 states had their own systems of public employment offices.

The principles governing the reorganization under the Perkins plan were:

1. That direct operation of public employment offices is best done by states and local governments.
2. That functions of Federal Government are to assist the state and local governments to develop, maintain and expand adequate employment service with high standards and common procedures and to weld them together into an effective nation-wide system.¹³

This plan was put into operation expecting the Wagner bill to pass when brought up again before the new Congress. On June 6, 1933, Congress passed an Act providing for the establishment of a national public employment system and for cooperation with the states in the promotion of such a

13. "Federal Employment Service Ended by Secretary of Labor Perkins, Federal and State Work to be Coordinated in Employment offices under New Plan, State and Local Bureaus to operate with Government Aid," The Commercial and Financial Chronicle, 136:3085, (May 6, 1933).

system. The Wagner-Peyser abolished the old employment service that existed in the Department of Labor, and created in the same department a new bureau known as the United States Employment Service. This measure was the product of 15 years of effort beginning immediately after the World War and embodied the principles which were incorporated in the Kenyon-Molton Bill of 1919 and the Wagner Bill vetoed in 1931.

Wagner-Peyser Act. The passage of the Wagner-Peyser Act was accompanied by a thorough reorganization of the United States Employment Service. A new administrative staff was appointed and the personnel of the headquarters office was greatly strengthened.¹⁴ As a summary of the Wagner-Peyser Act, the following duties are specified of the new United States Employment Service:

1. To promote and develop a national system of employment offices for men, women, and juniors who are legally qualified to engage in gainful occupations;
2. To maintain a veterans' service to be devoted to securing employment for veterans;
3. To maintain a farm placement service;
4. To maintain a public employment service for the District of Columbia;
5. To assist in establishing and maintaining a system of public employment offices in the several states, and the political subdivisions

14. Raymond C. Atkinson, Louise C. Odencrantz and Ben Deming, Public Employment Service in the United States, Chicago: Public Administration Service, (1936), p. 22.

thereof, in which there shall be located a veterans' employment service;

6. To assist in coordinating the public employment offices throughout the country, increasing their usefulness by:
 - a. Developing and prescribing minimum standards of efficiency,
 - b. Assisting them in meeting problems peculiar to their localities,
 - c. Promoting uniformity in their administrative and statistical procedure,
 - d. Furnishing and publishing information as to opportunities for employment and other information of value in the operation of the system, and
 - e. Maintaining a system for clearing labor between the several states.¹⁵

To carry out the provisions of the Wagner-Peyser Act Congress authorized an appropriation of (a) \$1,500,000 for the fiscal year ending June 30, 1934, (b) \$4,000,000 for each fiscal year thereafter up to and including the fiscal year ending June 30, 1938, and (c) thereafter such sums annually as the Congress may deem necessary. The Act provided that seventy-five per cent of the amounts so appropriated were to be apportioned among the several states in the proportion which their population bears to the total population of the United States. Such apportionments of federal funds are used in matching state appropriations on a dollar-for-

15."Federal Act Creating National Employment Service", Monthly Labor Review, 37:37-8, (July 1933).
"Congress Passes Wagner Bill to Co-ordinate State Employment Service," Commercial and Financial Chronicle, 136:3832, (June 3, 1933).

dollar basis for the purpose of establishing and maintaining systems of public employment offices within the states.¹⁶

Recent Developments. Within a six-year period from 1933 to 1939 the state employment services in forty-eight states and in the Territories of Alaska and Hawaii have become affiliated with the United States Employment Service. In accordance with a specific clause in the Wagner-Peyser Act, only one public employment office, the District of Columbia Employment Center, is operated directly by the United States Employment Service.¹⁷ Other organizations had an important part in this development.

Soon after the inauguration of the United States Employment Service in 1933 added responsibility of recruiting labor for public works programs was imposed upon the employment service. The Special Board of Public Works of the National Industrial Recovery Act provided that all labor on Public Works Administration projects should be referred by agencies designated by the United States Employment Service.¹⁸ For this purpose the National Reemployment Service was created as a special division of the United States

16. Section 5 (a), Wagner-Peyser Act, Government Printing Office, (1938).

17. United States Employment Service Staff, "The United States Employment Service under the Wagner-Peyser Act," Employment Service News, 6:4, (July 1939).

18. Atkinson and others, op. cit. p. 24.

Employment Service with temporary funds made available to establish emergency employment offices in all states. Offices were established in half of the counties in the country where employment offices did not exist. The two systems were complementary rather than overlapping as the National Reemployment Service was confined to areas not covered by state employment offices.

In the early summer of 1935 the United States Employment Service was made responsible for selection and referral of labor on projects of the Works Progress Administration and with a much greater allotment the number of offices and size of staff of the National Reemployment Service were sharply expanded.¹⁹ The resources of the National Reemployment Service were also used to provide additional personnel for state employment offices with which to meet their added responsibilities. Early in 1936 the personnel of the National Reemployment Service was considerably reduced but 57 per cent of the personnel of state employment offices were continued on the payroll of the National Reemployment Service.²⁰ Thus the National Reemployment Service functioned as an important agency for the financing of state employment services.

Although the National Reemployment Service was a temporary organization dependent entirely upon short-time

19. Ibid. p. 25.

20. Of the 5,044 reported employees in state employment offices on January 15, 1937, 2,887 were on the payroll of the National Reemployment Service.

allotments out of emergency funds, it helped materially in laying the foundation for state systems of employment offices.²¹ The National Reemployment Service represented the beginning of public employment services in hundreds of communities which otherwise could not have had such a service. As rapidly as states appropriated necessary funds for administration they took over the offices of the National Reemployment Service in the major cities. By the end of 1937 the National Reemployment Service had been absorbed into the state employment service in the twenty-two states who started paying unemployment compensation benefits at the beginning of 1938.²² The National Reemployment Service also provided training and experience for personnel who were later available for the expanding state employment services.²³ Although the National Reemployment Service fulfilled the requirements of the public works program for which it was created, it retarded the development of private placement service which is the primary function of the United States Employment Service.

With the passage of the Social Security Act in 1935 new responsibility and organization was imposed upon the employment offices. Federal legislation on unemployment compensation specified that compensation be paid through

21. Louise C. Odencrantz, "Recent Developments in Employment Services", Occupations, 18:249, (January 1940).

22. Atkinson and others, op. cit. p. 27.

23. Odencrantz, op. cit.

public employment offices in the states.²⁴ While unemployment compensation was being inaugurated in the employment offices in 1933, private placement work was again curtailed temporarily.²⁵ As unemployment compensation claimants must register at employment offices for employment and report at frequent intervals for proof of continued unemployment, activities of the placement personnel were neglected for lack of time. Atkinson states that regardless of difficulties, over a period of time the unemployment compensation will develop a strong employment service as it will bring into the employment offices the unemployed, skilled, urban workers who are more easily placed, and it will aid the employment service in soliciting employer patronage as most available skilled workers have registered with the service.²⁶

Unemployment compensation necessitated changes in the organization of public employment services and created new administration problems as follows: (1) It required a great expansion of the employment office system which created problems in supervision, districting and clearance; (2) the extension of state administration to the entire employment office system compelled the employment service and the unemployment compensation to form a single state employment

24. Title IX, Section 903, Social Security Act, Government Printing Office, (1935).

25. Odenrantz, op. cit. p. 250.

26. Atkinson and others, op. cit. p. 44.

service; and (3) a correlation of employment service and unemployment compensation administration was required at federal, state and local levels.²⁷ There was a wide difference of opinion on how to achieve this correlation.

The Presidents Reorganization Act of 1939 combined these two agencies in the Bureau of Employment Security of the Federal Security Agency to insure operation of the placement and unemployment compensation benefit programs on a cooperative federal basis. The Federal Security Agency was established to include the United States Employment Service, the United States Office of Education, the Public Health Service, the National Youth Administration, the Social Security Board and the Civilian Conservation Corps.²⁸

ORGANIZATION OF THE UNITED STATES EMPLOYMENT SERVICE

Federal-State Relations. The public employment service is a joint enterprise of the state and federal governments whereby the actual administration of local employment offices rests with the states and the federal government assists in financing and general supervision of state agencies. Since 1937 the United States Employment Service has shared with the Social Security Board the responsibility of state supervision.

27. Ibid, p. 46.

28. Office of Government Reports, Government Manual, February 1940, Washington: Government Printing Office, p. 223.

OKLAHOMA
AGRICULTURAL & MECHANICAL COLLEGE
LIBRARY
OCT 24 1940

The powers and duties of the United States Employment Service respecting state services operating under the Wagner-Peyser Act may be summarized as follows:

1. To promote and assist the establishment and maintenance of systems of public employment offices in the states. (sec. 3)
2. To determine the eligibility of states for federal grants and the amount to which each is entitled. (secs. 5-7)
3. To prescribe "minimum standards of efficiency," promote uniformity of administrative and statistical procedure, and "make such rules and regulations as may be necessary to carry out the provisions of the Act." (secs. 3 and 12)
4. To approve detailed state plans of employment service if "in conformity with the provisions of this Act and reasonably appropriate and adequate to carry out its purposes." (sec. 8)
5. To ascertain whether the state system of employment offices is being conducted in compliance with the regulations and standards of the United States Employment Service; and to revoke the state's certificate of eligibility for grants if the federal funds and state matching moneys are not being properly expended in accordance with the approved plan, subject, however, to a right of appeal to the secretary of labor. (sec. 9)
6. To prescribe reports concerning the operations and expenditures of state services. (sec. 9)
7. To maintain a system for clearing labor among the various states. (sec. 3)²⁹

In regard to the second duty, the federal administrators ruled that five different steps were necessary for a state employment service to become affiliated with the United States Employment Service. The establishment of

29. Atkinson and others, op. cit. p. 57.

LIBRARY
AGRICULTURAL & MECHANICAL COLLEGE
OKLAHOMA

these five steps as a minimum requirement for affiliation has done much toward unifying state services. The five steps are as follows:

1. The state legislature accepts the provisions of the Wagner-Peyser Act and designates or authorizes the creation of a state agency to administer agreements entered into by the state and the federal service.
2. The state appropriates or otherwise makes available, from state and local sources, for the operation of its employment service, a sum equal to the amount of federal funds requested.
3. A plan for the operation of the state employment service is submitted by the designated state agency and approved by the United States Employment Service.
4. In this plan of operation the state employment service agrees to conform to the standards of the United States Employment Service relating to personnel, premises, procedure, and other criteria, and to submit such reports of expenditures and operations as are required.
5. The Governor of the state administrative agency appoints, with the cooperation of the United States Employment Service, a State Advisory Council composed of representatives of employers, employees, and the public at large.³⁰

The "minimum standards of efficiency", as the third duty, are divided into three types: standards of administration, of operating procedure and of performance. Standards of administration, the most fundamental, include principles and procedures regarding merit system of selection, salary standardization, detailed budgeting and accounting, centralized purchasing, and maintenance of

30. United States Employment Service Staff, op. cit. p. 5.

property control.³¹ Although standardization of operating procedures are not desired, there has been progress in the development of such principles as methods of registration, promotion, clearance, and placement. Very little has been done in formulating standards of performance, such as unit costs and norms of production per staff member.³²

The fourth duty, approval of state plans, regulations and standards, the United States Employment Service relies upon the annual agreements of affiliation involving federal review and approval of operating plans and budgets, regulations and instructions, conferences, reports, audits and field supervision.³³ Each state's annual plans and budget are submitted and reviewed by federal field representatives for approval before receiving federal grants.

In regard to the fifth duty a definite set of rules and regulations have been formulated by the United States Employment Service for the improvement of state services.³⁴ Additional temporary regulations have been issued as bulletins and several manuals have been prepared either prescribing procedures or explaining phases of placement

31. Atkinson and others, op. cit. p. 62.

32. Ibid. p. 63.

33. Ibid.

34. United States Employment Service, Rules and Regulations for the Administration of the Act of June 6, 1933, Providing for the Establishment of a National Employment System and for Cooperation with the Various States in Promotion of such System.

activity.³⁵ The principal use of regulatory power has been in establishment of standards of organization, personnel procedure,³⁶ fiscal administration,³⁷ and statistics.³⁸

Reports required of state activities are statistical reports of placement activities and financial reports. An annual audit is made of state finances by field auditors of the United States Employment Service under the Division of Business Administration.

In carrying the provision for clearance the federal agency has interpreted its function to be not that of actually operating national or regional clearance machinery, but rather that of requiring state employment services to provide for both intrastate and interstate clearance.³⁹

Federal Organization. The United States Employment Service is organized in seven divisions under supervision of a director appointed by the President with consent of

-
35. United States Employment Service, Employment Office Manual Series. Sec. I, Interviewing Applicants in Public Employment Offices; Sec. II, Premises, Layout and Equipment of Public Employment Offices; Sec. IV, Field Visiting Program for the Public Employment Office.
36. United States Employment Service, Personnel Standards of the United States Employment Service, July 1, 1938.
37. United States Employment Service, Fiscal Rules and Regulations.
38. United States Employment Service, Preparation of Reports of Activities in Public Employment Offices.
39. United States Employment Service, Manual of Clearance Procedure, Employment Office Manual Series, Sec. E.

the Senate. These divisions and duties are: Division of Operations to assist in organization and administration of state employment services; Division of Standards and Research to prepare forms and manuals and carry on an extensive research program; Division of Business Administration to perform fiscal duties; Division of Personnel Administration to administer the merit system for selection of personnel; Veterans' Placement and Farm Placement Services to supervise activities with reference to veterans and agriculture; and the District of Columbia Employment Center to conduct the employment service for the nations capital.⁴⁰

The Bureau of Unemployment Compensation of the Social Security Board is divided into three divisions--legislative, administrative and grants. Since 1938 the dual administration within the federal government of the employment service and the unemployment compensation has become a major problem in the development of the two services.⁴¹ The most apparent is the finance problem as it is impractical to submit two separate budgets for combined functions. The administration is a further complicated problem by a dual system of federal grants and controls.

President's Reorganization Plan. This dual administration problem has been solved by the President's Reorganization Plan effective July 1, 1939. The Federal Security

40. Atkinson and others, op. cit. p. 84-87.

41. Ibid. p. 78-79.

Agency created by the President's Reorganization Plan No. 1, dated April 25, 1939, combined the Civilian Conservation Corps, National Youth Administration, Office of Education, Public Health Service, Social Security Board and the United States Employment Service to promote social and economic security.⁴² The Social Security Board is placed under the Federal Security Agency and at the same time the United States Employment Service is transferred from Department of Labor and consolidated with the unemployment compensation function of the Social Security Board in order that similar and related functions of social and economic security may be placed under a single head and their internal operations simplified and integrated.⁴³ The Bureau of Employment Security is the agency within the Social Security Board designated to administer the unemployment compensation and employment service functions.

The purposes of the Reorganization Act of 1939 are as follows:

1. To reduce expenditures;
2. To increase efficiency;
3. To consolidate agencies according to major purposes;
4. To reduce the number of agencies by consolidating those having similar functions and by abolishing such as may not be necessary; and

42. 76th Cong., 1st Sess., House Doc. 262, First Plan on Government Reorganization, (Message from President) April 25, 1939, p. 2.

43. Ibid.

5. To eliminate overlapping and duplication of effort.⁴⁴

The affairs of the Federal Security Agency are under the direction and supervision of a Federal Security Administrator assisted by the Assistant Administrator and by a staff of administrative, special and technical assistants who aid in the activities and correlation of the different units of the Agency.⁴⁵

The impression gained from individual conference was that the effect of the reorganization plan upon the United States Employment Service has been mainly in administration. The state employment services are now affiliated with the Social Security Board with the Bureau of Employment Security as the federal administrative agency for both the employment service and the unemployment compensation. To date literature has not been published regarding the effect of the recent reorganization.

State Organization and Administration. From the beginning of the United States Employment Service the operation of an employment office has been a local community function. As social, economic, and geographical conditions vary with different states, they have been given an opportunity for flexibility of administration and management of local employment offices.

44. 76th Cong., 1st. Sess., House Doc. 288, Second Plan of Government Reorganization, (Message from President) May 9, 1939, p. 2.

45. Office of Government Reports, Government Manual, Government Printing Office, February 1940, p. 224.

The first question about the organization of a state employment service is its place in the state administrative system. The forty-eight states represent seven different types of organization within the administrative system at the beginning of 1938.⁴⁶ In nearly half of the states, 23 in number, the employment service is a division under an independent agency administering unemployment compensation supervised by a commission. Many state employment services are units under the agency administering state labor laws.

Briefly, the functions of the central office in operation of a state employment service may be summarized under the following heads:

- Conduct of governmental and major public relations.
- Organization of the local office system.
- Appointment, training, and control of personnel.
- Administration of finances.
- Procurement and control of supplies and equipment.
- Acquisition and laying out of local offices.
- Determination of policies and procedures.
- Supervision of local offices.
- Statistics and research.
- Publicity and promotion of the service.
- Clearance.⁴⁷

The types of local organization depends largely on the distribution of population, transportation facilities, trading centers, nature of industries or employment, and location and types of workers employed. In 1937 the larger cities differed in their organizations. Philadelphia, Cleveland, and Boston each operated with one central office; St. Louis had two occupational offices; Minneapolis, three;

46. See Appendix A.

47. Atkinson and others, op. cit. p. 110.

and Chicago had four central offices--labor, industrial, domestic and personal service, and commercial.

For the purpose of this study, it is not necessary to discuss further local organization. Each junior placement service, as a local unit, is organized differently and is discussed in the next chapter.

SUMMARY

The shortage of labor during the World War necessitated establishing a nation-wide system of employment offices to recruit labor. This was the beginning of the United States Employment Service although the Bureau of Immigration made an earlier effort to develop federal employment offices. After the War the employment service became insignificant due to lack of sufficient funds and political domination.

The economic depression revived the interest in potential values of public employment services. In 1931 the Wagner bill establishing a federal-state system of employment offices was passed by Congress but was vetoed by President Hoover. During the protest following the veto, Secretary of Labor Doak quickly organized a substitute plan duplicating existing offices which failed in a year and a half.

After the appointment of Frances M. Perkins as Secretary of Labor, in the new administration, she put into operation a nation-wide system of employment offices following the plan of the Wagner bill. On June 6, 1933 the Wagner-Peyser

Act was passed creating the United States Employment Service to promote and develop a national system of employment offices for men, women, and juniors.

The National Reemployment Service, a temporary organization, was made a division of the United States Employment Service soon after its inauguration for the selection of labor for Public Works Administration projects. Private placement for the first four years was delayed but the National Reemployment Service helped in laying a foundation for state employment systems by providing funds and personnel for the emergency employment offices. Before funds for National Reemployment Service were withdrawn, the states were able through unemployment compensation legislation to absorb the offices and personnel of the National Reemployment Service.

The Social Security Act passed in 1935 required that claims for benefits for unemployment compensation be filed in public employment offices where the claimants must register for work. A rapid expansion of employment offices was necessary to provide means for paying unemployment compensation benefits by 1938 and 1939. The dual administration problem for the combined functions were solved by the Reorganization Act of 1939 creating the Federal Security Agency which placed the United States Employment Service under the Social Security Board combined with unemployment compensation.

As the public employment service is a cooperative enterprise between federal and state governments, the administration of local employment offices is by the states with supervision and grants provided by the federal government. There are seven divisions of the federal agency to carry out the duties of state supervision and the federal programs.

Due to the variability of social and economic conditions within states local employment offices are organized to meet community needs under state administration. Although meeting federal requirements for affiliation, grants and operation and procedures the states represent different types of organization within the administrative system.

The next chapter presents different types of junior counseling and placement service organizations as they function in local public employment offices and in cooperation with the school systems to assist youth in making occupational adjustments.

CHAPTER III
ORGANIZATION AND ADMINISTRATION OF JUNIOR
COUNSELING AND PLACEMENT SERVICES

An estimated two to two and one-half million young people enter the labor market in the United States every year.¹ The Census of Unemployment of 1937 reveals that 3,395,000 or 38 per cent of the number totally unemployed at that time were youth between 15 and 25 years of age.² Of this group 22 per cent were listed as "new workers." From a study made of applications for work by the Connecticut State Employment Service, it was found that 73 per cent of the young workers seeking jobs were untrained for any skilled occupation and 40 per cent were untrained to do any kind of work.³ Thus the problem of youth unemployment is not only finding jobs but counseling and preparing youth for jobs in existence.

