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IMPLICATIONS OF THE YOUTH EMPLOYMENT PROBLEM
TO SECONDARY BUSINESS EDUCATION

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IMPLICATIONS OF THE YOUTH EMPLOYMENT PROBLEM
TO SECONDARY BUSINESS EDUCATION

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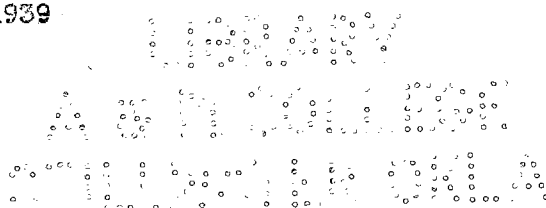
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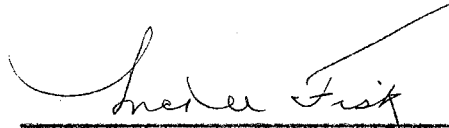
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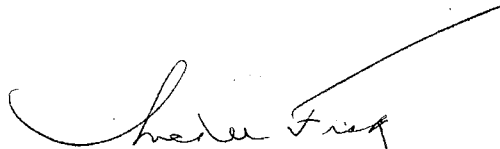


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A B S T R A C T

Problem: To determine through the case-study method implications of the youth employment problem to secondary business education.

Scope and Delimitations: The study is national in scope but limited insofar as youth surveys are available for a limited number of states, counties, cities, and schools. White people between the ages of sixteen and twenty-four constitute the youth of this study. The following phases of the youth employment problem are considered: (1) Extent to which youth are unemployed with particular reference to: (a) age, (b) training, and (c) length of unemployment; and (2) Extent to which youth are employed relative to: (a) age, (b) training, (c) occupations in which youth find employment, and (d) wages received, and (e) interval of unemployment before beginning work.

Materials and Method: Twenty-two youth surveys conducted by the American Youth Commission, emergency governmental agencies, extension divisions of universities, and school boards are the principal sources of data. The case-study method is used.

Steps of Procedure:

- (1) Copies of youth surveys were obtained from agencies that conducted the surveys.
- (2) Surveys were treated by the case-study method in three chapters--
 - (a) Studies of the American Youth Commission, (b) Other surveys representing an unselected random sampling of youth, and (c) Surveys of selected youth groups, including rural youth, out-of-school youth, and high school graduates one year after graduation.

(3) Common elements of the studies were pointed out as prevalant conditions among youth relative to the employment situation.

(4) Implications of the findings to secondary business education were pointed out.

Summary of Findings and Implications:

A. Conclusions relative to unemployed youth:

(1) Less than one-third of the youth between the ages of sixteen and twenty succeed in finding jobs; more than one-half of those above twenty obtain employment. Youth between the ages of eighteen and twenty constitute the youth group affected most seriously by unemployment. Most of the people of this age group are out of school and find it difficult to obtain jobs.

(2) About one out of four of the youth who do not go beyond the eighth grade succeed in obtaining jobs. Employment possibilities increase to at least four out of five for youth with college work.

(3) Vocational training as the term is used in youth studies does not aid young people materially in getting jobs--an increase of about five per cent.

(4) With few exceptions the youth who remain in school the longest spend the shortest periods in idleness.

B. Conclusions relative to employed youth:

(1) Youth above twenty years of age with at least a high school diploma have about two chances out of three of finding employment. Less than one-third of those below twenty may expect to secure jobs.

(2) Wages of youth vary from less than \$5 per week to more than \$50. The median is around \$15. The highest median wages are paid to older

youth, to those with the most schooling, and to boys.

(3) More youth are found in clerical and semi-skilled occupations than in any others. However, employment opportunities vary with localities. Rural youth do not have the opportunity to use clerical training that urban youth have.

(4) The number of youth employed in selling fields exceeds the number who had training in selling while in school.

(5) Leaving school at an early age to look for work often means spending several months and perhaps even years unemployed. Youth who remain in school until they are approximately twenty years of age spend much less time looking for work.

(6) Youth with the most schooling generally enter occupations paying the highest wages and face less possibility of temporary unemployment after beginning work.

(7) Intelligence is a limiting factor in a youth's occupational opportunities.

(8) Many youth are trained for occupations which they do not enter.

This is more true in the case of boys than of girls and particularly true of youth who are trained for clerical occupations.