In adult divisions of state employment services applicants are classified occupationally by their work experience. Juniors who have had no work experience are a

-
1. International Association of Public Employment Services, Twenty-Seventh Annual Convention, April 12-14, 1939, New Orleans, (from original address by Mary W. Smyer, Cooperation with High Schools in Junior Placement).
 2. Census of Partial Employment, Unemployment and Occupations, 1937 Final Report. Washington: Government Printing Office, Vol. 4, p. 12, 22.
 3. Connecticut State Employment Service, Youth in Search of Jobs! F. E. R. A. Project, (mimeographed) 1935, p. 3.

placement problem as occupational classifications are based on aptitudes, abilities and interests rather than work experience. Because of these difficulties public employment offices have provided special services for juniors by the Wagner-Peyser Act, "to promote and develop a national system of employment offices for men, women and juniors".

At the end of 1936 there were 52 junior divisions in public employment offices in cities of 10,000 population or more.⁴ Three years later this number of offices more than tripled. On October 1, 1939, there were 177 cities in which public employment offices had on their staff counselors giving full time to work with junior applicants.⁵ Of this number 166 were cities with a population of 10,000 or over.

As far as can be determined the first employment service to establish a junior placement service was provided by New York in 1917. The Junior Consultation Service was established by the Vocational Service for Juniors in 1934 as a joint enterprise with the junior division of the New York State Employment Service affiliated with the United States Employment Service and in 1935 the National Youth Administration joined these two agencies in sponsoring this service.⁶

4. U. S. Children's Bureau, Publication No. 256, Junior Placement. Washington: Government Printing Office, 1940 p. 9.

5. Ibid, Appendix A, p. 133.

6. Jane F. Culbert and Helen R. Smith, Counseling Young Workers. New York: Vocational Service for Juniors, 1939, p. xi.

On June 26, 1935, the National Youth Administration was established within the Works Progress Administration under authority of the Emergency Relief Appropriation Act of 1935 with a tentative allotment of \$50,000,000 for the first fiscal year.⁷ In creating this administration the President declared, "that we shall do something for the Nation's unemployed youth because we can ill afford to lose the skill and energy of these young men and women". One of the four objectives of the National Youth Administration in aiding young people is to encourage the establishment of job-training, counseling, and placement services for youth, and the preparation and distribution of occupational information.⁸ The Division of Guidance and Placement was created to develop these services for youths from 16 to 25 years of age.

In the spring of 1936 the National Youth Administration cooperated with the state employment services in establishing guidance and placement offices to place young people in private industry. To prevent duplication of agencies the junior placement divisions of the United States Employment Service were created with the special junior employment counselors on the pay roll of the National Youth Administration. This plan of cooperation was based upon an agreement between the United States Employment Service and

7. Office of Government Reports, United States Government Manual. Washington: Government Printing Office, (October 1939), p. 228.

8. Ibid. p. 229.

the National Youth Administration which outlines the relationship, plan of operation, duties of staff, policies and procedures.⁹

The National Youth Administration's role is a temporary one for establishing these junior divisions and demonstrating their specialized functions. After this is done the junior divisions are then transferred to the state employment service as regular division of their organization. By April 1, 1938, this transfer had been made by three other states--Minnesota, Iowa, and West Virginia.¹⁰

Effective July 1, 1940, no more funds will be appropriated to the National Youth Administration for placement activities according to the House Appropriations Bill that is pending in Congress as of June 15, 1940. It is assumed by both agencies that junior placement services with National Youth Administration personnel will be taken over by the state employment services, if financially possible, to develop further competent local personnel and procedures for vocational counseling and placement of juniors.

As to guidance activities the junior placement division advises and assists the National Youth Administrators

9. National Youth Administration, Elements of Junior Placement Procedure, April 1, 1939. Washington: Mimeographed, Appendix I, p. 128-133.

10. Betty and Ernest K. Lindley, A New Deal for Youth--The Story of the National Youth Administration, The Viking Press, 1939, p. 116.

in assembling and disseminating occupational manuals and briefs. Eighty-nine industrial and occupational pamphlets have been prepared by the National Youth Administration by different states as of April 15, 1939 for distribution to young people.¹¹ Vocational guidance is furnished in some states by a series of occupational classes and discussion groups or by special consultation services that go more exhaustively into the background of the inexperienced worker and determines how to place him on the basis of his hobbies, scores in aptitude test, school records and his ambitions.¹²

The development of the junior divisions of the public employment services, no doubt, have been largely through the efforts of the National Youth Administration. At the end of 1936, almost two-thirds of the 52 Junior divisions received financial support and guidance from the National Youth Administration.¹³ On April 15, 1939, there were 124 cities where junior employment services were available to young people as a result of the demonstration by National Youth Administration although some are now operating entirely with state employment services funds.¹⁴

11. See Appendix B.

12. Lindley, op. cit. p. 120-121.

13. U. S. Children's Bureau, op. cit. p. 9.

14. See Appendix C.

Whether junior placement is the primary responsibility of the public schools or the employment service, the closest cooperation is essential. From the employment service the schools need employer contacts and occupational and industrial information in planning their vocational training and guidance programs. The employment service needs the school's data of the students scholastic record and other activities and abilities, its testing service, its training facilities, and its assistance in registration.

This study is concerned with those employment offices that are cooperating with the schools in the counseling and placement of youth. The different types of cooperative arrangements that are in operation are classified according to the extent of their cooperative activities. These classifications are divided into three groups--complete placement plan, coordinated plan and the alternative plan.

The following data on each service were obtained directly from each city by correspondence.

COMPLETE PLACEMENT SERVICES

The complete junior placement service is operated as an independent agency affiliated by agreement with both the employment service and the public schools to be financed jointly. The complete service is responsible for all phases of placement procedures for young applicants segregated from adult divisions. Complete junior placement services which are recognized as leaders are operated in Philadel-

phia, Providence and Los Angeles. They were initiated by the school systems and later affiliated with the United States Employment Service. The junior agency is recognized as part of the state service to be financed jointly by the schools and the employment service. The Denver Occupational Adjustment Service is a complete placement service not limited to youth but is included in this classification to show other relationships.

Philadelphia. The Junior Employment Service of the School District of Philadelphia, organized in 1934, is affiliated by agreement with the Pennsylvania State Employment Service and the Social Security Board under the terms of the Wagner-Peyser Act.¹⁵ It is under the joint supervision of the Superintendent of Schools and the Director of the Pennsylvania State Employment Service and is supported by state and local funds matched by federal funds.

The Junior Employment Service staff consists of a director, a special assistant in charge of administrative work, 14 employment counselors, an occupational research worker, a full-time psychologist, and 20 assistant secretaries. There are three psychologists who give six hours a week each to testing of applicants and three physicians who give thirteen hours a week each, on an average, to examining the physical fitness of applicants for counseling and placement who are also employed. This staff is selected

15. See Appendix D for a copy of the affiliated agreement.

according to the personnel standards and salary schedules of the Board of Public Education which is higher than that of the Pennsylvania State Employment Service. The vocational counseling, placement and follow-up service is provided for all persons between the ages of 16 and 20 inclusive.

The work of the Junior Employment Service is conducted through a central administrative office and four employment offices located in public vocational schools in different parts of the city. Each office has a waiting room to accommodate 150 to 200 applicants and small offices for private interviewing with counselor, doctor, or psychologist. The morning office hours are reserved for interviewing. In the afternoons only clerical assistants work regularly in the offices; the employment counselors spend this time visiting employers and making contacts with the schools and social agencies. The evening office hours every Wednesday provide an opportunity for follow-up of applicants who are working and to register young people who are still in school.

In order to facilitate cooperation with the adult service, a member of the staff of the Junior Employment Service has interviewing space in the state employment service office. Junior applicants under 21 coming to the adult office are interviewed and referred to the junior office in their district where the registration cards are subsequently forwarded. Conferences develop closer cooperation between

the junior and adult divisions of the employment service in regard to the best methods of referral of applicants between offices, allocation of employer orders, making employer contacts, prevention of duplicate registration, transfer of records and other problems.

The Junior Employment Service is an integral part of the vocational and educational guidance program of the schools and as such secures from counselors and teachers supplementary data regarding abilities, accomplishments and work habits of applicants. Reports are sent by the Junior Employment Service to school principals, counselors, teachers and directors of vocational divisions regarding (1) young people who have left schools, (2) relationships between school curricula and employment, and (3) relationship between work opportunities available and applicants seeking them.

In Philadelphia the need of counseling, placement, and follow-up activities as a part of the educational program was recognized in 1913 by the Board of Public Education. In 1916 this work was initiated when a child-labor law made the schools responsible for determining whether the work undertaken by children of 14 and 15 was legal. During the war period in 1917, the White-Williams Foundation cooperated in conducting a counseling service for children who had secured work certificates.

By 1925 the Board of Public Education was convinced of the value of such a service and assumed full responsibility

for the placement and counseling staffs. Employment counselors were appointed to the staff on basis of competitive examinations with salary ranking of senior high school teachers. From 1925 to 1934 the board maintained a staff of twelve counselors.

In February 1934, the Board of Public Education transferred six employment counselors to senior high schools to act as vocational counselors. Six months later, in July 1934, the board requested the affiliation of the Junior Service with the Pennsylvania State Employment Service under the provisions of the Wagner-Peyser Act. This affiliation has continued to the present time under the name of Junior Employment Service of the School District of Philadelphia.

Providence. The Junior Placement Service of the Providence Public Schools is affiliated by an agreement with the Rhode Island State Employment Service and the United States Employment Service and is operated as a part of the vocational and educational guidance work of the Providence public schools. The state and federal employment services made available to the junior office a monthly budget of \$500 for the fiscal year ending June 30, 1939 which is added to the funds provided by the school department. The objectives of the Junior Placement Service of the Providence Public Schools as given in correspondence are:

1. To provide a single place where young people between the ages of 14 and 21 may secure information, advice and assistance in problems relating to school leaving, entrance into employment and progress in a chosen occupation.
2. To continue the guidance service begun in the public schools through the period of adjustment between school and work.
3. To interpret the schools to the employer and to show employers' needs to the schools, so that, particularly in the courses which train for immediate employment, assistance may be given in keeping methods and content of courses abreast of current business practices.

The cooperative working section of the agreement between the Unemployment Compensation Board of State of Rhode Island and the School Committee of the City of Providence is as follows:

Sec. 5. Cooperative Working Agreement

- a. A cooperative working agreement in respect to applications, employment opportunities, job solicitation, employer visiting and public relations shall be established jointly between the School Department and the Providence office of the State Employment Service.
- b. During the period of such affiliation with the State Employment Service, the Providence Public School Department agrees that the Junior Employment Service shall comply with the specifications established by the United States Employment Service in respect to penalty mailing privilege.
- c. Counselors shall be appointed from the ranks of the regular counselors in secondary schools or from the list of teachers who have qualified for appointment to positions in the Providence Public Schools by means of the teacher's examinations and ratings. These standards are in excess of those of the minimum requirements of the Employment Service. The appointments shall be made in the same manner as that of teachers and counselors in the school department.

- d. The Junior Placement Service shall submit monthly to the Director of the State Employment Service on standard forms used by that service, a certified statement of expenditures for the operation and maintenance of the Junior Placement Service.
- e. The Junior Placement Service shall submit to the Director of the State Employment Service statistical reports and such others as may be required on standard forms used by the State Employment Service.
- f. The Junior Placement Service shall be included in all directories and information of the Rhode Island State Employment Service and of the Junior Placement Service under its own name and also under the listing of the Rhode Island State Employment Service. Wherever possible the age group served shall be indicated.
- g. An Advisory Committee on Junior Placement shall be appointed cooperatively by the Rhode Island State Advisory Council, the Director of the Rhode Island State Employment Service, and the administrative officers of the Junior Placement Service.
- h. The Junior Placement Service shall comply with the United States Employment Service regulations regarding strikes and lock-outs.

The personnel of the Junior Placement Service is not constant because of rotation of counselors. The counselors are appointed by the personnel standards of the public schools which are in excess of the minimum requirements of the employment service. Every semester two counselors, one man and one woman, are taken for a six months' training period in the Junior Placement Service. The usual arrangement is for one to be a senior high school counselor whose class has just been graduated and one a junior high school counselor whose class has just been promoted to senior high school. The state and federal funds pay the salaries of their substitutes in their respective schools.

Often experienced teachers within the schools from which the placement counselors have been selected serve as substitutes and thereby secure a try-out in the guidance field. The present personnel consists of a supervisor, paid entirely by the school; a boys' interviewer and placement counselor, a girls' interviewer and placement counselor, and a counselor for student aid pupils, whose salaries for substitutes are paid by state and federal funds; a junior interviewer and a statistician, paid entirely by state and federal funds; a secretary, paid by the school; assistants on records paid by the Works Progress Administration; and some student aid assistance of a general clerical nature paid by the National Youth Administration.

The responsibility for supervision, maintenance of standards and specifications and the improvement of the service is a cooperative responsibility of the director of the Rhode Island State Employment Service and the public schools. The Superintendent of Schools has administrative authority for all appointments of personnel and expenditure of funds. An Advisory Committee is appointed cooperatively by the state Advisory Council, state employment service and the junior placement service. All expenditures of funds and statistical reports are submitted to the state employment service. At one, three and five-year intervals each class of high school graduates is followed up as a cooperative venture between the counselor who knew them for three years and the Junior Placement Service.

For more than 20 years the Providence School Committee has maintained a counseling and placement service for all young people of working age, both graduates and drop-outs. Since the passage of the Wagner-Peyser Act the schools and the employment service united in a cooperative arrangement in 1935, to maintain, extend and improve the counseling and placement services for youth.

These Counseling and placement services are an integral part of the guidance services of the public school system in both day and evening schools and maintain an integrated function of education, counseling and placement for out-of-school youth. By means of the cooperative arrangement services have been extended to the pupils of private schools and of school systems in greater Providence area beyond the city limits.

Los Angeles. The Central Employment Service of the Los Angeles City Schools, which has been in existence since 1924, affiliated with the California State Employment Service in 1935 and at that time accepted full responsibility for the placement of juniors in that district. With the inception of claims for unemployment compensation they like accepted claims for juniors. The specialized placement section employs fourteen workers, furnished partially by the schools and partially by the California State Department of Employment.

As in the other cities the standards prescribed by the United States Employment Service are followed by the Central

Employment Service and their operations are included in the statistical reports of the California State Employment Service. The state employment service also furnishes application and other standardized forms. By this cooperative agreement the schools and the employment service are better able to achieve a measure of control in employer contacts without duplication of visits by different individuals.

While not otherwise verified by correspondence from Los Angeles in April 1940, Atkinson, Odencrantz and Deming state that the affiliation with the state employment service occurred in 1936 and that the agreement was not renewed in 1937.¹⁶

Denver. The Denver Occupational Adjustment Service is a public vocational counseling and placement agency sponsored by the Denver Public Schools, the Colorado State Employment Service, and the National Youth Administration with only a "gentlemen's agreement". Any occupationally immature or maladjusted person is eligible for assistance regardless of age. The Occupational Adjustment Service is located in the Emily Griffith Opportunity School because of the proximity to vocational training facilities. Many applicants are referred to the Opportunity School for training and the coordinators in the Opportunity School assist employers by establishing training programs to meet industrial needs. Branch offices are maintained in each public and parochial high school.

16. Atkinson and others, op. cit., p. 372.

The functional objectives of the Occupational Adjustment Service as given in correspondence are as follows:

1. To help people further vocational plans developed in school by giving specific aptitude tests, or by planning additional preparation, or by placement.
2. To help people who have no vocational plans determine the kinds of work for which they are best qualified.
3. To give information about jobs.
4. To help each person work out his vocational plan by developing with him a training program.
5. To help young people learn how to apply for jobs.
6. To help those people find jobs who have not had enough experience to qualify them as trained workers.
7. To help people who are now employed, but who feel they are not suited to the work they are doing, obtain employment more in keeping with their abilities.

A council comprised of representatives of the sponsoring agencies, the Denver Parochial Schools, employers and labor is the executive body of the Occupational Adjustment Service. A supervisor is responsible to the council for the operation of a placement section and a guidance and testing section. Counselors in the placement section discuss with applicants job requirements and opportunities, how to get a job and preparation for jobs. If applicants are eligible for immediate placement they are referred to job openings, but if in need of further counseling, they are referred to the guidance and testing section for aptitude and ability tests.

Coordinators and faculty members of the Opportunity School staff are regarded as specialists in their respective vocational fields. The full-time coordinators in trades, distributive occupations, service occupations and women's occupations are consulted when advisable for the benefit of the applicant. Vocational teachers give valuable information to applicants and reliable recommendations of applicant's work habits and personality traits to the counselors.

Branch office representatives are responsible for any in-school placement. It is the further duty of branch office representatives to register applications of students who graduate or leave school and to refer them to the Occupational Adjustment Service.

Reports of the month's activities are submitted by branch office representatives, the chief of placement section and the chief of guidance section to the supervisor of Occupational Adjustment Service who in turns submits a complete statement of all activities to the council.

COORDINATED JUNIOR SERVICES

In the junior services that are classified as coordinated junior services, a functional agreement exists between the junior division of the state employment service and the schools for the coordinate functioning of a phase of placement procedure as registration or counseling. This coordination may be in the form of schools providing some

units of personnel to serve on the staff of the junior employment service. Another type of coordination is where an agreement outlines the duties of the schools and the employment service in carrying out a coordinated function to assist youth in their transition from school to work.

The coordinated services in Chicago and Cincinnati are perhaps the most widely known as the outline of their services are under consideration at cities contemplating establishing specialized junior services. Kansas City is formulating an agreement between the city schools and the Missouri State Employment Service similar to the Chicago plan. They are planning on a rotation of school counselors in the employment service for special training and for closer association with the schools.

According to a letter received in April 1940, an occupational counseling and testing section was to be set up in Boston May 1, 1940 as the medium for cooperation between the Boston school system and the state employment service. The plan is similar to the Cincinnati counseling program.

The Missouri State Employment Service in St. Louis was reorganized in January 1, 1939 with four divisions, namely, commercial and professional, service, industrial and junior divisions. On the staff of the junior division two junior counselors are provided by the city school system to assist in counseling and placing youth. A testing section is

available for referral of applicants by either the junior or adult divisions.

In Seattle an agreement was made between the School Board of the City of Seattle, the National Youth Administration and the Washington State Employment Service to carry on all placement activities of juniors in the community. The staff is provided jointly by the three sponsoring agencies. The junior service is located in the employment service office and adheres to the standards and procedures of the employment service.

The junior services of Chicago and Cincinnati are described in the following pages.

Chicago. In Chicago there exists a statement of agreement of the working relationships between the Chicago Board of Education and the Illinois State Employment Service affiliated with the United States Employment Service for the placement of junior workers. This agreement dated August 29, 1939, is for the cooperation of the counselors in the schools, provided by the Board of Education and the special staff members for junior workers in the Illinois State Employment Service offices in Chicago. The agreement is as follows:

The functions of the counselors in the schools are as follows:

1. To conduct meetings in assemblies or class rooms
 - a. Explaining the cooperative relationship,
 - b. Interpreting the purposes of the registration and counseling program,
 - c. Conducting preliminary group registrations
 - (1) Explaining item for item entries to be made on registration card,

(2) Explaining procedure for getting social security numbers.

2. To schedule registration interviews for prospective graduates and students who are planning to drop out
 - a. Recording all relevant information on the registration card,
 - b. Indicating general occupational classifications to which the student seems by qualifications to be entitled,
 - c. Entering comments regarding individual's reaction during interview,
 - d. Indicating observable traits which may be vocationally pertinent, and
 - e. Describing physical defects or other limitations of significance.
3. To obtain school information on each student interviewed according to prescribed form.
4. To elaborate on individual cases where a question is raised by the Registration Office regarding certain information appearing on the registration form.
5. To participate in case conferences with Employment Service workers on difficult problems.
6. To use the Employment Service in filling requests for students registered with the Illinois State Employment Service.
7. To familiarize themselves with Employment Service procedures and policies in order to accomplish these purposes effectively.

The functions of the State representatives and counselors are as follows:

1. To be available for call by school people
 - a. To answer questions arising in registration procedures,
 - b. To help in conducting school conferences of vocational nature, and
 - c. To meet jointly with Board of Education representatives when principals may desire a further interpretation of the cooperative relationship.
2. To provide for details of procedures in the cooperative relationship

- a. To formulate cooperatively with the Board of Education and establish in the State Offices a more suitable method of classification of juniors,
 - b. To continue the testing service providing for classification of beginning typists and stenographers,
 - c. By providing for a temporary separate file of junior applicants supervised by specially assigned junior placement counselors,
 - d. By reviewing, continuously, job orders for junior workers in order to discover requirements peculiar to the junior field, and
 - e. To interview and classify for placement all high school graduate applicants in advance or immediately following of graduation.
3. To provide for more thorough field work in the interests of junior workers.
- a. Provide for several field workers whose distinct purpose is to contact employers for beginning workers,
 - b. To contact employers so that they may be better acquainted with cooperative relationships existing between the State and the school, and
 - c. To give special instruction to all field workers for soliciting junior orders.
4. To develop a better understanding of the Chicago school system
- a. Participate in joint conferences between school and State counselors,
 - b. To visit schools and acquaint themselves with their procedures and training programs, and
 - c. To acquaint themselves with teachers of vocational subjects.
5. To continue the research aspects of placement work
- a. By regularly reporting classifications of junior applicants together with school affiliations of such applicants,
 - b. By reporting daily placements made of junior applicants,
 - c. By cooperating in regular follow up studies of school graduates, and
 - d. By participating in conferences which consider summary findings of the Bureau of Occupational Research of the Board of Education.

Previous to this agreement a two-year cooperative agreement had been maintained on an experimental basis between the Chicago Board of Education and the Illinois State Employment Service which involved two types of cooperation. In each of four technical high schools and one junior college the Illinois State Employment Service maintained a full time counselor during most of each semester to interview and register prospective graduates who would be seeking work. In other high schools group registrations were conducted by representatives of the employment service in school assemblies or classes and appointments were arranged for individual interviews in neighborhood employment offices to complete registrations. The results of the experiment were to extend the former plan, with modifications, to remaining schools with the Board of Education accepting the additional responsibility. The Board of Education has supplied services for full-time counselors in the five schools under the first plan; three others counselors have been assigned full-time work in other larger high schools previously under the second plan.

The Chicago offices of the Illinois State Employment Service have some peculiarities which are significant for the cooperative relationship. The City of Chicago is divided into twelve districts each having its own registration office with a special staff for working with youth. All registration records completed in the schools are forwarded to the registration office nearest the student's

address with a duplicate remaining in the school counselor's files. Reinterviews are made with each individual in the registration office by the junior employment counselor. If there is evidence of need for more intensive guidance, the registration office arranges for their referral to the counseling and testing service for further attention. The registration office reports all registrations for prospective graduates to the Board of Education through the Central Placement Office.

The registration cards made out in these district registration offices are transferred to the Central Placement Office, situated in the Loop, which is departmentalized as follows: (1) commercial division, (2) industrial division, (3) service (domestic and personal) division, (4) employer relations division, (5) counseling and testing service, (6) filing division, and (7) reporting division. In each placement division there is a special staff provided to guard the interests of junior applicants available for placement, to review all work orders on which juniors can be placed and to assist in the selection of young workers for incoming jobs. The placement interviewer for juniors is responsible for the special classification file system and for filling work orders received from the junior staff member of the employer relations division.

Two special workers in the employer relations division are assigned to develop employment opportunities for high school graduates, who are in demand by employers but who

may not receive attention in proportion to their abilities; maintains close relationships with the placement division; and establishes satisfactory employer relationships. The other worker in behalf of both graduates and drop-outs, emphasizes location of work opportunities for individuals requiring specific placement and field work efforts. It is the responsibility of both special workers to visit occasionally the school counselors to establish a mutual understanding and to obtain information which may be useful in planning their employer relations program.

The counseling and testing service, originated by the National Youth Administration in October 1936, is for the counseling of individuals with vocational problems which includes the administration of vocational tests. The manager of the counseling and testing service is responsible for the maintenance of employment service relationships with Board of Education regarding policies and procedures and for making necessary adjustments with the managers of registration offices, placements divisions and employer relations divisions when problems in connection with carrying out the agreement arise.

Each agency concerned in this relationship agrees to exchange pertinent vocational information, bulletins and occupational releases in sufficient quantity to supply every worker. Each agency further agrees to develop joint studies for the purpose of evaluating the cooperative relationship

and to obtain information which may further the interests of counseling and placing of school youth.

Cincinnati. The Cincinnati Employment Counseling Program is a cooperative program jointly sponsored by the Ohio State Employment Service and the Cincinnati Board of Education to aid young people in their adjustment to vocational life.

The Cincinnati Employment Center has experimented with organization structure by specialization of employment-office functions. Separate divisions are organized for registration division, record keeping, and placement functions. Within the registration division, is organized a junior division responsible for registration of young applicants. The counseling program is a department of the junior division.

The Ohio State Employment Office furnishes four counselors for the counseling department--two to work with the Cincinnati parochial high schools. The Cincinnati Board of Education furnishes two counselors and one stenographer to work with graduates and drop-outs of Cincinnati public high schools. The counselors employed by the public schools are under the direction of the Ohio State Employment Service staff, but are responsible to the supervisor of the Occupational Research and Counseling Division of the Board of Education as far as counseling techniques and policies are concerned. Office space, equipment and supplies are furnished by the state employment office for these counselors.

All placements are made by the adult placement department of the Ohio State Employment Service. The counseling program first contacts the students while in their senior year of high school. Immediately after the close of the first semester the employment counselors hold at least one consultation with each senior who wishes to go to work after graduation from the various high schools. The counseling program continues throughout the summer and the following year to help these young people to receive further training for a job, to change from one job to another and to solve the problems they encounter when first entering employment.

ALTERNATIVE JUNIOR SERVICES

The third classification into which junior services may be divided is the alternative plan. By the alternative plan the schools and the employment service alternate the exchange of data. Data on employment information are available to the schools in exchange for necessary school data on the student by agreement or request of the employment service. The schools in this plan do not assist in any way financially. The junior division of the state employment service assumes all responsibility for placement of youth with the aid of school records.

The alternative junior services are represented by Omaha and San Francisco. In Lincoln the schools return a completed questionnaire on each applicant sent to them by

the junior division of the state employment service and in return the junior counselor arranges to speak before each graduating class about the service rendered by the employment service and employment information. Arrangements are made by the employment service for discussion meetings between high school teachers and the junior counselor to impart more information about employment problems.

Omaha. A cooperative arrangement was made in 1938 between the Omaha Public Schools and the Junior Division of the Nebraska State Employment Service for the purpose of exchanging information. No attempt is made to provide a counseling or testing service. As stated in the information received from Omaha, the objectives of their plan are as follows:

1. To inform all high school graduates and drop-outs, who are facing the problem of securing employment, as to the service offered by the Junior Division, Nebraska State Employment Service.
2. To give the employment service the name and address and an evaluation of the school work of all such high school graduates and drop-outs.
3. To schedule by appointment, the registration of the above students at the Junior Division.
4. To issue a combined monthly report of junior placements and employment data obtained by the Junior Division.
5. To serve as a basis for more detailed cooperation as all concerned become more familiar with the possibilities inherent in the future development of this cooperative work.

An advisory committee advises on progress and procedures, evaluates the work done and makes recommendations

for future developments. This advisory committee consists of the National Youth Administration District Supervisor, the Nebraska State Employment Service District Manager and the Director of Vocational Education of the Omaha Public Schools.

The National Youth Administration has assigned a junior counselor to do the detailed work necessary under this plan of cooperation. He prepares a presentation of the work of the junior division and explains the service to a group of high school seniors preceding graduation. The counselor secures necessary individual data from the schools through the Vocational Education Department and arranges for appointments for employment registration at the Nebraska State Employment Service.

A combined monthly report with data gathered on all placements is issued by the junior placement service. Records of employer contacts by high school coordinators are forwarded to the junior placement service. These coordinators are working part-time in the field of printing, carpentry, auto mechanics, machine shop, electricity, restaurant service and diversified occupations.

San Francisco. The Junior Counseling Service in San Francisco as a department in the junior division of the California State Employment Service is operated jointly by the Department of Employment and the National Youth Administration. Through an agreement made in 1938 with the superintendent and the Board of Education and superinten-

gent in charge of parochial schools, school records and recommendations on special aptitudes are available to the junior division.

Representatives of the junior division discuss the service offered by the Junior Counseling Service, jobs available and how to secure Social Security numbers to high school seniors prior to graduation. A quarterly report of placements made by the junior division of the California State Employment Service is sent to the high school principals. Other information and studies helpful to schools and counselors in discussing job opportunities are supplied by the junior division. The Junior Counseling Service includes testing of intelligence, special aptitudes, trades and interests; advice on training for selection of occupations; and information on training facilities and occupational requirements. The unique method of follow-up used in San Francisco is discussed in a later chapter.

SUMMARY

In recognition of the fact that a high percentage of the unemployed are youth and that youth present a special placement problem, the public employment services are providing special services for juniors. By an agreement the National Youth Administration established in 1935 has provided personnel and prepared occupational information to assist the state employment service establish junior offices that are operated by the standards and procedures as pre-

scribed by the United States Employment Service. This agreement is temporary until the states are able to take over the junior divisions as regular divisions of their organization as many states have done. After July 1, 1940, no more funds will be appropriated to the National Youth Administration for placement services.

The need for cooperation between the schools and the employment offices is generally accepted. The junior services included in this study may be classified under three types depending on the extent of the cooperative activities. The first type, complete placement service, is organized as an independent agency affiliated with both the schools and the employment service and is responsible for all phases of placement procedures for young applicants.

The complete placement service is represented by Philadelphia, Providence, Los Angeles and Denver. The junior placement services in Philadelphia and Providence, originally a school placement service, were affiliated with their state employment services in 1934 and 1935, respectively, received federal funds and continued to operate as a part of the vocational and educational guidance programs of the schools. The staff in Philadelphia consists of a director, an assistant, employment counselors, a research worker, psychologists, doctors and secretaries for counseling and placing youth between 16 and 21 years of age. Administration is conducted through a central office with four branch offices located in various vocational schools. Through the school

guidance program supplementary school data are obtained and reports of activities are sent to the schools and the state employment service.

In Providence the youth between 14 and 21 are served by a staff where the school counselors are rotated in the junior placement service. The Works Progress Administration and the National Youth Administration furnish office assistance. The Superintendent of Schools has responsibility for selection of personnel and expenditure of funds while responsibility for supervision and maintenance of standards is shared with the Director of Rhode Island State Employment Service.

The employment service in Los Angeles, originally a school service, affiliated with the California State Employment Service in 1935 and employs fourteen workers furnished partially by the schools and the state department of employment. They follow the United States Employment Service standards and their operations are included in the reports of the state employment service.

In Denver, the Occupational Adjustment Service, although not limited to juniors, is located in the Emily Griffith Opportunity School under administration of a council sponsored by the schools, Colorado State Employment Service and National Youth Administration. Applicants in need of further counseling are referred to guidance and testing section or to further training in the Opportunity School.

The second type, coordinated junior services, is represented by Chicago and Cincinnati. Distinct junior services are not set up by schools and employment services, instead a working agreement exists whereby the schools assist in a coordinated function by providing part of the personnel in the junior division of the employment service or assist in some phase of the placement procedure. St. Louis, Kansas City, Boston and Seattle are included in this classification.

In Chicago there is an agreement of cooperation between school counselors and special staff members for junior workers in the regular adult divisions of the state employment service. Chicago has 12 registration offices each with a special staff for young applicants. All registration cards are transferred to the Central Placement Office. In each of the seven divisions of Central Placement Office there is a special staff provided for junior workers.

In Cincinnati the cooperative program operates for the special function of counseling. The employment service and the Board of Education jointly furnish the staff of counselors who are responsible to the Board of Education although office space, equipment and supplies are furnished by the state employment office. All placements are made by the regular placement department of the Ohio State Employment Service.

The third type, alternated junior services, is represented by Omaha and San Francisco. This classification includes those cities where the junior division of the employment office either by arrangement or request cooperate with the schools in alternating the exchange of data. Necessary school data are exchanged for employment information. The schools in this type do not cooperate in any way financially. Lincoln is included in this classification.

The cooperative arrangements in Omaha between the schools and the Nebraska State Employment Service are carried out by a worker assigned by the National Youth Administration. This worker explains the junior service to seniors prior to graduation and schedules appointments with the junior division. High school coordinators make the employer contacts. A combined monthly report is issued by the Vocational Education department of the schools and the junior division of the Nebraska State Employment Service.

By an agreement made with the Board of Education, junior representatives discuss with high school seniors the service offered by the Junior Counseling Service in San Francisco. The service includes testing of intelligence, aptitude, trade and interest, and advice on occupational requirements and necessary training. Reports of placements made by the regular junior division and other research studies are sent to the schools.

The next chapter discusses the guidance, counseling and follow-up activities as they are carried on by the cities mentioned in this chapter.

CHAPTER IV

GUIDANCE, COUNSELING AND FOLLOW-UP ACTIVITIES

Vocational adjustment is one of the major problems in the welfare of youth. The lack of vocational guidance for youth is revealed in the Maryland survey by the American Youth Commission. In this survey it was reported that of the 13,528 youths from 16 to 24 years of age only 20 per cent received any guidance from any source.¹ The Commission also stresses the importance of job counseling and points to the need of a public agency to supplement the school guidance activity.² Lack of vocational guidance programs in public schools is indicated by the President's Advisory Committee on Education. Studies for the committee show that there are no vocational guidance programs in the public schools in at least half of the cities in the United States of 10,000 or more population.³

Considerable discussion has been given to the question whether counseling is a function of the schools or of some other agency. In this respect the New York Regents Report offers a severe criticism of the present high schools.

-
1. Howard M. Bell, Youth Tell Their Story, American Council on Education, Washington, D. C., 1938, p. 79.
 2. Ibid. p. 79-80.
 3. Advisory Committee on Education, Report of the Committee, Washington, D. C.: Government Printing Office, 1938, p. 108.

The average New York high school graduates have no idea what work means, what sort of opportunities there are, how to look for work or how to work when they get a job..... They are not prepared to be useful citizens or to enter community or home life.⁴

Harl R. Douglass expresses the dissatisfaction of youth of today.

The majority of youth tries the high school and finds it no longer the open sesame to occupational opportunity and respectability.⁵

According to Rainey, the school is the logical place for the first move to undertake vocational adjustment of youth.⁶ Vocational guidance service, as it has been developed in the schools, has been chiefly for young persons attending schools who are not yet ready to seek full-time employment.⁷ In view of the fact that for the average individual evaluation in terms of a suitable choice of career cannot be made adequately or accurately before he reaches approximately high school age, the importance of a program which will assist out-of-school youth to make proper occupational adjustments becomes apparent.⁸ More than

-
4. Report of the Regent's Inquiry, State of New York, Education for Work. New York: McGraw-Hill Book Co., Inc., (1939), p. 27.
 5. Harl R. Douglass, Secondary Education for Youth in Modern America. Washington: American Youth Commission, (1937), p. 48.
 6. Homer P. Rainey, How Fare American Youth? New York: D. Appleton-Century Co., (1937), p. 39.
 7. Advisory Committee on Education, op. cit. p. 109.
 8. Rainey, op. cit., p. 54.

one-third of the youth 16 years old, over one-half of those 17 years old, and over three-fourths of those 18 years of age are permanently out of school.⁹ The vocational guidance needed by out-of-school youth is employment counseling which is logically a part of the placement service of an employment office.¹⁰

The Advisory Committee on Education believes that while pupils are in school, schools can perform the task of vocational guidance more effectively; and for out-of-school youth, the public employment offices should provide employment counseling and placement of youth at the time of transition from school to work for interchange of information.¹² The counseling programs that have been established in the employment offices in cooperation with the schools are primarily for graduates during this transition period.

A recent study was undertaken in the St. Louis employment office in an attempt to formulate conclusions as to what the employment service counseling program should provide.¹³ The survey was conducted during the week of

9. Bell, op. cit., p. 55.

10. Advisory Committee on Education, op. cit., p. 110.

11. Ibid.

12. Ibid.

13. United States Employment Service, A Counseling Program for Public Employment Offices. St. Louis: mimeographed, January 1939, 112 pages.

November 21-29, 1938 by the 60 interviewers in all divisions of the office during regular interviews with applicants. Of the 2,926 applicants who visited the St. Louis office that week, the junior division serving applicants up to 21 years reported a total of 462 contacts including 143 new applications.

The results of this survey showed that of the total 462 contacts with juniors, 224 or 48.5 per cent presented problems in need of further counseling.¹⁴ Of the 143 new junior applicants 104 or 72.7 per cent presented counseling problems while of the 319 renewal, reinterview and referral interviews 120 or 37.6 per cent presented counseling problems. In contrast only 14.3 per cent of the total interviews with adults involved counseling problems.

The problems presented in the interviews for this study were analyzed and classified. Of the 462 juniors interviewed, the 224 individuals presented 354 problems. The classification and distribution of these problems are shown below:¹⁵

Problems	Number	Per Cent
1. Choosing of vocation	121	34.2
2. Need for vocational training	47	13.3
3. Aid of other agencies	22	6.2
4. Securing and holding a job	164	46.3
	<u>354</u>	<u>100.0</u>

14. Ibid. from table IV, p. 22.

15. Ibid. from table V, p. 25.

The major problem of securing and holding a job constituted nearly half, 46.3 per cent, of the problems of juniors. The majority of these concerned individuals who needed assistance in organizing their efforts to find a job and approximately one-third were individuals who needed information about how to apply for a job, suggestions regarding personal appearance, attitude, manner of approach to an employer and others.¹⁶ The majority of problems in choosing a vocation arose from inexperienced persons not obviously limited to unskilled work or interested in two or more unrelated jobs. There were also a significant number who had made unsatisfactory vocational choices either because they apparently were not in keeping with qualifications or because they were based on popular appeal or emotion without sufficient analysis to determine suitability.¹⁷

In view of the above problems, it would seem that the objectives of vocational counseling should be:

1. To assist in making proper vocational choices,
2. To give information as to the necessary training for entry into the vocation.
3. To help make satisfactory adjustment in the vocation, and
4. To make use of all community resources in fulfilling these objectives.

16. Ibid. from table VI, p. 26.

17. Ibid.

The counseling process may be divided into two parts: obtaining a complete picture of the applicant as to vocational possibilities and accomplishments and evaluating and interpreting the applicants potentialities in relation to occupational conditions and requirements through the entire adjustment period.

Follow-up is an essential part of counseling program to assist the applicant in his vocational adjustment as problems often present themselves after starting to work. Follow-up interviews are often more revealing and useful for counseling than the initial interview; for the applicant is not seeking work and can discuss work plans more leisurely.¹⁸ Follow-up involves a youth's adjustment to a job after he has worked in it for a period of time.¹⁹ The Junior Counseling Service in Cincinnati and San Francisco include follow-up in their specialized counseling procedures.

Assuming that approximately half (48.5 per cent by the St. Louis survey) of the juniors present counseling problems, the first step of the counseling process is to discover by interview if there is a need for counseling. After the need is discovered, the counseling process may be divided into

18. Raymond C. Atkinson, Louis C. Odencrantz, Ben Deming; Public Employment Service in the United States, Chicago: Public Administration Service, 1938, p. 386.

19. U. S. Children's Bureau, Publication No. 256, Junior Placement. Washington: Government Printing Office, (1940), p. 96.

two major classifications--obtaining information and giving information. Each applicant is not necessarily subjected to the entire counseling procedures and individual counseling is not presented in the order of the following outline. The outline has been made to show the variety of activities included in a counseling program as evidenced by the activities carried on in different cities.

A. Obtaining Information

1. Personal Data

- a. Physical description
- b. Family background
- c. Economic and social status
- d. Personal history

2. Work Record (if any)

- a. Details of jobs held
- b. Special skills not included in work record.

3. Education

- a. Schools attended, grades and subjects completed
- b. Subjects like best and least
- c. Extra-curricular activities and honors

4. Avocation, hobbies and interests

5. Intelligence, aptitudes and abilities

6. Personality and character traits

7. Vocational adjustment or follow-up

B. Giving Information

1. Explanation of counseling service

2. Occupational Information

- a. Jobs and job requirements
- b. Training needed for jobs

3. Training facilities

4. Job opportunities

5. Facilities for solution of problems other than vocational

6. Interpretation of data for vocational choice
7. Techniques of applying for work
8. Maintenance of employment service relationships
9. Advice for solution of adjustment problems on job

SECURING INFORMATION ESSENTIAL IN COUNSELING

The process in securing information may involve one or more of the following sources: interview, records and reports, and tests.