(9) Youth without placement advice encounter more difficulties in locating jobs.

C. Implications of the Findings to Secondary Business Education:

(1) The business education department must cooperate with other departments in giving youth profitable educational opportunities until they are ready and able to get jobs. This will mean schooling to approximately age twenty for most youth.

(2) The fact that less than half of the high school graduates can expect to enter white-collar jobs places the responsibility of developing within pupils an appreciation of the honor of all work on the schools.

(3) The low wages paid to many youth mean that many of them are forced to existence at the subsistence level. Instruction in wise buying will prove particularly helpful to this group and will enable those of low and medium wages to raise their standards of living.

(4) Courses for the training of secretarial and stenographic workers should be retained but the enrollees in such courses should be more carefully selected on the basis of personality traits and ability. In view of the employment opportunities which may normally be expected to exist over a wide range of territory should enrollments be limited.

(5) In view of the fact that many youth take skill subjects years before going on the job and that skills deteriorate through disuse such training should be deferred as long as possible.

(6) Because the number of trainees in distributive courses does not equal the number of youth in selling fields, the number of trainees for such work could profitably be increased.

(7) The fact that commerce courses provide better for girls than for boys is reflected by the fact that more than one-half of the employed girls hold jobs for which they are prepared, whereas more than three-fourths of the boys enter occupations for which they are untrained. Business education should be adapted to the needs of boys as well as to those of girls.

(8) Business education programs should be adapted to the needs of the pupils and of the community rather than set up as miniatures of courses in other localities.

(9) Schools should either assume the responsibility of placing youth or make provision for such placement with other agencies.

CHAPTER I

I N T R O D U C T I O N

In its early days secondary business education was justified on vocational grounds. Because of the increasing complexity of business skilled clerical workers were needed; parents felt that the public schools should accept the responsibility of preparing their boys and girls for business.¹ It was in response to such demands that the public high schools first offered business education. As early as 1912 educators began challenging the traditional high school commercial program on the grounds that education in buying and selling was needed in more instances than was training in bookkeeping and stenography.² Business men were placing the development of social and personal responsibility on an equal footing with technical preparation for clerical occupations by 1923.³ Secondary business education, then, is increasing in complexity, accompanied by an unsettled economic order, with particular respect to the youth employment situation.

When the American Council on Education was organized some twenty years ago, it had as its object the advancement of all phases of education for public welfare. Early in 1935 the Council recognized many unsolved youth problems. Realizing that no agency existed for the purpose of considering youth problems in their entirety, the Council studied the

¹Emory R. Johnson, "Business Education in the High School." National Education Association, Addresses and Proceedings, 1898, pp. 867-873.

²Paul H. Nystrom, "A Commercial Course for High Schools." Educational Review, 43:486. (May, 1912.)

³C. C. Crawford, "Redirecting Commercial Education in Our Public Schools." Education, 23:272-77. (January, 1923.)

youth situation for almost a year before organizing the American Youth Commission in September, 1935.⁴ The three objectives of the Commission are:⁵

(a) To consider all the needs of youth and appraise the existing facilities and resources for serving these needs; that is, gather facts.

(b) To plan experiments and programs which seem to be most effective in solving the problems of youth; that is, experiment and prepare recommendations.

(c) To popularize and promote desirable plans of action through conferences, publications, and demonstrations; that is, get something done about its recommendations.

The Commission is now rounding off the first phase of its work and is moving into the second area.⁶ Many of their completed surveys have been released. Prior to the organization of the American Youth Commission numerous youth surveys were conducted, and many others were made during 1936, 1937, and 1938.⁷ D. L. Harley, Research Assistant of the American Youth Commission says of these surveys:⁸

This growing body of information is of especial importance to educators. Many people seem to have formed the opinion that unemployment among youth would be substantially reduced if more vocational training were given by the schools. But if most jobs either require no training or can be learned in a few weeks or months, what are the implications for vocational education? Should the schools attempt to prepare youth for these positions,

⁴American Council on Education, "The American Youth Commission Activities." March, 1939. 16 p.

⁵Ibid, p. 5.

⁶Ibid, p. 11.

⁷As will be shown in Chapters III and IV.