Interview. An interview with an interviewer or a counselor, depending on local organization, is usually the applicant's first contact with the counseling or employment service. This initial interview for registration usually involves some counseling, both obtaining and giving information, and discovers if there is need for further counseling. Besides personal data, information is obtained about the applicant's education, interests and ambitions, and work experience. During the interview attitudes, personality and appearance are observed. Privacy is needed for the interview.²⁰ The National Youth Administration has constructed an outline for interviewing.²¹

20. Atkinson and others, op. cit., p. 380.

21. National Youth Administration, Elements of Junior Placement Procedure, Division of Guidance and Placement. Washington: National Youth Administration, (Mimeographed), April 1, 1939, p. 10-37.

After the first individual conference the counselor makes recommendations either for referral for placement, tests, subsequent counseling, other aid, further training, or whatever is deemed necessary for the welfare of the individual. Both subjective and objective data gained from the conference are recorded in some form for further use. Multiple occupational classifications are necessary for juniors on the basis of potentialities, training, interests, avocations and tests.²² These classifications are made at the first interview or consultation subject to change at a reinterview upon securing other information or tests scores.

Conferences reveal that interviews, the primary source of counseling, are limited in success due to the lack of sufficiently trained personnel.

Records and Reports. Records and reports are used for further information and as verification of information secured in the interview. Various kinds of forms are used by different cities according to their local need.

The Cincinnati counseling service has developed records suited for their specialized counseling procedures. The individual conference report includes such items as health evaluation, test results (for later use), reason for consultation, appearance and personality, home situation, vocational plan, employment assets and liabilities, and rec-

22. Roswell Ward, "What We Have Learned About Junior Placement", Employment Service News, 5:5, (March 1938).

ommendations made by the counselor. The school record includes tests, subject fields with averages and summary of school counselor's record. A teacher's rating blank on characteristic traits is filled out by teachers knowing applicant best. A personal interest blank is filled out by applicant while waiting for registration interview and filed as a part of his registration record. This blank includes his hobbies, likes and dislikes in subject studied, choice of career and why, special skills or abilities, reading materials enjoyed, clubs attended, and recreation. A check list is included in the personal interest blank for applicant to check activities that interest them; the things they would like to do about a radio, bookcase, dress or suit; what they like to do best in summer; and to check five occupations they would like best to follow from a list of over 200 occupations. According to the Children's Bureau survey, the Cincinnati office was the only one of those offices visited that used interest blanks.²³

In Philadelphia applicants fill out a preliminary information form before registration. Application forms for placement, certification, or counseling are filled out by the junior employment service. School records and personality ratings are filled out by some of the high schools on reverse side of application form and mailed to the office where data from the doctor and psychologist are recorded

23. U. S. Children's Bureau, op. cit. p. 28.

later. Case history forms are kept by employment supervisors each time a registrant comes to the office and these forms are filed with application. The ages of all registrants are verified. Verification may be secured, if record is on file in Bureau of Vital Statistics, by making written application on a special form. This procedure is followed in order that counseling, certification and placement may be done in accord with the protective restrictions of both the Child Labor law and the rulings of Industrial Board of the Department of Labor and Industry. A rating letter form is sent to previous employers for their opinion of applicant. Form letters are sent to other agencies and hospitals or clinics for information.

In regard to follow-up in Philadelphia placement follow-up forms are mailed to registrants who have been placed to the effect that the director is interested in how they are getting along and would like to see them on Wednesday afternoon between four and seven o'clock. Application follow-up forms are used to find out if the applicant is working or wishes the service to continue looking for them a position. Counselors send letter forms to employers requesting them to rate the worker they hired as to appearance, ability to learn, speed, accuracy and dependability; if they are still employed; if work is satisfactory; chances for advancement; and what suggestions for improvement employer would make. This information is used in counseling further with the young worker.

Follow-up in San Francisco has been interesting and successful according to their reports. A letter of invitation and follow-up form is sent to applicants who were placed three months previously to attend "open house" on the first Thursday evening of each month from five to seven o'clock. To each "open house" two or three high school principals and counselors are also invited because of their interest in former students. At each "open house" refreshments are served and each young worker informally discusses his job, progress, and problems, if any with the counselors and visitors. Information from the follow-up blanks is compiled for further use. The schools are interested in the questions: "What high school subjects have you found most beneficial?" "What subjects do you wish you might have taken?", and "What has been most difficult for you on your job?"

In St. Louis a self-registration work sheet is filled out by each applicant before their interview giving information on personal data, work record, education, avocation, hobbies, interests, ambitions and vocational desires and goals. After the work sheet is checked for completeness, the applicant is referred to counselor for evaluation of pertinent vocational information. Further data concerning applicant are obtained by work record report forms and school record report forms. Personal contact of outside sources is sometimes used to verify information on self-registration work sheet. Follow-up report forms of place-

ments are sent to employers and applicants approximately 30 days after placement and the need for follow-up interview is determined by information reported by both employer and applicant.

Tests. The use of vocational interest blanks and psychological tests has been found especially valuable in counseling young applicants and after the tests are completed a conference is held by psychologist, counselor, or interviewer to consider applicant's possibilities.²⁴ Referrals to the testing section are recommended by counselors or interviewers for guidance purposes to be used in determining occupational classifications. Tests are given to determine aptitudes, intelligence, and proficiency. The most widely used tests are in shorthand and typing.²⁵ Except for typing and stenography, almost no use has been made of achievement or trade tests.²⁶

In the St. Louis testing division applicants with commercial ability are given a battery of four tests, namely, Pressey Senior Classification, Minnesota Clerical Aptitude, Typing--speed and accuracy, and Shorthand--speed and accuracy of transcription. Other tests given are Strong's Interest Questionnaire, Minnesota Manual Dexterity--placing and turning, and Minnesota Spatial Relations.

24. Atkinson and others, op. cit., p. 382.

25. U. S. Children's Bureau, op. cit., p. 30.

26. Atkinson and others, op. cit., p. 290.

The Cincinnati testing program includes the following tests for commercial applicants: Minnesota Clerical Aptitude, Typing--speed and accuracy, Dictation, Transcription--speed and accuracy, Bookkeeping--speed and accuracy, and Stenographic Proficiency--speed and accuracy. Other tests for aptitudes and intelligence include Otis Self-Administering Mental Ability, O'Rourke Mechanical Aptitude, Minnesota Spatial Relations, Minnesota Rate of Manipulation--placing and turning, Cincinnati Finger Dexterity, Kent-Shakow Test--speed and learning, and Cincinnati Plier Dexterity. Cincinnati constructed their own oral trade tests using the Army trade tests as a basis. These trade tests were published in 1936.²⁷

In Philadelphia the psychologist gives the tests and interprets the scores to applicants who have been referred for tests by the counselors. From the individual analysis form used in Philadelphia, tests given are classified into four types: general intelligence tests include Philadelphia Mental Ability, Pressey, Otis, Revised Binet, and Wechsler-Bellevue; scholastic achievement tests are given in arithmetic, English, spelling, and reading; commercial ability tests include Philadelphia Typing, Thurstone Typing, Shorthand, Thurstone Clerical, and Minnesota Clerical--names and numbers; and the mechanical ability tests given

27. Lorin A. Thompson, Jr. and others, Interview Aids and Trade Questions for Employment Offices. New York: Harpers & Son, 1936.

are Carl Hollow Square, Minnesota Spatial Relations, Manipulation--placing and turning and Dexterity--finger and tweezer. Full names of the tests were not given. The test results are used to supplement personal interviews, school records, employment histories, and physical examinations.

In Chicago the procedure for registration of June 1940 high school graduates and drop-outs includes typing and stenographic tests. Minimum requirements for admission to the typing test is three semesters of typing and to the distation test four semesters of stenography as of end of the semester. School counselors prepare a list by April 15 of the students who will qualify and will be seeking work. In schools with less than 20 candidates students' registration cards are sent to the registration office nearest the school where test appointments are made for the candidate at the testing unit of Central Placement Office. In schools between 20 and 50 candidates the registration cards and candidates are sent directly to the testing unit. If there are more than 50 candidates the testing unit makes arrangements for administering the tests in the schools.

In the state of Connecticut the employment service entered seven of the largest high schools at their request in spring of 1940 and gave tests on commercial proficiency and mechanical aptitudes. The names of the high schools are not given.

In Lincoln an interviewer from the employment office gives stenographic tests to the commercial classes in schools

with a two-fold purpose: to impress youth that it is imperative to be above average if they expect to secure a job and to find those students with stenographic ability to place on jobs. All stenographers and typists registered are given tests. The private business schools in Lincoln allow the employment service Saturday mornings to give these tests and often include their own students for a check on achievement.

The Junior Counseling Service in San Francisco gives intelligence, special aptitudes, trade and interest tests. The kinds of tests used are not given.

Stead and Shartle indicate the values derived from the use of typing and stenographic proficiency tests.²⁸ They represent measures of student's achievement in commercial courses in schools and show how they are prepared to meet requirements of positions. They prove an excellent selling point of the employment service to employers who are glad to know that performance of applicants have been objectively evaluated. Applicants report they are glad for the opportunity to demonstrate skills or use the tests as basis for further practice. Report of scores made while in schools cannot be relied upon, as tests vary from school to school and some time may have elapsed without practice, thus

28. William H. Stead, Carroll L. Shartle and Associates, Occupational Counseling Techniques--Their Development and Application. New York: American Book Company, 1940, p. 162-165.

the tests serve as an up-to-date standard measurement of applicants skills.

Norms have been developed by the Worker Analysis Section of the Occupational Research Program of the United States Employment Service for typing and stenographic tests that are used in local employment offices. Data used to establish these norms and an explanation of the tests are given in the appendix.²⁹ The Job Analysis Section of the research program is responsible for job descriptions in business and industry. Counseling techniques are developed by the Worker Analysis Section by determining skills and aptitudes possessed by successful workers and methods of measuring such characteristics for the purpose of classification and counseling of applicants.³⁰

GIVING INFORMATION ESSENTIAL IN COUNSELING

Information is given applicants in one of three ways: individual conference, written materials and group services.

The interpretation of the counseling service and the giving of information to the applicant by consultation may occur at any time and will logically be done by the individual, depending on the organization, who contacts the applicant when this need for explanation arises. The initial interview may fulfill the function of giving all information

29. See Appendix E.

30. Stead, Shurtle and Associates, op. cit., p. 3-8.

necessary to that individual while others may require reinterviews for interpretation of tests and other information concurrently with obtaining information. From personal conferences it may be said that this method is the most widely used and the only one used for giving information in many offices; and no distinction can be made between interviews for obtaining information and those for giving information.

This subject, "giving information" is presented by types of information given, their source and availability.

Occupational Information. Giving of occupational information may be accomplished through use of job descriptions and monographs prepared by the United States Employment Service;³¹ industrial and occupational information bulletins prepared by the National Youth Administration;³² magazines such as Occupations; articles or series of articles in magazines or newspapers;³³ and books that have been

31. United States Employment Service, Job Descriptions and specifications for:

Automobile-Manufacturing Industry
 Cleaning, Dyeing and Pressing
 Construction Industry
 Cotton Textile Industry
 Hotels and Restaurants
 Job Foundries
 Job Machine Shops
 Laundry Industry
 Retail Trade

32. See Appendix B.

33. Lyle Spencer, "Finding the Right Job", This Week section of Sunday St. Louis Globe-Democrat, (A series running through March, April, and May 1940.

written about jobs or discussions on occupations; a three-volume dictionary of occupational titles has recently been released by the Job Analysis and Information Section, Division of Standards and Research of the United States Employment Service.³⁴ Other occupational information has been assembled by school systems, fraternal organizations and private research agencies as Science Research Associates.

Studies have been made available for use on a few occupations in Philadelphia.³⁵ Reference material is listed in Philadelphia so that it can be consulted readily by applicants. In St. Louis the Worker Analysis Section has prepared an index of 1,800 occupations in St. Louis open to inexperienced youth. These occupations include 1,400 in manufacturing industries, 177 in wholesale and retail and the remaining occupations are listed as miscellaneous industries. The Junior Consultation Service in New York City, a division of the state employment service although not included in this study as cooperating with schools, provides the young people with reading lists from libraries with instructions to go over carefully before returning for further interviews.³⁶ They suggest developing a circulat-

34. United States Employment Service, Dictionary of Occupational Titles. Washington: Government Printing Office, June 1939, Volumes I, II, III.

35. Occupational studies in Philadelphia include: Dental Mechanics; Leather Making; Printing Trades; Trend of Clerical Opportunities for High School Graduates in Large Establishments.

36. Ohman, Hazel, "Library Service for Employment Offices", Employment Service News, 3:10-12, (May 1936).

ing library on occupational information or a centralized collection of this material in the public library system. The employment service has been preparing bibliographies on occupations or vocations.

Lectures and discussions are used to provide occupational information. Philadelphia provides special discussion groups of unemployed young people to discuss economic problems and for talks by various employers. A series of vocational guidance talks to furnish occupational information has been conducted by the Pawtucket employment security field office.³⁷ These talks are given by employers of various trades and professions in the community who are willing to help the youths in the community.

In the schools addresses and discussions are given on occupational information. The employment service in the state of Connecticut reported that they addressed graduation classes throughout the state. In San Francisco representatives of the junior division gave talks to the high school senior groups. By the agreement between school counselors and counselors of the state employment service in Chicago, the school counselors conduct meetings in assemblies and class rooms for occupational information with the aid of state counselors.

Training Facilities. It is not the task of the employment service to conduct vocational training programs

37. Francis X. Sutton, "Vocational Guidance for Juniors", Employment Security Review, 7:19, (May 1940).

but the service can participate in such programs in at least three ways: by making known the vocational training needs of the community and contributing its knowledge of industrial and occupational requirements to the planning of training programs and facilities; by selecting or assisting in the selection of students to be trained; and by handling the placement of those who have been trained.³⁸ Community beginnings have been made by local employment offices in cooperation with other agencies in developing training facilities in particular occupations and in securing further training for workers who have lost skill during unemployment.³⁹

In Philadelphia speed classes in shorthand, typing, and office machine work has been started by the public schools at the suggestion of the placement service and many applicants registering for office work are referred by counselors to those classes in order that they might have an opportunity to increase their proficiency.⁴⁰ Letters were written other applicants suggesting enrollment in the evening schools.⁴¹

The Hadley Vocational School in St. Louis provides facilities for increasing skills in typing and shorthand

38. Atkinson and others, op. cit., p. 387.

39. Ibid. p. 388.

40. U. S. Children's Bureau, op. cit., p. 65.

41. Ibid., p. 64.

where applicants may be referred by the junior division.

If further training is necessary before applicant is eligible for employment, a tentative program is outlined and the applicant is referred to the Opportunity School where all training facilities are available.

Trade training facilities have been provided by the Connecticut State Apprenticeship Council appointed in 1938 by the Commissioner of Labor. The organization is composed of three representatives of employers, three of employees, and four of public agencies including the state employment service, National Youth Administration, trade and industrial training, and State Labor Department.⁴² The program is designed to facilitate the joint cooperation for providing information on apprenticeship to all interested groups and to coordinate these activities within the state in an effort to correct the maladjustment that three-fourths of the young people in Connecticut are untrained for any skilled occupation. Agreements specify that the apprentice must be at least 16 years of age, the apprenticeship period should not be less than two years, related and supplementary instruction for at least 144 hours per year shall be provided in addition to training on the job, and at the beginning of apprenticeship period the apprentice shall be paid not less than 25 per cent of the rate paid journeymen

42. "State Apprenticeship Council Program", Monthly Bulletin of Placement and Unemployment Compensation Division. Hartford, Connecticut: Research Division of Department of Labor, 3:2, (July 1938).

with wage rates to be increased periodically thereafter to average 50 per cent of prevailing wages.⁴³ Applicants are referred from the employment service for apprenticeship training.

Apprenticeship training is also available for youth in Pasadena through the vocational education department of the city schools and the Junior College Employment Bureau of the Pasadena City Schools. Young men are working as apprentices in the skilled trades as auto mechanics, carpenters, plumbers, and electricians. Each apprentice attends school four hours each week where he receives technical instruction pertinent to his job.

Plans have been made in Philadelphia by the schools, employers, employment service and social workers for apprenticeships.

Another type of training has been provided in Nebraska for household employees. In Omaha a training course is provided by the adult education department of the Omaha public schools. The Young Women's Christian Association supplies the space and part of the expenses of the course. The course is planned to cover six weeks of 18 hours each of training in all phases of housework. In Norfolk the project is under the supervision of the Department of Recreation of the Works Progress Administration, the manager of employment office, and the interviewer of the service division. A

43. Ibid. p. 3.

series of 12 meetings are planned for the purpose of developing household skills and desirable personality traits. The meetings were scheduled for Thursday afternoons in the service room of a public utility company with leaders selected from employers, business men, and other interested persons. In Columbus the National Youth Administration supervisor is the chief sponsor for the household club. In Fremont the president of the Business and Professional Women's Club assumes major responsibility for the program of 12 weekly meetings followed by a social hour for maids registered at the employment office.⁴⁴

The employment service should recognize the need for training and provide information about where it can be secured. It was stated in correspondence that many applicants are recommended and do return to school each year on the advice of a junior counselor.

Job Opportunities. Information about employers or job opportunities may be available by the Chamber of Commerce. It is known from conference that service organizations as Rotary and Kiwanis Clubs furnish information about job opportunities. Lectures and discussion groups that provide occupational information also provide information on job opportunities. Especially is this true when the discussions are held in the school room by placement

44. Nelson, Zelda L., "Nebraska Promotes a Club for Household Employees", Employment Service News, 5:13-15, (November 1938).

officers or counselors as relating specific jobs available are of much interest to students according to a junior placement officer. The card index of 1,800 occupations available to young people that was prepared in St. Louis is also a source of job opportunities.

Community Resources. Information about community resources available to youth is needed by the counselor for the counseling of the applicant. The employment service in St. Louis has made a survey of agencies for youth and compiled the information into a directory entitled "A Guide to Agencies Offering Service to Youth in St. Louis and St. Louis County". The Works Progress Administration in St. Louis has issued an index of community educational facilities in St. Louis available for youth. These directories are valuable references for community resources. Information about the training classes provided by the National Youth Administration and the adult education classes provided by the Works Progress Administration in the community is of value in counseling youth.⁴⁵ Other information about local conditions is gained by counselors visiting workers employed, establishments where they are employed, schools where they receive their training, and through use of questionnaires and analysis of census material.⁴⁶

45. Betty and Ernest K. Lindley, A New Deal for Youth--The Story of the National Youth Administration, The Viking Press, (1939), p. 68-108.

46. U. S. Children's Bureau, op. cit., p. 62.

How to Apply for Work. Information on how to apply for a job and make personal contacts may be given individually, by use of a pamphlet or by group discussions and demonstrations. Nebraska City has prepared a pamphlet for use in their office on how to apply for work to be given to applicants. In the special discussion groups in Philadelphia demonstrations are given on how to conduct interviews by using the applicants in the demonstrations. In St. Louis a class was conducted at the Young Women's Christian Association to give advice to girls on personal appearance, business conduct and how to apply for work. The class was sponsored by the junior division of the employment office and the Young Women's Christian Association. The employment service planned the content of the course with an instructor provided by the Works Progress Administration.

Maintenance of Relationship with Counseling Service.

Information on maintaining contacts with the counseling service before placement is given in pamphlet form in some centers. A pamphlet for giving instructions to applicants concerning their relationships with the office is used in St. Louis. The Denver Occupational Adjustment Service issues a pamphlet for distribution to applicants on their relationship to the service.

Maintaining relationships with the service after placement includes follow-up counseling. The counseling given on follow-up adjustment problems is one of the most difficult

phases of counseling and has great bearing on the total contribution of the counseling division according to a junior counselor.

LIMITATIONS OF A COUNSELING SERVICE

The guidance programs of some junior offices are restricted almost as much by the training and experience of the counselors who carry on these programs as they are by the limited time available for interviews.⁴⁷ Quality of service is seriously sacrificed when efforts to give some service to all applicants result in insufficient time for counseling and for contact with employers and community agencies.⁴⁸ In regard to training the ability of the junior counselor himself is the key to the effectiveness of the service that the office renders to junior applicants.⁴⁹

The two most significant limitations now apparent in establishing a counseling division are in size of budget and availability of persons trained for professional counseling activities.⁵⁰ Lack of trained personnel for guidance work is a limitation reported by letter from Connecticut.

47. U. S. Children's Bureau, op. cit., p. 60.

48. Ibid.

49. Ibid.

50. United States Employment Service, A Counseling Program for Public Employment Offices, op. cit., p. 48.

Guidance within the employment offices of this state has been limited to the ordinary guidance relationship which exist in any employment interview as we do not feel that our interviewers have sufficient training to handle this highly professional type of work.

Pasadena reports that their personnel is not sufficient in number to carry on their current work. Correspondence and conference provides evidence that many other cities realize the need for specialized junior counseling and placement services but limited funds prevent the additional personnel necessary to work with youth.

SUMMARY

As the average individual evaluation in terms of choice of vocation cannot be made until high school age and as more than one-third of youth 16, one-half of those 17, and three-fourths of those 18 years of age are out of school, vocational guidance in terms of employment counseling for out-of-school youth is recognized as a service of employment offices. The joint efforts of schools and employment offices are necessary for counseling and placement of youth during the transition period from school to work.

A counseling service should logically function as a service which provides assistance in solving the counseling problems of juniors. Findings of the St. Louis survey indicate that nearly half of the juniors present counseling problems. Of the problems 43 per cent relate to the securing and holding of a job and 34 per cent relate to the choice of a vocation. Other problems constitute those

related to need for vocational training and aid of other agencies. Follow-up is an essential part of counseling which involves a youth's adjustment to a job after he has worked.

The process of counseling is divided into two classifications--obtaining information and giving information. The major portion of information is generally secured by interview or consultation with information verified and supplemented by records and reports and by use of tests. On the basis of information and impressions gained from interview multiple occupational classifications are made subject to change. Registration cards are filled out by applicants in St. Louis by the junior placement service in Philadelphia and by the schools in Chicago. School records and employer references provide supplementary information. Other information is obtained in Cincinnati by use of individual conference report, teacher rating blank, and a personal interest blank. Medical examinations are given in Philadelphia. At the request of follow-up invitations applicants that are working report at evening office hours for consultation in Philadelphia and San Francisco.

The most widely used tests are in typing and shorthand which are graded for both speed and accuracy. The Minnesota Clerical Aptitude test is the most frequently used test for determining clerical aptitudes. Mechanical aptitudes are generally determined by the Minnesota Spatial Relations and the Minnesota Rate of Manipulation tests. The

typing and shorthand tests are sometimes given with the aid of school facilities.

In giving information essential in counseling, written materials and group services are of much value to supplement the individual conference. A large amount of material is available on occupational information. Philadelphia and New York City have collected this material so that it is readily accessible by applicants. Lectures and discussion groups provide other sources of occupational information.

To make known the need for training and to refer applicants to training facilities are tasks of the employment service. In Philadelphia public schools offer speed classes in typing, shorthand and office machine work and in St. Louis the Hadley Vocational School provides facilities for brushing up on stenographic skills. In Denver the training facilities of the Opportunity School are available. Apprenticeship training is available for referral from the employment office in Pasadena, Philadelphia and in the state of Connecticut. A club for training of household employees in Nebraska has created interest on the part of both employers and employees.

A few directories and indices have been compiled as references for community resources. "How to apply for work" is given in pamphlet form and by demonstrations in discussion groups. Emphasis in regard to securing and holding a job is not in the same proportion to the counseling program as the problem is to the total number of counseling

problems presented by junior applicants. Relationships of applicant to the counseling service before and after placement is included in the information given.

The limitations of the counseling service are due to the size of the budget, the insufficient number of personnel, and the lack of available persons adequately trained for the professional type of guidance and counseling work.

The next chapter discusses the school and community relationships in placement that are established by the existing cooperative programs included in the purpose of the study.

CHAPTER V

SCHOOL AND COMMUNITY RELATIONSHIPS IN PLACEMENT

Vocational guidance, as defined by the National Vocational Guidance Association in 1937, is the process of assisting the individual to choose an occupation, prepare for it, enter upon and progress in it,¹ thus placement is recognized as a principle of vocational guidance. But placement as mere 'job-getting' is not an educational function.² Placement means more than finding a job, it means the selection of both the job and the youth trained to take it, together with follow-up to insure successful adjustment with consequent advancement in that job.³ Placement is the goal in the occupational adjustment of youth toward which guidance and counseling are directed.

In order to accomplish the occupational adjustment of an individual satisfactorily, it is necessary: first, to make a careful analysis of his skills and characteristics; second, to make an analysis of the requirements and possibilities of work opportunities; and third, to set up a procedure for the placement of the individual in the position for which he is best qualified.⁴

-
1. Harry D. Kitson, "Trends in Vocational Guidance", in Edwin A. Lee, Objectives and Problems of Vocational Education. New York: McGraw-Hill Book Co., 1938, p. 261.
 2. William M. Proctor, Educational and Vocational Guidance, New York: Houghton Mifflin Co., 1925, p. 258.
 3. Benjamin W. Johnson, "Trade and Industrial Education", in Lee, Objectives and Problems of Vocational Education, op. cit., p. 194.
 4. National Educational Association, Implications of Social-Economic Goals for Education, (A report of committee on Social-Economic Goals of America), 1937, p. 73.

There is a difference of opinion as to whether placement is to be a function of the schools or of the employment service.

The transfer of youth from school to employment is fundamentally an educational service and as such should be under supervision of society's educational agency.⁵

Others believe differently for in bridging the gap between school and work, the public employment service is in a strategic position to carry on where the schools left off as school administrators are beginning to realize that vocational guidance or counseling does not go far enough to be of decisive benefit to the student and that placement is the next logical step which is the responsibility of the employment service.⁶

The number of public employment services with full-time junior placement offices is considerably greater than the number of public school systems with such offices for the year of 1936. Of the 903 replies received by the Children's Bureau to the 935 questionnaires sent to superintendents of public-school systems in cities of 10,000 or more, only 21 reported full-time junior placement offices with at least one full-time junior counselor. In the 645 public employment offices which were operating in cities of 10,000 population or more, 51 reported full-time junior

5. George E. Myers, The Problem of Vocational Guidance. New York: Macmillan Co., 1928, p. 170.

6. Walter F. Simon, "Carrying on Where Schools Left Off", Employment Service News, 6:4, (Oct-Nov. 1939).

placement offices with one or more full-time staff member for juniors.⁷

These data indicate that although both the public schools and the employment services include placement as a responsibility, the employment services in assuming this responsibility have provided more than twice as many full-time junior placement offices as the schools. Whether the schools or the public employment offices are to assume the major responsibility for the placement of young people must be determined by practical considerations in each community, but in either case, success depends upon the fullest cooperation between both of these agencies.⁸ Edith Duff Swinn, Special Assistant, Junior Employment Service of the School District of Philadelphia, gives the reasons why the junior employment service should be an integral part of the school system closely cooperating with the public employment service.

In view of the unusual problems facing the young people of today, it is imperative that a junior employment service be more than a placement agency in the literal sense. Since in most cases there is a considerable delay before work is found for young applicants, the service should attempt to keep up their morale during this period by providing for further training and morale-building activities wherever possible, and by helping young people to understand themselves and their relation to the economic

7. U. S. Children's Bureau, Publication No. 256, Junior Placement. Washington: Government Printing Office, (1940), p. 5-9.

8. Persons, W. Frank, in Foreward of Employment Service News, 2:2, (May 1935).

order into which they have been thrust. As much of this program is educational, it is fitting that it should be an integral part of the school system cooperating closely with the public employment service and social agencies.⁹

This chapter shows the relationships of the junior placement service with the schools and other community agencies in the placement program of the cities included in the scope of this study.

SCHOOL RELATIONSHIPS

Organization. The junior services included in this study, as to organization, are grouped into three classifications, namely, the complete placement plan, the coordinated plan, and the alternative plan. In each plan the junior service has different relations with the public schools.

The junior employment services classified as complete placement plans originated as school placement agencies and later affiliated with the state employment services under provisions of the Wagner-Peyser Act. As independent agencies they fulfill all phases of placement procedure, are under the supervision of both the superintendent of schools and the director of the state employment service, and supported by local funds matched with federal funds. The personnel is selected according to standards and salary schedules of the board of education in Philadelphia and

9. Edith Duff Gwinn, "Pioneering in Junior Employment Work", Employment Service News, 2:3, (May 1935).

Providence which are in excess of the minimum requirements of the state employment services. In Philadelphia the service is conducted through a central administrative office with employment offices in four vocational schools. The complete placement plan of junior employment service is in operation in Philadelphia, Providence and Los Angeles.

The Denver Occupational Adjustment Service, a complete placement plan, is organized by a "gentlemen's agreement" between the public schools, state employment service, and the National Youth Administration under the administration of a council. The faculty members and the coordinators of the Emily Griffith Opportunity School are regarded as specialists for consultation in their respective vocational fields. The Occupational Adjustment Service is located in the Opportunity School building to be easily accessible to vocational training facilities with branch offices in each high school.

The coordinated plan of junior service is in operation in Chicago, Cincinnati, St. Louis, Seattle. Kansas City is formulating an agreement similar to the Chicago plan for cooperative functioning to be in operation soon. The characteristic feature of the coordinated plan is that the schools furnish some units of personnel in the junior division of the state employment service or there is a working agreement between the schools and the employment service for the coordinated function of some phase of placement procedure. In Chicago an agreement exists between counselors

in the schools and the special staff members for junior workers in each of the separate adult divisions of the employment service to provide closer cooperation.

In Cincinnati the school provides two of the six counselors to register graduates and drop-outs of public high schools. The counseling service in Cincinnati is responsible for registration only which also includes counseling and testing services. In St. Louis and Seattle the schools furnish junior counselors in the junior division office of the state employment service to assist in working with young people and to cooperate more closely with the schools.

By the alternative plan, represented by Omaha and San Francisco, the schools receive pamphlets, reports and other data on employment conditions from the employment service in exchange for school data on applicants that are of value in counseling and placement. The schools do not aid financially or supply any staff members by the alternative plan. This type of cooperation, alternation of information, is the most widely used plan.

Registration Procedures. Filling out a registration card for applicants may be done by the schools, by the employment service or by the applicant. Chicago is the only instance reported where registration is completed in schools.

From the statement of agreements for placement of junior workers in Chicago, the functions of the school counselors with respect to registration of high school

graduates or drop-outs are: to interpret the purposes of registration; to conduct preliminary group registrations; from registration interviews to indicate tentative occupational classification, observable traits, physical defects and other relevant information; and to obtain transcript of grades and vocational test results with teacher's evaluation of student on reverse side as part of registration record. A duplicate of all registration records completed in the schools within six weeks of end of the semester is forwarded to the registration office in the district indicated by the student's address. The registration offices, toward end of semester, send letters of appointment to each student for whom a registration card has been made out in school and grant him a reinterview for the purpose of laying a groundwork for future relationships and to obtain such additional information as may be necessary for classifying his record according to the occupational code. If at this reinterview the counselor detects need for more intensive guidance, arrangements are made for referral to the counseling and testing section. For the applicants that are placeable, the special junior staff in the registration offices forward their registration cards to the central placement office so that they are available for placement.

In the registration procedures where either the junior employment service or the applicant fills out the registration card, the school's relationships are limited to

supplying the necessary information of their relations with applicant to the employment service. In Philadelphia this information is sometimes sent before registration, although in most cases the information is sent after registration on request.

In Philadelphia a number of the junior and senior high schools fill out the school record, personality ratings, and other information on the reverse side of the registration cards and mail them to the junior employment service; other high schools furnish the same type of information after the pupil is registered with the employment service. The division of commercial education supplies information regarding results of typing and shorthand tests taken by students. Objective data regarding mental qualifications of applicants furnished by services of a psychologist are available to the employment service through the Division of Special Education and physical fitness for jobs as determined by a doctor is obtained from the Division of Medical Inspection. Personal data and work history are filled out by the junior employment service. The usual procedure indicated by most offices in securing school records is by mailing a school record report form for each applicant after registration to the schools to be filled out and returned. In St. Louis where a self-registration work sheet is used, this school information serves verification purposes.

The procedures followed in the schools by the employment counseling program in Cincinnati in preparing records and counseling of students are as follows:

1. Conference with principal to arrange general plan.
2. Conference with school administrator to arrange details.
3. Conference with teachers.
 - a. Group meeting, when possible.
 - b. Mimeographed statement, if necessary.
 - c. Individual conferences, with those most concerned.
4. Dividing group as to those wanting work and college by use of school records and other available information.
5. Meet with work group
 - a. To explain method of filling in questionnaire.
 - b. To explain use of teacher references.
 - c. To explain the counseling program.
6. Prepare records of students.
 - a. Questionnaires from students.
 - b. Grades
 - c. Psychological tests, when available.
 - d. Summarize school record.
 - e. References from teachers.
7. Individual conferences with work group.
 - a. To help them decide on their future work.
 - b. To give information about job opportunities.
 - c. To find skills and talents to "sell" employer.
 - d. To discuss personal matters which affect job-seeking.
 - e. To guide them toward further training if necessary.
 - f. To help them learn how to go about getting a job.
 - g. To assist them in their initial contacts with the Ohio State Employment Service.
 - h. To keep in touch with them after they secure a job for purpose of assisting them to make adjustment.
8. Promote their welfare in placement department of employment service by furnishing information about the senior.

9. Individual conferences with college group with records not indicative of college ability and those referred by other school administrators.

Tests have a place in the registration procedure for placement and are often given in the schools. Junior counselors may consult test scores to check applicant's statement of ability and counselor's impressions.

Some of these tests were trade or achievement tests designed to show the degree of skill that the applicant had already acquired in trade processes and in clerical work, and they were used chiefly in connection with the immediate problem of job placement.¹⁰

In Connecticut some schools request the employment service to give typing and shorthand tests in the schools for a rating of the students. Chicago includes in the registration procedure typing and shorthand tests for those eligible, with three and four semesters of work respectively, and if more than 50 candidates are eligible in any school, the tests are conducted in the schools by the employment service. In Denver the routine testing of typing and stenographic applicants is conducted by groups from three to five on Thursday afternoons in a room of the Opportunity School. A business college in Lincoln provides the employment service with the use of their facilities for giving the typing and stenographic tests.

10. U. S. Children's Bureau, op. cit. p. 23.

Some junior counselors have made arrangements with outside agencies, such as Y. W. C. A., schools, and typewriter companies, for testing typists and stenographers. Such trade tests are valuable both for selecting those who are qualified and for indicating those who should be counseled.¹¹

The interview, reinterviews, and references, as part of registration procedures, have but little relation to the schools. The extent of school responsibilities in these procedures is limited to making appointments for interviews at the employment service for students while in school.

EMPLOYER RELATIONSHIPS

Employer Contacts. In the placement of inexperienced young people particular attention is given to building up employer contacts not by simply interesting employers in using the service but by stimulating them to provide opportunities for the inexperienced.¹² What needs to be done by the employment service is not office work, not registration of applicants, not preparation of reports but field work and according to Simon there is a shortage of this most essential element--an adequate personnel to do the field work.¹³ Job openings usually increase in proportion to the

11. Raymond C. Atkinson, Louise C. Odencrantz and Ben Deming, Public Employment Service in the United States. Chicago: Public Administration Service, 1938, p. 382.

12. Ibid. p. 384.

13. Simon, op. cit. p. 4-5.

adequacy of the employer visiting program.¹⁴ By employer interviews made as part of a study of junior applicants in Springfield, Massachusetts, the value of field work was brought out and the importance of constant contact between the office and the employers stressed.¹⁵

The purposes of field visits, which may be emphasized according to circumstances, are:

1. Making the employment service known to employers,
2. Soliciting job openings, and
3. Securing information on employer requirements, specifications for workers, working conditions, etc.¹⁶

The advantage for using regular interviewers as personnel for field visitation is said to be that as a result of first hand knowledge of occupations, they are better equipped to discuss openings. Interviewers need the contact with employers to understand job requirements and preferences of employers.¹⁷

In Philadelphia the morning office hours are reserved for interviewing; the employment counselors spend the after-

14. National Youth Administration, Elements of Junior Placement Procedure. Washington: National Youth Administration, (Mimeographed), p. 60.

15. Amy Hewes, "A Study of Junior Applicants in Springfield, Massachusetts", Employment Service News, 5:17 (November 1938).

16. National Youth Administration, loc. cit.

17. Atkinson and others, op. cit., p. 313.

neons in visiting employees and making contacts with schools and social agencies. In Omaha the employer contacts are made by regular high school coordinators. In Denver field visits are scheduled a week in advance. Field visits are coordinated with the adult division to avoid duplication of visits by other staff members so that the maximum benefit will be derived by the employment service.¹⁸

The better offices record information obtained through field visits relative to detailed job descriptions, age and educational requirements, and promotional possibilities as one of the most important sources of occupational information for the junior counselor.¹⁹ Form letters of solicitation and telephone soliciting are other methods of informing employers about the services of the placement office.

Publicity. In addition to field visitation a variety of methods of publicity are utilized in the promotion of the employment service. Publicity is secured through use of the local press for news stories of a semistatistical or human interest nature.²⁰ However newspaper publicity is not recommended unless it is carefully phrased by the employment office instead of reporters.²¹

18. National Youth Administration, op. cit., p. 61.

19. Atkinson and others, op. cit., p. 384.

20. Ibid. p. 321.

21. National Youth Administration, op. cit., p. 69.

Radio broadcasts are sponsored by many employment services to give the community an understanding of their work. A radio survey was made by questionnaires to learn the extent and nature of employment service radio promotion.²² As of March 15, 1939, 42 states returned questionnaires with five reporting no programs. The programs vary from spot announcements, irregular and regular programs on interviews, skits, job openings, and other types.

Other methods of publicity are discussed by Atkinson, Odencrantz, and Dering. State conventions, club meetings, and Chamber of Commerce sessions provide occasions for talks to employers.²³ Direct mail advertising is of value if intelligently used and other advertising media include pamphlets, bulletins, blotters and cards.²⁴ The employment service in Indiana publishes a monthly labor review with emphasis on topics of interest to business men which is sent to several thousand employers.²⁵ State and county fairs, industrial expositions, trade association meetings, and similar occasions offer an opportunity for exhibits. An employment office in miniature was displayed during San Diego exposition. The Missouri State Employment Service

22. "Radio Survey", Employment Service News, 6:6-13, (May 1939).

23. Atkinson and others, op. cit., p. 332-334.

24. National Youth Administration, loc. cit.

25. Atkinson and others, loc. cit.

exhibited material and appeared on the program at a "Vocational Guidance Day" for district high school seniors and teachers which was held at Northeast Missouri State Teachers College, Kirksville, Missouri.

Employers' Orders. The procedures followed in receiving and filling employers' orders for junior applicants are of concern only to those junior divisions functioning as placement units. The counseling service as in Cincinnati has little or no direct contact with employers in receiving or filling orders.

Employers' orders are received by the junior division either directly from the employers, by transferral from the adult division, or by transferral from schools. Order-taking is recommended as a function of experienced interviewers who know the information essential as complete and accurate information about job openings is as essential to placements as adequate registration records.²⁶

The needs and protection of the applicant deserve consideration. The counselor must judge each opening by the wages, hours, and duties outlined by employer and other considerations as sanitation, policies of overtime work, and general character of surroundings to protect applicant from unsuitable working conditions.²⁷

26. Atkinson and others, op. cit., p. 327-328.

27. U. S. Children's Bureau, op. cit., p. 81-84.

The need for special investigation of many job orders for juniors to protect against violation of labor laws and moral or physical hazards is recognized as an important responsibility of the junior division.²⁸

The placement division in Chicago provides a special staff to guard the interests of juniors, review work orders, and assist in selection of young workers.

In the selection of applicants, the first process, known as initial selection, involves a brief inspection of the records of a fairly large group of registrants from the files of a specified occupation and allied groups to locate those who might be qualified to fill the order. The second or final selection, involves a careful examination of the entire registration record of each applicant qualified to consider not only specifications of the order but the special interests of the applicant and the opportunities the job holds for him.²⁹ The special placement interviewer in Chicago is responsible for reviewing the registration card classification for school graduates to tabulate special characteristics most frequently appearing in employers' orders. It is the policy of most employment offices to make selection from registration files and to eliminate spot placements.

28. Roswell Ward, "That we Have Learned About Junior Placement", Employment Service News, 5:6, (March 1938)

29. U. S. Children's Bureau, op. cit., p. 85-88.

"Spot placement"--selecting applicants from the waiting room--is a method formerly used but is now discouraged because it encourages loafing and idle waiting; it gives preference to those who live near or entails extra carfare by applicant; it discourages use of office by better type of applicants; and tends to restrict the service to casual workers.³⁰

If a qualified applicant is not available in the files the office may clear orders with other placement offices. In the Denver Occupational Service the chief of the placement division is responsible for clearance which is made either with or by the Opportunity School or the senior office of the Colorado State Employment Service. In Cincinnati the counselors, who are not responsible for placing individuals, assist the adult placement department to select young applicants to be referred on jobs.

Ordinarily when applicants are notified they are requested to report immediately to the placement office for a reinterview before referral to see an employer. This reinterview serves the purpose of rechecking qualifications for final selection; and for special counseling by informing the applicant about requirements of the job and coaching him for his interview with the employer.³¹ A referral

30. Atkinson and others, op. cit., p. 332-333. National Youth Administration, op. cit., p. 91.

31. U. S. Children's Bureau, op. cit., P. 92-93.

card given to applicant serves as an introduction to employers for an interview.

Verification of referrals to employers is made by counselors to ascertain whether applicant is acceptable or whether the opening is still unfilled and the employer wishes to interview other candidates.³² Placements are verified through employers or, if not feasible, through applicants. A return franked post card is provided by the United States Employment Service to introduce applicant and after the interview the employer is asked to indicate if applicant has been hired and mail the card back to the placement office.³³

Follow-up of placements is different from verification of placements. Concern of the progress and adjustment of the applicant on the job is characteristic of the junior placement office and is the principal purpose of follow-up.³⁴ Follow-up also constitutes a valuable source of information for counselors about policies and attitudes of employers and job specifications for beginning workers.

Follow-up and Research Studies. Follow-up studies of applicants provide information of value to the employment office and the schools for guidance purposes. Annual

32. Ibid. p. 94.

33. Atkinson and others, op. cit., p. 339.

34. U. S. Children's Bureau, op. cit., p. 96.

follow-up studies are made in Philadelphia. San Francisco compiles information obtained from a three-month follow-up blank. In Providence the school counselor who has known the applicant three years and the junior placement office cooperate in making follow-up studies of each class at one, three, and five year intervals.

Besides regular activity reports and follow-up studies, research studies are made that give additional occupational information to the employment service and the schools.

Typical research studies that have been made are: "An Investigation to Determine a Correlation of Subjects Taken in School and Employment Classification in the Junior Division of the Nebraska State Employment Service", Omaha, Nebraska, 1938; "Lines of Occupational Opportunity and Needs of Secondary School Training as Seen by Managers of State Employment Offices" by Division of Research of Connecticut State Department of Education, May 1940; and "An Analysis of Girls' Commercial Placements" made in 1939 by the Junior Division, State Department of Employment, San Francisco, April 1940.

COMMUNITY RELATIONSHIPS

National Youth Administration. The National Youth Administration has done much to stimulate the interest of state employment services in the guidance and placement of juniors and to establish special services for them. Perhaps the greatest contribution has been in cooperating with state employment services by temporarily providing personnel

for junior placement offices. These relationships are discussed fully in Chapter III. The state directors of the National Youth Administration have carried out training programs sponsored by public and private agencies to which junior applicants may be referred. These training programs are mentioned in the preceding chapter. Work projects of the National Youth Administration provide a source of pre-employment training and try-out experience for unemployed young people with earnings that will condition applicants for placement.

To carry out the various relationships with the National Youth Administration, the junior counselors must:

1. Be familiar with eligibility requirements for employment on NYA projects.
2. Have a working knowledge of the types of experience and training offered on local projects and the values of each.
3. Register and refer to the proper authority those eligible for NYA project employment.
4. Notify the local NYA office that an applicant referred by it to the employment office actually did report at the office.
5. Keep in touch with and record the progress of those employed on projects as a basis for referral to private employment.
6. Notify the local NYA office when a worker employed on a project has been referred to a private job, with the result.
7. Advise proper NYA authorities of the current employer demands and requirements so that projects may be instituted or adapted for those needs.³³

33. National Youth Administration, op. cit., p. 119.

Civilian Conservation Corps. The Civilian Conservation Corps provide through their projects work experience for applicants at the employment office which in turn may refer unemployed young men to Civilian Conservation Corps authorities for enlistment.³⁶ As the major objective of Civilian Conservation Corps training, which is to build up the skills and earning capacity of enrollees so they can find permanent and useful employment after they leave the Corps, is similar to the interests of the United States Employment Service, it is recommended that these two agencies develop cooperative procedures to share information.³⁷ The opinion of the director of the Civilian Conservation Corps is that there should be developed a flow of appropriate information on the record of the service of each enrollee from the Civilian Conservation Corps to the local employment offices serving the communities to which the enrollees except to return or have returned.³⁸

Nine Oklahoma camps cooperate with the junior placement service. Camp officials cooperate with the employment agencies by supplying them with as complete information on each enrollee as possible in order to facilitate placement of these men in permanent jobs.³⁹

36. Ibid. p. 122.

37. Robert Fechner, "The CCC and the Employment Service", Employment Service News, 6:3-4, (May 1939).

38. Ibid.

39. Ruth Turner, Status of Business Education in the Oklahoma Civilian Conservation Corps Camps, (Unpublished Master's Thesis), Stillwater, Oklahoma, 1939, p. 35.

The Civilian Conservation Corps enrollees offer a placement problem to the employment offices as 42 per cent have never had any previous work experience and the remaining 58 per cent lack experience necessary to be regarded as useful training. Of the 300,000 enrollees, 90 per cent are between 17 and 25 years of age, the other 10 per cent are veterans in special camps, and from a survey of camps there are 30 to 75 different opportunities for training toward jobs in industry or agriculture.⁴⁰ The Civilian Conservation Corp is also developing job descriptions which should be of benefit in developing a cooperative program with the employment service.

Young Men and Young Women's Christian Associations.

Previous discussions mention the availability of the Young Women's Christian Association educational facilities for use by applicants of the employment service for both training and retraining. Recreational facilities are in demand by unemployed young people. In some communities plans have been made with the Young Men and Young Women's Christian Associations whereby unemployed applicants go daily to enjoy wholesome outlets for youthful energy and develop interest in hobbies and spare-time activities.⁴¹

Another type of relationship with the Young Men's Christian Association has been developed in Lincoln. Every

40. Ibid. p. 5

41. National Youth Administration, op. cit., p. 122-124.

year the Young Men's Christian Association through the Hi-Y and Lancaster County high schools conduct a "Find Yourself" campaign to acquaint the boys with employment problems and give them some vocational guidance. The employment service assists in two ways: by helping to plan the program and give professional advice about the plans to be followed; and by meeting at the different high schools and hold discussion meetings on such subjects as how to get a job, how to hold a job, and how to advance on a job, personal analysis, job analysis, job opportunities, and other related topics. In addition the interviewers allot a certain amount of time for personal consultations with the youths.

Other Community Agencies. Wherever there are state or local councils on apprentice training, the junior placement service endeavors to establish close contacts with them to provide opportunity for referral of applicants. In the state of Connecticut, Pasadena, and Philadelphia applicants are placed as apprentices for training.

Many junior placement offices also keep in close touch with the agencies enforcing child labor and other labor laws and with officials issuing employment certificates.⁴² In states where there are labor laws regulating the work of minors with respect to hours of labor, hazardous occupations, and employment certificates, it is important to know that

42. U. S. Children's Bureau, op. cit., p. 132.

the law is complied with before referring applicants.⁴³ In the survey made by the Children's Bureau most offices refrained from placing young applicants on jobs offering conditions and wages below an established level of acceptability. Some offices reported to proper authorities conditions in violation of legal labor standards that came to their attention.⁴⁴ Counselors in Philadelphia are directly responsible for issuing the employment certificates required by their child-labor laws and thus required a proof of age by the applicants.

Rural Areas and Small Cities. The situation in rural areas and small urban communities create a need for an employment service. There is also need of vocational counseling of young persons starting their industrial careers and desiring to leave the community.⁴⁵ Prior to the beginning of 1939-1940 fiscal year very little was done by the states to meet this need.⁴⁶ Rural young people to obtain counseling services must seek it in larger city offices having counselors on their staffs or the service must be brought to rural communities by routing of vocational counselors.⁴⁷ In several states itinerant representa-

43. Atkinson and others, op. cit. p. 385.

44. U. S. Children's Bureau, op. cit., p. 120.

45. Atkinson and others, loc. cit., p. 129.

46. Stead, William H., "Itinerant Employment Services", Occupations, 18:376, (May 1940).

47. Atkinson and others, loc. cit.

tives have explained the functions of employment services to high schools and occasionally provide students with vocational counseling services, but as yet no systematic approach has been made to the problem of counseling rural youth.⁴⁸

Two experimental methods have been devised for providing rural youth with junior counseling and placement services. Cooperative relationships exist between New York State Employment Service and the Rockland County Public Schools to provide counseling and placement services to out-of-school youth who apply for assistance to a junior counselor at Nyack, New York.⁴⁹ The junior counselor visits each of the seven high schools for two hours once a week; visits employers in the locality; receives from schools personal data concerning each applicant; and returns monthly placement reports and follow-up reports of county resident pupils.⁵⁰

According to a cooperative agreement between Maryland State Employment Service and the State Department of Education, in four areas, Frederick, Cumberland, Salisbury, and Elkton, the county school boards and the local employment offices cooperate under this agreement.⁵¹ All schools send

48. Stead, loc. cit.

49. Ibid.

50. Ibid.

51. Ibid.

preliminary registrations on graduates and drop-outs to the placement office by March 1, and counseling and placement interviews are made before school is out while in the meantime job openings are sought from employers. Monthly activities and follow-up reports are sent to the schools.

COORDINATION OF YOUTH-SERVING AGENCIES

Since June 1936, fourteen states have voluntarily organized councils of youth-serving agencies to function as a clearing house, to foster a better understanding of common problems and to stimulate joint efforts to solve them.⁵² The agencies participating in these councils are: state departments of education, federal and state employment offices, state universities and colleges, state apprentice-training committees, Civilian Conservation Corps, National Youth Administration, Works Progress Administration and 4-H Clubs. The fourteen states are: Arkansas, Indiana, Iowa, Kansas, Kentucky, Massachusetts, Minnesota, Missouri, Nebraska, North Carolina, North Dakota, West Virginia, and District of Columbia.⁵³ The most successful council is in North Carolina.

North Carolina. From the interest developed in the detailed reports made available of visits of junior counselors from the employment office to various agencies in taking

52. John A. Lang, "Youth-Serving Agencies Cooperate", Occupations, 17:216, (December 1936).

53. Ibid.

inventory of community resources, the local councils of youth-serving agencies were organized. The objectives of the councils are as follows:

1. To survey available resources and services for youth in the community and to disseminate the results of such research.
2. To encourage youth agencies to plan their activities and to work together more closely.
3. To develop favorable local sentiment to provide adequate programs and services in the aid of the youth of the community.
4. To share with community youth agencies information on counseling, guidance, training, and placement activities in the aid of youth.
5. To encourage the registration of all youth at the nearest employment service office.⁵⁴

Ten such councils have been formed in North Carolina to meet the needs of each community with membership by the following agencies: Young Men's Christian Association, Young Women's Christian Association, Salvation Army, Department of Public Welfare, North Carolina State Employment Service, Family Service, educational departments of churches, public schools, and the Civilian Conservation Corps.⁵⁵

Local councils in Winston-Salem held a vocational conference for mid-term high school graduates with a speaker to discuss occupations, a film to show ways of applying for a

54. International Association of Public Employment Services, Twenty-Seventh Annual Convention, April 12-14, 1939, New Orleans, (Panel discussion on Guidance and Placement of Juniors, Mary Shotwell, original address on "Coordination of Junior Placement with Community Activities".)

55. Ibid.

job, and afterwards arranged personal interviews for students with business men and women. In Gastonia the council is sponsoring a skilled training program for textile work with supplemented federal funds to pay a teacher. In Asheville a committee is working with junior counselors to study the community and to interest employers in young people.⁵⁶

A series of studies of all occupations in the state, major professions and services were published in 1938, entitled, North Carolina Occupations by the North Carolina branch of the National Vocational Guidance Association.⁵⁷ Resident training centers sponsored by the National Youth Administration keep a progress record of workers and send them to junior counselors for a closer working relationship.

The aims of the state council, which meets quarterly, are to:

1. Stimulate the formation of other local councils.
2. Analyze and present to the public a picture of the services available to young people in need of education and employment.
3. Gather and make available for distribution through all these agencies occupational information on a local, state-wide, and even nation-wide basis.
4. Develop more practical training and work experience in connection with programs of education.
5. Encourage the extension of state-wide apprenticeship standards and in-service training courses.

56. Ibid.

57. Ibid.

6. Improve guidance facilities in all programs of youth training, and extend, as rapidly as the public purse will allow, junior placement centers.
7. Extend vocational training and guidance to rural youth as rapidly as possible.
8. Arouse public interest in North Carolina in meeting adequately the expanding need of young men and women.⁵⁸

Community Leaders. Jerome Bentley, program director of the New York City Young Men's Christian Association, points out the need for a community service of guidance or a coordination of all community services.⁵⁹ The essential point of guidance is not to advise but to help individuals help themselves, to treat them as persons, not as cases. In some instances it has been suggested that community councils might be the solution by the various agencies pooling their resources.⁶⁰

Much can be said for the schools serving as coordinators. Feldman says that the young people of the in-between group should be given vocational guidance and training beyond what is offered at present and it is up to the schools to establish centers where real training is given that will approximate, as closely as possible, actual conditions in industry.⁶¹ The public employment officer of the

58. Ibid.

59. Metropolitan Conference on Employment and Guidance, Seventh Annual Report, November 7-8, 1939, New York City, Occupations, 18:274, January 1940, (Jerome Bentley, Developments in Community Organizations).

60. Ibid.

61. Herman Feldman, "An Opportunity for Community Leadership" Employment Service News, 2:10-11, (December 1935).

community should encourage the organization of recreational courses to allow for personality development and to foster avocational interests.⁶²

Albright states that the employment offices, through their counseling services, are the logical centers for clearing information covering the work of all youth-serving agencies.⁶³

SUMMARY

Whether placement is a responsibility of the schools or the employment service is a controversial question, but in either case, success depends on cooperation between these agencies. The employment service has assumed this responsibility and have established more than twice as many full-time junior placement offices as the schools.

School relationships of the cooperative centers vary according to the type of organization. In the complete placement plan the schools assume leadership in establishing an independent agency affiliated with the employment service supported by matched federal funds and under the supervision of both sponsoring agencies. The personnel is selected by the standards of the schools which are higher than the employment service. In the coordinated plan the schools coordinate by furnishing some units of personnel or

62. Ibid.

63. R. Wayne Albright, "Vocational Guidance and the Employment Service", Employment Service News, 6:4, (January 1959).

by a functional agreement with the junior division of the state employment service in some phase of the placement procedure. By the alternative plan the schools alternate the exchange of information with the employment service without materially assisting in the operations of the junior placement service. In this plan the employment service assumes the leadership.

The schools in Chicago fill out the registration cards for the applicants. Where the registration cards are filled out by the junior placement service or by the applicants, the school's responsibility is limited to supplying data on applicants either preceding or following registration. Typing and stenographic tests are part of registration and are frequently given in the schools using their facilities.

Job openings usually increase in proportion to the adequacy of the field visiting program. Employer relationships through field visits have much value in interesting employers to provide opportunities to juniors and to secure information on job requirements. It is desirable that junior counselors make the employer contacts although in Omaha, the high school coordinators make the field visits. Methods of publicity that may be utilized are: News articles, radio broadcasts, personal addresses, and exhibits at public meetings.

Employer relationships through the service of receiving and filling of orders has much to do with the success of the junior placement service. It is essential to get com-

plete and accurate information on job orders, check orders for protection of youths, and select applicants to fill the order not only with specified qualifications but with special interests in the job. A reinterview is made with the applicant before referral to job to give job requirements and to coach for the employer interview. Referrals are generally through the employer.

Follow-up studies are made of graduating classes. Other research studies that have been made by the employment services are also of value to the schools.

The relationship of the National Youth Administration to the employment service has been in establishing the junior placement service by providing the personnel. Training and work programs, to which unemployed applicants are referred, are of value to both the success of the applicant and the employment service.

The Civilian Conservation Corps also provide projects whereby applicants may be referred to receive training and work experience. The Young Women's Christian Association provides both educational and recreational facilities for young people. The employment service assists the Young Men's Christian Association in Lincoln to give guidance on how to apply and hold a job. It is essential that the junior counselor has a working relationship with apprentice training councils, agencies enforcing child-labor laws and all other youth-serving agencies.

Relationships in the rural areas have recently been attempted for the counseling and placing of rural youth by itinerant services cooperating through the schools.

Youth-serving agencies have been coordinated in fourteen states for the purpose of sharing and distributing information on guidance and placement programs for the benefit of all youth in the community. The state and local councils of North Carolina, established in 1936, are the most successful. Local councils have held vocational conferences, training programs, and have made occupational studies for North Carolina.

Schools, to serve as a leader of the coordinated youth-serving agencies, should establish training centers and let the employment service provide services to foster avocational interests of juniors in preparation for placement.

CHAPTER VI

SUMMARY AND CONCLUSIONS

The purpose of this study was to ascertain by a study of practices in a number of cities the different organizations and relationships that exist in the public employment services that have more or less extensive cooperative programs with the schools in counseling and placement of youth regarding: (1) the organization and administration of the service; (2) the guidance, counseling, and follow-up activities; and (3) the school and community relationships established in placement.

Data were obtained from a study of the literature pertaining to the United States Employment Service, from direct correspondence with each junior employment service having a cooperative program, and from personal interviews and observations.

The Wagner-Peyser Act, passed in 1933, created in the Department of Labor, the United States Employment Service to promote and develop a national system of public employment offices for men, women, and juniors. The National Youth Administration, established in 1935, assisted the state employment services in establishing special services for the counseling and placement of juniors. The National Youth Administration provided temporarily the personnel for the junior employment services operated by the standards and procedures of the state employment services until the

states could take them over as a division of their organization. Funds appropriated to the National Youth Administration for placement services cease after July 1, 1940. Other junior employment services were established by the state employment services without National Youth Administration assistance and by public school systems. Cooperative relationships were established in varying degrees between the junior employment service and the schools in a few cities.

It was found that each cooperative junior service in operation was organized differently. There is little uniformity in the organization of the services, but there are sufficient similarities to warrant three classifications of services as to organization and administration, namely, complete placement services, coordinated junior services, and alternative junior services.

The similarities to warrant the classification, complete placement service are: origin, school placement services later affiliated with the state employment services; personnel, selected by the standards and salary schedules of the school system which are above the minimum requirements of the United States Employment Service; supervision, shared by the superintendent of schools and the director of the employment service; finances, shared by the cooperating agencies; and functions, complete responsibility for registration and placement. In what may be designated as the coordinated plan, a functional agreement exists between the

junior division of the state employment service and a local school for the coordination of a type of service or personnel. By the alternative plan, the employment service and the schools alternate or exchange school data and employment information upon request of the junior employment service. It may be said that in the complete placement plan, the schools assume leadership; in the coordinated plan, the schools join with the employment service in providing counseling or placement services; and in the alternative plan, the employment service assumes the leadership.

The personnel of the junior employment service ranged in number from one to forty-one. The selection of the personnel was either by the superintendent of schools according to school standards, the director of the employment service according to prescribed personnel standards of the United States Employment Service, the National Youth Administration, or rotated among the school counselors to the junior employment service for a training period. The personnel consists of assistant secretaries, interviewers, counselors, psychologists, doctors, research workers, and directors. These data show that there is little uniformity in the personnel as to number, method of selection, and duties.

The majority of employment centers carried out their cooperative placement programs with the schools through the guidance departments. The vocational education department of one school assumed the responsibility for the cooperative program with the employment service. This indicates that

placement is considered as a function of both guidance and vocational education departments. This fact shows that vocational business education as a kind of vocational education is in a position to assume much responsibility for cooperative programs for placing the vocationally trained students of their department.

The age of juniors served by the majority of junior employment services included all youth between 16 and 21 and those between 21 and 25 who are inexperienced. The fact that the junior employment services operate largely for those youths who are out of school or are leaving school indicates that counseling and placement programs of junior employment services serve youth during the transition period from school to work.

A study made in St. Louis reveals that nearly one-half of the juniors present counseling problems. An analysis of these problems shows that nearly half of the major problem is how to secure and hold a job. Over one-third of the problems concerns the choosing of a vocation. About one-eighth of the problems are in regard to vocational training and a small number are in regard to aid of other agencies. The above problems indicate that the objectives of vocational counseling should be:

1. To assist in making proper vocational choices,
2. To give information as to the necessary training for entry into the vocation,
3. To help make satisfactory adjustment in the vocation, and

4. To make use of all community resources in fulfilling these objectives.

Record and report forms have been developed to supplement the interview in a number of instances to meet the need for securing data essential in counseling. Besides the application or registration cards with personal data, forms are used to obtain counselor's report, school records, teacher ratings, personal interests, medical examinations, mental ratings, case histories, verification of age, employer references and ratings, and information from other agencies and hospitals. The variety of forms indicates that the information required or procedure followed in counseling is not uniform. As the counselor's report, teacher rating and personal interest blanks were used only by a specialized counseling service, it further indicates that more emphasis is given on personal traits, interests and hobbies in a counseling service than in a service that includes merely placement.

Methods of follow-up included routine report forms sent to employers and to young workers and invitations sent to juniors who are working to appear at evening office hours for consultation on occupational adjustment. Follow-up in some instances includes a counseling process whereby applicants are contacted personally for assistance in making adjustments to their vocations.

Typewriting and shorthand proficiency tests with norms developed for both speed and accuracy by the United States

Employment Service were the most widely used of all tests given by local employment offices. This fact indicates that there is a need for standard measurements of typing and stenographic skills by which to classify applicants vocational abilities.

Mechanical aptitude tests were frequently given by testing sections of the employment service. Very little use was made of proficiency or trade tests except in type-writing and shorthand. This indicates that applicant's mechanical abilities are measured by potentialities rather than specific skills.

More materials have been written on occupational information by the employment service than any other phase of counseling activities and most of the addresses to high school groups were related to occupational information. This shows that occupational information has had the greatest amount of emphasis of any information given in the counseling process. Assuming the major problems of juniors concern how to secure and hold a job, as shown by the St. Louis study, the employment service is not functioning as a service with major emphasis on assisting youth in solving their major problems.

Training and retraining facilities in typing, shorthand and office machine skills were available through three schools to applicants in the employment service. Trade training has been provided for applicants in two cities and one state by referral to apprentice training councils. In

one state the employment service sponsored training for household employees with the assistance of other agencies. An attempt is being made to provide vocational training for applicants, but as yet, such training has been limited to a few cities. Assuming, by a Connecticut study, that nearly three-fourths of the juniors are not trained for any specific vocational skill, there is a need for more interim vocational training available to out-of-school youth. There is also a need for facilities by which applicants may rehabilitate their stenographic skills or other vocational skills that may have been lost due to unemployment or lack of practice.

Limitations of the counseling services of the employment service were largely due to the lack of an adequate number of personnel trained for guidance activities and to the lack of available vocational-guidance trained persons for counseling functions. There is a need for more professionally trained people in vocational guidance activities and for in-service guidance and counseling training of the present personnel.

Registration procedures in the junior employment services that cooperate with the schools may be classified as to those where the responsibilities for registration were: assumed by the schools; partially assumed by the employment service with preliminary registration made either by the school or the applicant; and entirely assumed by the junior employment service. Stenographic tests are sometimes included in registration procedures. From an experiment in

Chicago, it was found that registrations completed in the schools were more satisfactory as it relieved numerous registrations at the end of a semester, it insured obtaining adequate school data and it established a closer relationship with the schools. Schools may assist the employment service to serve their students more satisfactorily by assuming more responsibility in registration of students before leaving school. Schools may assemble scholastic records, teacher evaluations, extra-curricular activities, part-time or summer work experiences, hobbies and interests and may give group stenographic tests used by the employment service that are of value in counseling and placing youth which may be available through school relationships with students.

Junior counselors usually made the employer contacts through field visits. In one city the high school industrial coordinators personally contacted the employers. This represents another type of relationship that exists between the schools and the employment services.

Follow-up studies were made by the schools and the employment services jointly of graduating classes. Regular activity reports and special research studies were also made by the employment service and were available to the schools. These studies represent another relationship cooperative activity between schools and employment services that is of benefit to both agencies. These studies are of value to the schools in curriculum revisions.

Youth-serving agencies, as National Youth Administration, Civilian Conservation Corps, Young Men and Young Women's Christian Association, Apprenticeship Training Councils, and law enforcing agencies, that provide training, recreation, experience and protection for juniors often make their services available to the unemployed young people.

In view of this finding, it is necessary that staff members of the junior employment service have a thorough working knowledge of all community resources for the interest of youth and develop cooperative relationships with the agencies whereas juniors may be referred in the interest of their occupational adjustment.

Only recently have attempts been made by itinerant services to give rural youth vocational guidance. The junior counseling and placement services included in this study were located in urban communities. There is need for developing and extending counseling and placement programs whereby rural youth may receive assistance in choosing their vocations with necessary vocational training; and assistance in securing and holding a position in their chosen vocation whether in agriculture or industry.

In light of the findings of this study the following recommendations regarding further cooperative activities for the benefit of schools and employment services in developing guidance and placement programs for youth are submitted. Particular recommendations for vocational business education are given.

1. It is recommended that research studies be made to determine the most desirable relationships that exist between schools and public employment services and to set up plans that may be used in extending and further developing cooperative programs for the counseling and placement of youth.

2. Typing and shorthand tests have been developed with standard norms established for both speed and accuracy by a survey of employed workers by the United States Employment Service to meet the demand for objective measurement of those skills. It is recommended that these achievement tests be given in the classroom as a criteria for judging the ability of the students as compared with employed workers; to save time by group testing; to provide accustomed surroundings for students while taking tests; and to make use of school facilities that may not be available in the employment service office.

3. It is recommended that high school coordinators of distributive occupations cooperate with the employment service in making employers contacts, in placing out-of-school youth and in providing vocational training and work experience for youth in school in preparation for placement.

4. It is recommended that vocational business education teachers secure available occupational information and assistance from the employment service in establishing a cooperative secretarial training program and in revising the vocational business curricula.

5. It is recommended that schools, the leading educational institution give vocational guidance to youth in school and provide more vocational training which approximates as nearly as possible actual situations in business and industry.

6. It is recommended that student's achievement record during school be expanded to serve the needs of the junior employment service by including more data of a vocational and occupational nature as part-time or summer work experience and hobbies and interests.

7. It is recommended that schools assume leadership with assistance from community resources in providing interim vocational training for out-of-school youth and in providing training facilities for the rehabilitation of specialized vocational skills.

8. It is recommended that the junior employment services place more emphasis in serving youth on how to secure and hold a job. It is also recommended that the employment service collect and make readily accessible to all youth available materials on occupational and counseling information by the use of library facilities.

9. It is recommended that the state employment services continue the junior divisions as a part of their organization after the withdrawal of National Youth Administration funds for placement personnel and that the junior counseling and placement services be extended as rapidly as

possible to other communities and to rural areas with the cooperation of the schools.

10. It is recognized by leaders that placement is an educational function although very little has been done by the schools in developing placement services. This study has presented relationships that exist between schools and junior employment services in providing placement for youth. It is recommended that schools provide for placement by cooperating with the local employment services rather than establish duplicating agencies. It is recommended further in this cooperation, which fulfills a responsibility of both agencies that the schools assist not only by providing school data but also by providing some units of personnel to assist the state employment service in maintaining the junior divisions without National Youth Administration assistance. This cooperation will better enable both agencies to fulfill their social objectives to the community in counseling and placement of youth.

APPENDICES

APPENDIX A

ADMINISTRATION OF STATE EMPLOYMENT SERVICES
January 1, 1938

- I. Agency Administering State Labor Laws
- A. As Separate Unit Under State Labor Agency
1. State Labor Agency headed by Single Administrator

Alabama	Nevada
Louisiana	New Hampshire
Nebraska	North Dakota
 2. State Labor Agency Administered by an Industrial Commission or Workmen's Compensation Board

Colorado	Oregon ²
Florida ¹	Utah
Idaho	Wisconsin
Minnesota	
- B. As Unit of a Single-Headed Division for the Administration of Unemployment Compensation and Employment Service in the State Labor Agency³
- | | | |
|-------------|----------|--------------|
| Arkansas | Illinois | Oklahoma |
| Connecticut | Kansas | Pennsylvania |
| Georgia | New York | Tennessee |
- II. Independent Agency Administering Unemployment Compensation
- A. Single-Headed Department of Unemployment Compensation
- | |
|---------------|
| West Virginia |
|---------------|
- B. Unemployment Compensation Agency Administered by a Commission
- | | | |
|----------------------------|-----------------------------|---------------------------|
| Arizona | Michigan | Rhode Island ⁴ |
| California | Mississippi | South Carolina |
| Delaware | Missouri | South Dakota |
| Iowa | Montana | Texas |
| Kentucky ⁴ | New Jersey | Vermont |
| Maine | New Mexico | Virginia ⁵ |
| Maryland | North Carolina ⁵ | Wyoming ⁵ |
| Massachusetts ⁴ | Ohio | |
- III. Other Types of Administration
- A. A Division of the Department of Social Security
- | |
|------------|
| Washington |
|------------|
- B. A Unit under the Unemployment Compensation Board in the Department of Treasury
- | |
|---------|
| Indiana |
|---------|
1. State employment service not yet organized on January 1.
 2. State Industrial Accident Commission is ex officio the unemployment compensation commission; state employment service is a division under the latter body.
 3. State labor agency headed by a single administrator in all states except Kansas.
 4. Unemployment compensation commission nominally in the department of labor, but administratively independent by law.
 5. State commissioner of labor a member of the unemployment compensation commission.

APPENDIX B

INDUSTRIAL AND OCCUPATIONAL PAMPHLETS AND BRIEFS
PREPARED BY NATIONAL YOUTH ADMINISTRATION

Industrial Studies

Air Conditioning**	Illinois
Air Conditioning**	Kentucky
Air Conditioning	Wisconsin
Aircraft Manufacturing	California
Automotive**	Illinois
Aviation Manufacturing**	Illinois
Air Transportation**	Illinois
Baking Industry**	Kentucky
Beauty Culture**	Illinois
Butter Industry	Wisconsin
Candy Industry	Kentucky
Candy Making**	Illinois
Canning (fruits and vegetables)	California
Canning (vegetables)	Indiana
Cheese Industry	Wisconsin
Clay Products	Ohio
Clerical**	Illinois
Corn**	Nebraska
Condensery Occupations	Wisconsin
Dairy Farming	Wisconsin
The Dairy Industry	Wisconsin
Diesel Engineering**	Illinois
Domestic Occupations**	Illinois
Domestic Occupations**	Kentucky
Dressmaking and Designing**	Illinois
Electrical Appliance Manufacturing**	Illinois
Farming**	Illinois
Furniture Making**	Illinois
Garment Industry**	Illinois
Glass Industry	Ohio
Hotel Occupations**	Illinois
Ice Cream Industry	Wisconsin
Insurance**	Illinois
Laundry Occupations**	Illinois
Lumber Industry	Washington
Meat Packing**	Illinois
Milk Distribution**	Illinois
Millinery**	Illinois
Oil Industry	Texas
Radio Broadcasting**	Illinois
Radio Industry**	Illinois
Restaurant**	Illinois
Rubber Industry	Ohio
Store Occupations**	Illinois
Structural Iron**	Illinois

APPENDIX B

Industrial Studies Continued

Tanning**	Illinois
Tobacco Industry	Kentucky
Occupational Studies	
Auto Mechanics	Ohio
Auto Mechanics	Wisconsin
Automotive	Georgia
Aviation	Wisconsin
Aviation	Ohio
Barber	Ohio
Beautician and Barber	Kentucky
The Beauty Operator	Georgia
The Beauty Operator	Wisconsin
The Beauty Operator	Ohio
Clerical Worker	Ohio
Clerical Worker	Kentucky
Office Machine Operator	Ohio
Office Positions	Wisconsin
Diesel Engineering	Ohio
Forestry	Wisconsin
Gasoline Station Attendant	Ohio
Laboratory Technician	Wisconsin
Landscaping	Wisconsin
Letter Carrier	Ohio
Machinist**	Illinois
Maid Service	Wisconsin
Mining and Metallurgical Engineering	Wisconsin
Music**	Illinois
Nursing**	Illinois
Nursing	Kansas
Nursing	Wisconsin
Pharmacist	Ohio
Photography	Wisconsin
Plant Pathology	Georgia
Plumber	Ohio
Police Officer	Ohio
Professional Salesman**	Kentucky
Power Sewing	Georgia
Radio Service**	Kentucky
Recreation Worker	Ohio
Sales Person	Kentucky
Soil Science	Georgia
Teaching	Wisconsin
Undertaker	Ohio
Waitress**	Kentucky
Wood-working Trades	Kentucky

**Briefs prepared also.

APPENDIX C

JUNIOR PLACEMENT SERVICES AS OF APRIL 1, 1939

Alabama	Birmingham	Indiana	Hammond Indianapolis South Bend
Arizona	Phoenix		
Arkansas	Fort Smith Little Rock	Iowa	Cedar Rapids Council Bluffs Davenport Des Moines Dubuque Sioux City Waterloo
California	Los Angeles San Francisco		
Colorado	Denver		
Connecticut	Bridgeport Hartford Meriden New Britain New Haven New London Waterbury	Kansas	Kansas City Topeka Wichita
		Kentucky	Covington Louisville
District of Columbia		Louisiana	New Orleans
Georgia	Atlanta	Maine	Bangor Lewiston Portland
Idaho	Boise Lewiston Pocatello	Massachusetts	Boston Fall River New Bedford Springfield Worcester
Illinois	Alton Carlinville Chicago Danville Decatur East St. Louis Joliet Peoria Rockford Springfield	Michigan	Battle Creek Bay City Detroit Flint Jackson Lansing Kalamazoo Muskegon Pentiac Port Huron Saginaw
Indiana	East Chicago Evansville Gary		

APPENDIX C

JUNIOR PLACEMENT SERVICES--CONTINUED

Minnesota	Duluth Minneapolis Rochester St. Paul	Oklahoma	Oklahoma City
		Oregon	Portland
Mississippi	Jackson	Rhode Island	Pastucket Providence
Missouri	Kansas City St. Louis	South Carolina	Columbia Greenville
Montana	Billings Great Falls	Tennessee	Chattanooga Knoxville Memphis Nashville
Nebraska	Lincoln Omaha	Texas	Amarillo Austin Dallas El Paso Fort Worth Houston Longview San Antonio Waco
Nevada	Las Vegas Reno	Utah	Salt Lake City
New Hampshire	Concord Manchester Nashua	Vermont	Rutland
New Mexico	Albuquerque Santa Fe	Virginia	Lynchburg Norfolk
North Carolina	Asheville Charlotte Durham Greensboro Raleigh Winston-Salem	West Virginia	Charleston Wheeling
Ohio	Akron Cincinnati Cleveland Columbus Toledo	Wisconsin	Milwaukee
		Wyoming	Cheyenne

APPENDIX D

AGREEMENT FOR THE AFFILIATION OF
 JUNIOR EMPLOYMENT SERVICE OF THE SCHOOL DISTRICT
 OF PHILADELPHIA WITH
 PENNSYLVANIA STATE EMPLOYMENT SERVICE
 FOR THE PERIOD JULY 1, 1938 THROUGH DECEMBER 31, 1938

I. GENERAL STATEMENT

The Board of Public Education of Philadelphia submits the following statements in regard to Junior Employment Service of the School District of Philadelphia:

- A. It will become, by agreement of affiliation with the Pennsylvania State Employment Service, a part of the State-controlled system of public employment offices.
- B. It is supported in whole by funds made available by the School District of Philadelphia.
 - 1. The funds made available to Junior Employment Service are derived from taxes imposed and collected by the Board of Public Education in accordance with the school law or a share of the State School Fund.
 - 2. These funds are deposited with the Secretary and Business manager of the School District of Philadelphia and are disbursed upon the authority of the Board of Public Education.
 - 3. The total funds available from the above-named sources for the period beginning July 1, 1938 through December 31, 1938, does not include the sum which the Board of Public Education has made available for the physical examinations of applicants for counseling and placement.
- C. It is administered by a public board or agency.
 - 1. It is under the jurisdiction of the Board of Public Education, which is the administrative body of the School District of Philadelphia, a subdivision of the Commonwealth of Pennsylvania. The names of the officials of this operating board are:
- D. It accepts no fees for its services.
- E. It does not duplicate the service of any office of the Pennsylvania State Employment Service Operating in the same city.

- F. It employs fourteen employment counselors, a special assistant, a research worker, a psychologist, and twenty assistant secretaries who give full time to placement, employment counseling or the clerical work connected with counseling and placement. It also employs three psychologists who give six hours a week each to testing of applicants for counseling and placement, and three physicians who give on the average 13 hours a week each to examining the physical fitness of applicants for counseling and placement.
- G. It maintains its activities for the entire twelve months of the year.
- H. It provides a vocational counseling, placement and follow-up service for all persons of Philadelphia between the age of 16 and 20, inclusive.
- I. The offices of Junior Employment Service of the School District of Philadelphia are located at:
 Administration Building - Parkway at 21st Street
 Bok Vocational School, Eighth and Mifflin Streets
 Dobbins Vocational School, 22nd and Lehigh Avenue
 Fleisher Vocational School, 13th and Green Streets
 Mastbaum Vocational School, Frankford Avenue and
 Clementine Street

II. TERMS OF AGREEMENT

- A. During the period of affiliation of Junior Employment Service of the School District of Philadelphia with the Pennsylvania State Employment Service, from July 1, 1938 through December 31, 1938, the Board of Public Education and the Pennsylvania State Employment Service mutually agree:
1. Name
 That Junior Employment Service of the School District of Philadelphia shall be known as:
 JUNIOR EMPLOYMENT SERVICE OF THE
 SCHOOL DISTRICT OF PHILADELPHIA
 of the
 PENNSYLVANIA STATE EMPLOYMENT SERVICE
 affiliated with
 UNITED STATES EMPLOYMENT SERVICE
 2. Organization and Administration
 - a. That Junior Employment Service of the School District of Philadelphia shall be an integral part of the vocational and educational guidance work of the Board of Public Education and, in accordance with Section 5 (a) of the Wagner-Peyser Act, shall be

operated as a part of the State controlled system of public employment offices under the general direction of the Director of the Pennsylvania State Employment Services.

b. That Junior Employment Service shall be under the general supervision of the Superintendent of Schools of Philadelphia and of the Director of the Pennsylvania State Employment Service and shall act in cooperation with the Manager of the Philadelphia office of the Pennsylvania State Employment Service.

c. That all personnel of Junior Employment Service shall be selected in accordance with the personnel standards of the United States Employment Service, and in accordance with the terms of the agreement of affiliation standards of personnel, methods of appointment, civil service status and salary schedules which are of higher level than the requirements and specifications of the Pennsylvania State Employment Service will, with the approval of United States Employment Service, be authorized by the Director of the Pennsylvania State Employment Service for continued use by Junior Employment Service of the School District of Philadelphia.

3. Fiscal Affairs

a. That the amount of money available for the operation of Junior Employment Service of School District of Philadelphia as certified to by the Secretary and Business Manager of the School District of Philadelphia shall be included in the Total of State and local funds certified to the United States Employment Service for the purpose of being matched by Federal funds under the terms of the Wagner-Peyser Act.

b. That Junior Employment Service of the School District of Philadelphia shall receive from the Pennsylvania State Employment Service the sum of money, derived from matching Federal Funds, which is indicated in Section B-3.

c. That at the beginning of each month, the Secretary and Business Manager of the School District of Philadelphia shall forward to the Director of the Pennsylvania State Employment Service, certified copies of vouchers and pay rolls for the total expenditures of Junior Employment Service which have been paid by the Secretary and Business Manager of the School District of Philadelphia during the preceding month. These expenditures shall be in accord with the approved budget of estimated expenditures. Vouchers and pay

rolls shall not exceed the amount specified in the approved budget.

d. That the budget for expenditures of Federal and local funds available to the Junior Employment Service is shown on Schedules B-1, B-2, and B-3 following.

e. That upon receipt and approval of the vouchers and pay rolls by the Director of the Pennsylvania State Employment Service, he shall forward a check for one-half the total expenses in accordance with the certified and approved copies of the vouchers and pay rolls.

4. Operation

a. That Junior Employment Service of the School District of Philadelphia shall provide the counseling, placement and follow-up service for all persons in the city of Philadelphia between the ages of 16 and 20, inclusive, providing, however, that these activities shall aid and in no manner duplicate the regular employment service functions relating to the unemployment compensation program which is the exclusive responsibility of the Philadelphia District Office of the Pennsylvania State Employment Service.

b. That plans be further developed for (1) referral of applicants from the adult division to the junior division and from the junior division to the adult division, (2) allocation of employers' orders, and (3) making of employer contacts and public relations. When these plans are formulated, they shall be referred to the Director of the Pennsylvania State Employment Service and by him to the United States Employment Service. Upon approval of these plans, the Director of the Pennsylvania State Employment Service may authorize their use by Junior Employment Service and by the Philadelphia District Office of the Pennsylvania State Employment Service.

c. That Junior Employment Service of the School District of Philadelphia shall be included in all directories and information of the Pennsylvania State Employment Service and of the Junior Employment Service of the School District of Philadelphia under its own name and also under the listing of the Board of Public Education and of the Pennsylvania State Employment Service. Wherever possible the age group served shall be indicated.

d. That an advisory committee on Junior Placement shall be formed as a committee of the Local Advisory Council. Members of the committee shall be selected

and appointed cooperatively by the Philadelphia Local Advisory Council, the Director of the Pennsylvania State Employment Service, and the administrative officers of the Junior Employment Service of the School District of Philadelphia.

e. That premises provided for Junior Employment Service shall meet the standard specifications established by the United States Employment Service.

f. That adequate signs be provided for Junior Employment Service of the School District of Philadelphia in accordance with the United States Employment Service specifications.

g. That forms and procedures specially designed for the performance of Junior employment work which have been adopted by Junior Employment Service shall be submitted to the Director of the Pennsylvania State Employment Service and by him to the United States Employment Service. Upon approval of these forms and procedures by the United States Employment Service, the Director of the Pennsylvania State Employment Service may authorize their continued use by the Junior Employment Service of the School District of Philadelphia.

h. That the Classification of applicants and the filing of registration cards by Junior Employment Service shall be in accordance with approved procedure. When modifications adapted to Junior Employment Service work are required, they shall be submitted to the Director of the Pennsylvania State Employment Service and by him to the United States Employment Service. Upon approval by the United States Employment Service, the Director of the Pennsylvania State Employment Service may authorize their continued use by the Junior Employment Service of the School District of Philadelphia.

i. That Junior Employment Service of the School District of Philadelphia, shall be granted the penalty mailing privilege and shall conform with the specifications in Bulletin I - "Use of the Penalty Mailing Privilege".

j. That Junior Employment Service of the School District of Philadelphia, shall comply with the United States Employment Service regulations regarding strikes and lockouts.

k. That Junior Employment Service shall submit to the Director of the Pennsylvania State Employment Service reports of current activities and such other reports as may be required by the Pennsylvania State Employment Service.

APPENDIX E

CRITERIA FOR NORMS ESTABLISHED BY THE UNITED STATES
EMPLOYMENT SERVICE FOR TYPING AND DICTATION TESTS

The norms developed by the Worker-Analysis Section were based on the scores made on the typing and dictation tests by successfully employed persons. The sample of persons used for the establishment of norms on the typing tests consisted of 470 women and 146 men; but the distribution of scores for men and women were so similar that there was no necessity of providing separate norms for them, and the two distributions were combined.

Distribution of 616 Employed Persons According to
Number of Words Typed per Minute
(Unadjusted for Errors)

Number of Words Typed per Minute	Number of Employed Persons
83-86	2
79-82	5
75-78	10
71-74	14
67-70	27
63-66	40
59-62	85
55-58	96
51-54	128
47-50	78
43-46	71
39-42	29
35-38	19
31-34	5
27-30	6
23-26	1

The typing-test speed scores were converted into the letter grades A, B, C, D, and E. A letter grade of C represents average performance on the typing test, or the middle 38 per cent of the scores of the employed group; B represents the next higher 24 per cent, and A designates the highest 7 per cent; D represents 24 per cent below the C range, and E represents the lowest 7 per cent. The accuracy norms are established on the number of typing errors made within the 10-minute time limit. The use of these two sets of norms makes it possible to assign one letter grade for speed and another for accuracy.

SPEED NORMS		ACCURACY NORMS	
Letter-grade	Gross Words per minute	Letter-grade	No. of Errors
A	69-up	A	0- 3
B	58-68	B	4- 7
C	50-57	C	8-13
D	40-49	D	14-25
E	28-39	E	26-43
F	Below Requirements	F	Below Requirements

Norms were developed in a similar manner for the interpretation of accuracy scores on the dictation test. The data were based on a sample of 399 women and 106 men. The distribution of scores of men and women were so similar that they were combined. The dictation tests were administered at three speeds--80, 96, and 120 words per minute. The distribution of accuracy scores, based upon the number of errors, were so similar that it was possible to combine them for the purpose of deriving a single set of accuracy norms. The data were analyzed for the derivation of the letter grades A, B, C, D, and E by the same method as that used for the typing-test scores.

DICTATION ACCURACY NORMS (80, 96, or 120 w.p.m.)

Letter-grade	Test Scores (100-errors)
A	99-100
B	95- 98
C	86- 94
D	48- 85
E	12- 47
F	Below Requirements

A distribution was made of the subjects in the employed sample of 495 persons who took the dictation test at various rates of speed. This yielded the following information: 46 per cent took the dictation at 80 words per minute, 49 per cent took it at 96 words per minute, and only 5 per cent took it at 120 words per minute. These data indicate that most stenographic jobs can be filled by persons who can take dictation at either 80 or 96 words per minute; and 120-word-per-minute speed is not often necessary.

BIBLIOGRAPHY

BOOKS

- Atkinson, Raymond C., Odencrantz, Louise, and Deming, Ben, Public Employment Service in the United States, Chicago: Public Administration Service, (1938).
- Bell, Howard M., Youth Tell Their Story. Washington: American Council on Education, (1938).
- Bentley, Jerome H., The Adjustment Service. New York: American Association for Adult Education, (1935).
- Clark, Marjorie, and Simon, Fanny, The Labor Movement in America. New York: W. W. Norton & Co., (1938).
- Committee on Social-Economic Goals of America, Implications of Social Economic Goals for America. National Education Association, (1937).
- Committee on Vocational Guidance and Child Labor, White House Conference on Child Health and Protection, Vocational Guidance. New York: Century Company, (1932).
- Cox, Philip W. L., and Duff, John Carr, Guidance by the Classroom Teacher. New York: Prentice-Hall, Inc., (1938).
- Culbert, Jane F., and Smith, Helen R., Counseling Young Workers. New York: Vocational Service for Juniors, (1939).
- Douglass, Harl R., Secondary Education for Youth in Modern America. Washington: American Youth Commission, (1939).
- Eastern Commercial Teachers' Association, 9th Yearbook, Guidance in Business Education, (1936).
- Eastern Commercial Teachers' Association, 11th Yearbook, Modernizing Business Education, (1938).
- Ewing John B., Job Insurance, Norman, Oklahoma: University of Oklahoma Press, (1933).
- Fitch, John A., Vocational Guidance in Action. New York: Columbia University Press, (1935).
- Good, Carter V., Barr, A. S., and Scates, Douglas E., The Methodology of Educational Research. New York: D. Appleton-Century Company, Inc., (1936).

- Haynes, Benjamin R., and Humphrey, Clyde W., Research Applied to Business Education. Chicago: Gregg Publishing Company, (1939).
- Lee, Edwin A., Objectives and Problems of Vocational Education. New York: McGraw-Hill Book Company, Inc., (1938).
- Lindley, Betty and Ernest K., A New Deal for Youth--The Story of the National Youth Administration. New York: The Viking Press, (1939).
- Myers, George E., The Problem of Vocational Guidance. New York: Macmillan Company, (1928).
- Myers, George, Little, Gladys M., and Robinson, Sarah A., Planning Your Future, New York: McGraw-Hill Book Company, Inc., (1934).
- Parker, Willard E., Books About Jobs. Chicago: American Library Association, (1936).
- Proctor, William M., Educational and Vocational Guidance. New York: Houghton Mifflin Co., (1925).
- Rainey, Homer P., How Fare American Youth? New York: D. Appleton-Century Co., (1937).
- Report of the Regent's Inquiry, State of New York, Education for Work. New York: McGraw-Hill Book Company, Inc., (1939).
- Rubinow, I. M., The Quest for Security. New York: Henry Holt and Company, (1934).
- Schmeckebier, Laurence F., New Federal Organizations, Washington: The Brookings Institution, (1934).
- Stead, William H. and Shartle, Carroll L., Occupational Counseling Techniques--Their Development and Application. Chicago: American Book Company, (1940).
- Thompson, Lorin A. Jr., and others, Interview Aids and Trade Questions for Employment Offices. New York: Harpers and Son, (1936).
- Tonne, Herbert A., Business Education--Basic Principles and Trends. Chicago: Gregg Publishing Company, (1939).

GOVERNMENT DOCUMENTS

- Advisory Committee on Education, Report of the Committee. Washington: Government Printing Office, (1938).
- Office of Government Reports, Government Manual. Washington: Government Printing Office, (October 1939).
- Office of Government Reports, Government Manual. Washington: Government Printing Office, (February 1940).
- Russell, John D. and others, Vocational Education, Advisory Committee on Education. Washington: Government Printing Office, (1938).
- 74th Cong., Public Law, No. 271, Social Security Act, (1935).
- 76th Cong., 1st Sess., House Doc. 262, First Plan on Government Reorganization, (April 25, 1939).
- 76th Cong., 1st. Sess., House Doc. 288, Second Plan of Government Reorganization, (May 9, 1939).
- 76th Cong., 3d Sess., House R. 9007, An Act Making Appropriations for Department of Labor, Federal Security Agency and Related Independent Agencies for 1941, (April 30, 1940).
- United States Census of Partial Employment, Unemployment and Occupations, Washington: Government Printing Office, (1937).
- United States Children's Bureau, Publication No. 256, Junior Placement. Washington: Government Printing Office, (1940).
- United States Statutes at Large, Vol. 47, Part I, p. 1411, Act of June 6, 1933. (Wagner-Peyser Act).
- White House Conference, Children in a Democracy. Washington: Government Printing Office, (1940).

PERIODICAL ARTICLES

- Albright, R. Mayne, "Vocational Guidance and the Employment Service", Employment Service News, 6:3-4, (January 1939).
- Amidon, Beulah, "The Route Back to Work", Survey Graphic, 23:101 (March 1934).

- Anderson, Roy N., "Who Should Place Youth--School or Employment Office?" Teachers College Record, 40:61, (October 1938).
- Bixler, Harold H., "The Junior Placement Office, a Community Institution," Employment Service News, 2:8-9, (May 1935).
- Chamberlain, Joseph P., "Facts About the Wagner Bill", American Labor Legislation Review, 21:91, (March 1931).
- Gline, O. K., "Vocational Guidance in Fargo, North Dakota", Employment Service News, 6:10-12, (March 1939).
- "Congress Passes Wagner Bill to Coordinate State Employment Service," Commercial and Financial Chronicle, 136:3832 (June 3, 1933).
- Conwell, A. E., "Futility of Commercial Education Without Guidance", Education, 55:416 (March 1935).
- Cooney, Russell J., "Counseling Applicants," Employment Service News, 6:16-17 (December 1939).
- Corey, Stephen M., "The United States Employment Service and Vocational Guidance", Employment Service News, 3:6-9 (May 1936).
- Fechner, Robert, "The CCC and the Employment Service", Employment Service News, 6:3-6 (May 1939).
- "Federal Act Creating National Employment Service", Monthly Labor Review, 37:87-8 (July 1933).
- "Federal Employment Service Ended by Secretary of Labor Perkins, Federal and State Work to be Coordinated in Employment Offices under New Plan, State and Local Bureaus to Operate with Government Aid", Commercial and Financial Chronicle, 136:3085 (May 6, 1933).
- Feldman, Herman, "An Opportunity for Community Leadership", Employment Service News, 2:10-12 (December 1935).
- Fisk, McKee, "Occupational Training for Business", Balance Sheet, 21:111 (November 1939).
- Fitts, Daniel B., "Connecticut Develops a New Type of Placement Service", Business Education World, (February 1939).
- Gannon, Joseph F., "Placement and Follow-Up in the California Public Secondary Schools", Journal of Business Education, 9:8 (June 1934).

- Gwinn, Edith Duff, "Pioneering in Junior Employment Work", Employment Service News, 2:3-6 (May 1935).
- Hewes, Amy, "A Study of Junior Applicants in Springfield, Massachusetts", Employment Service News, 5:17 (November 1938)
- Hewlett, Theodosia, "Guidance and the Commercial Graduate", Occupations, 15:221-226 (December 1936).
- Inbody, R. M., "Bridging the Gap Between School and Employment", School and Community, 26:25-32 (January 1940).
- Karlsteen, Frances L., "Chicago's Junior Counseling Service", Employment Service News, 4:11-12 (April 1937).
- Kellogg, Ruth M., "Instead of a System!" Survey Graphic, 22:185 (March 1933).
- Lafin, Allan, "The Selection, Guidance and Placement of Students in Business Positions", National Business Education Quarterly, 7:12-17 (March 1939).
- Lang, John A., "Youth-Serving Agencies Cooperate", Occupations, 17:216-219 (December 1938).
- Lee, Edwin A., "Interim Report on Occupational Adjustment", Occupations, 17:126-129 (November 1938).
- Lewis, Clare L., "An Employment Service for Younger Boys and Girls", Employment Service News, 2:7-10 (June 1935).
- Lipham, Dorothy R., "Interviewer and Interviewee", Employment Service News, 6:14-16 (October-November 1939).
- Merritt, Virginia C., "A Junior Counseling Service in the D. C. Public Employment Center", Employment Service News, 2:6-8 (May 1935).
- Metropolitan Conference on Employment and Guidance, 7th Annual Report, New York City, November 17-18, 1939, Occupations, 18:274, January 1940, (Harry A. Jager, Recent Developments in Public Schools) and (Jerome Bentley, Developments in Community Organizations).
- Nelson, Zelda L., "Nebraska Promotes a Club for Household Employees", Employment Service News, 5:13-15, (November 1938).
- Neustadt, Richard N., "Potential Values of Our Public Employment Service", American Federationist, 40:262 (March 1933).

- Nichols, P. G., "Vocational Guidance in Commercial Education", Journal of Business Education, 10:8 (September 1934).
- Nicholson, Guy, "Cooperative Placement Service for Juniors", Occupations, 17:308-311 (January 1939).
- Odenrantsz, Louise C., "Recent Developments in Employment Services", Occupations, 18:249-253 (January 1940).
- Ohman, Hazel, "Library Service for Employment Offices", Employment Service News, 3:10-12, (May 1936).
- Persons, W. Frank, "Foreward", Employment Service News, 2:2 (May 1935).
- "Radio Survey", Employment Service News, 6:6-13 (May 1939).
- Rainey, Homer P., "Guidance and Placement for America's Youth", Occupations, 15:843 (June 1937).
- Reeves, Floyd W., "After the Youth Surveys--What?" Occupations, 18:243-248 (January 1940).
- School Superintendents, "Occupational Adjustment", Occupations, 15:836 (June 1937).
- Shotwell, Mary G., "Junior Placement and Community Activities", Occupations, 18:28-31 (October 1939).
- Simon, Walter P., "Carrying on Where Schools Left Off", Employment Service News, 6:3-5 (October-November 1939).
- Southern Regional Conference on Guidance and Personnel, Raleigh, North Carolina, January 19-20, 1940, Occupations, 18:442 (March 1940).
- "State Apprenticeship Council Program", Monthly Bulletin of Placement and Unemployment Compensation Division, Hartford, Connecticut, 3:2 (July 1938).
- "State Employment Service Officials Condemn Doak Reorganization", American Labor Legislation Review, 21:393.
- Stead, William H., "Itinerant Employment Services", Occupations, 18:574-577 (May 1940).
- Stoddard, Alexander J., "Vocational Guidance in the Emily Griffith Opportunity School of Denver", Occupations, 17:14-18 (October 1938).
- Sutton, Francis X., "Vocational Guidance for Juniors", Employment Security Review, 7:19-20 (May 1940).

- Thompson, Lorin A. Jr., "The Cincinnati Employment Center", Employment Service News, 3:6-10 (September 1936).
- Trafton, George H., "The Wagner Bill and the Hoover Veto", American Labor Legislation Review, 21:86 (March 1931).
- United States Employment Service Staff, "The United States Employment Service Under the Wagner-Peyser Act", Employment Service News, 6:3-30 (July 1939).
- Unzicker, Francis V., "The Selections, Guidance, Placement and Follow-up As an Extra-Curricular Activity of Commercial Teachers", National Business Education Quarterly, 7:7-12 (March 1939).
- Ward, Roswell, "What We Have Learned About Junior Placement", Employment Service News, 5:3-6 (March 1938).
- Weglein, David E., "Baltimore's Four-Point Program of Occupational Adjustment", Occupations, 16:828-831 (June 1938).
- Zapoleon, Marquerite W., "An Experiment in the Placement of Juniors", Employment Service News, 5:10-12 (April 1938).

UNITED STATES EMPLOYMENT SERVICE PUBLICATIONS

Dictionary of Occupational Titles, June 1, 1939, Volumes I, II, and III.

Employment Office Manual Series:

- Sec. I. Interviewing Applicants in Public Employment Offices, 1935.
- Sec. II. Premises, Layout and Equipment of Public Employment Offices, 1935.
- Sec. IV. Field Visiting Program for the Public Employment Office, 1937.
- Sec. E. Manual of Clearance Procedure.

Filling 9 Million Jobs, 1937.

Fiscal Rules and Regulations.

Job Descriptions for:

Automobile-Manufacturing Industry
 Cleaning, Dyeing and Pressing
 Construction Industry
 Hotels and Restaurants
 Job Foundries
 Job Machine Shops
 Laundry Industry
 Retail Trade

Job Specifications for Cotton Textile Industry.

Personnel Standards of the United States Employment Service,
July 1, 1938.

Preparation of Reports of Activities in Public Employment
Offices.

Rules and Regulations for the Administration of the Act of
June 8, 1933, Providing for the Establishment of a
National Employment System and for Cooperation with
the Various States in Promotion of Such System.

Survey of Employment Service Information, 1937.

Survey of Employment Service Information, 1938.

Survey of Employment Service Information, 1939.

Twelve and One-Half Million Registered for Work, 1934.

Who are the Job-Seekers? 1937.

UNPUBLISHED MATERIALS

Brock, Ethel, Implications of the Youth Employment Problem
to Secondary Business Education. (Unpublished Master's
Thesis, Oklahoma A. & M. College, 1939).

Connecticut State Employment Service, Youth in Search of
Jobs! (mimeographed, F. E. R. A. Project, 1935).

Forkner, Hamden L., "Business Education and School Adminis-
tration". (Address at Fourth Annual Conference on
Business Education, June 14, 1940, Oklahoma A. and M.
College, Stillwater, Oklahoma).

International Association of Public Employment Services,
27th Annual Convention, New Orleans, April 12-14, 1939
(Addresses on Panel Discussion of Guidance and Panel
Placement of Juniors).

National Youth Administration, Elements of Junior Placement
Procedure. Washington D. C. (mimeographed), April 1,
1939.

National Youth Administration, Occupational and Industrial
Studies.

Turner, Ruth, Status of Business Education in the Civilian
Conservation Corps Camps. (Unpublished Master's Thesis,
Oklahoma A. and M. College, 1939).

United States Employment Service, A Counseling Program for Public Employment Offices. St Louis: Procedure Analysis Section, Division of Standards and Research. (mimeographed) January 1939.

NEWSPAPERS

Spencer, Lyle M., (A Series of 12 Articles on "Finding the Right Job" from March 10, 1940 to May 26, 1940)
St. Louis Globe-Democrat, Sunday Section, "This Week".

Typist: Margaret McCollom-Franklin
507 Maple
Stillwater, Oklahoma