⁸D. L. Harley, "Learning Time for Jobs Being Studied." Bulletin, American Youth Commission of the American Council on Education, Vol. III, No. 10, p. 1. (April, 1939.)

or ought they leave the task to employers, a high percentage of whom are known to have training programs? If the schools do not attempt to train for particular jobs, is there anything they can do to increase the employability of youth who are likely to go into such work? Would training for specialized and semi-professional employment be best given in post-school institutes? Of jobs requiring lengthy training periods, which should be left to apprenticeship and which can be learned to better advantage in trade schools or in college? We seem to have entered upon a period of research and experimentation which should clarify these problems.

As a result of extensive research in the field of youth problems, many pertinent facts relative to employment have been discovered.⁹

During the 1938 meeting of the American Council of Guidance and Personnel Associations, administrators agreed that schools not only can but must adjust to meet occupational demands.¹⁰ Edwin A. Lee,¹¹ panel discussion leader, gave as a four-point program of the school--guidance, occupational training, placement, and testing of vocational aptitudes. Alexander J. Stoddard,¹² superintendent of the Denver Schools, was of the opinion that schools must shift their philosophy from the traditional one dealing with academic subject-matter to a more practical, functioning program. John L. Nuttall,¹³ superintendent of the Salt Lake City Schools, pointed out that in the present era, as in no preceding one, boys and girls must be made to appreciate the honor of work. The expression of such opinions by administrators furnishes evidence that they are open-minded to the youth employment problem and are eager to improve existing situations.

⁹These findings will be summarized in Chapter V.

¹⁰Convention Panel Discussion, "Can Public Education Adjust to Occupational Demands?" Occupations, 16:739-741. (May, 1938.)

¹¹Ibid, pp. 739-740.

¹²Ibid, p. 740.

¹³Ibid, p. 741.

Many facts and opinions other than direct surveys concerning youth employment problems have been published. The Oakland, California, Board of Education set up the following policy:¹⁴

It is the function of the public school to provide training and educational opportunities for all of our young people from the time they are ready to enter school in the kindergarten until they secure employment or enter the university.

In response to this policy the Merritt Business School of Oakland, California, was founded. Placement has been an important function of this school.¹⁵

Because of their affiliation and contact with the work of the American Youth Commission, Brandon and Rainey may be considered near-authorities on youth problems. Brandon points out three handicaps facing youthful job-seekers:¹⁶

- (1) Immaturity and inexperience.
- (2) The lack of adequate or appropriate training for the jobs that are available in an industrial age.
- (3) Ignorance as to where to look for vocational advice and placement counseling.

Rainey says of many of the nation's youth:¹⁷

...many of the youth listed by census takers as 'employable' have in fact hardly any qualification for employment except

¹⁴H. L. Forkner, "A New Deal in Commercial Education." National Business Education Outlook, Vol. I, (1935) pp. 129-132.

¹⁵Ibid, p. 131.

¹⁶Arthur L. Brandon, "Handicaps of Youthful Job Seekers." Occupations, Vol. 16, Pt. I, pp. 326-330. (January, 1938.)

¹⁷Homer P. Rainey, How Fare American Youth? D. Appleton-Century Company, Inc., New York. (1938) p. 24.

a willingness to accept it. They show too often even an inability to locate employment opportunities when there is good reason to believe they exist in the community.

Barnhart made a comparative study of enrollments in bookkeeping, type-writing, and shorthand with actual employment opportunities and found that enrollments in these subjects far exceed occupational opportunities.¹⁸ If, then, Barnhart, Brandon, and Rainey are correct, increased job training should be provided in fields other than bookkeeping and stenography.

PURPOSE OF STUDY

With facts gathered, administrators open-minded, youth directors agreeing that many unemployed youth are unprepared for work, and (insofar as is ascertainable) no other studies of exactly this nature completed in this field, it appears warrantable that business educators use available data to determine how effectively their programs are meeting the needs of the youth whom they are serving.

This study, then, seeks to determine the implications of the youth employment problem to secondary business education as indicated by case-studies of youth surveys.

Widespread disagreement as to what should be included in "business education" has prevailed since its inception into the high school program. In this study "business education" includes: (1) training for clerical¹⁹ and distributive occupations, and (2) developing economic understanding relative to: (a) buying goods and services wisely, and (b) creating a

¹⁸Earl W. Barnhart, "Employment Opportunities for Beginning Stenographers and Typists." School Life, Vol. 23, No. 8 p. 278. (April, 1938.)

¹⁹Clerical occupations include the work of accountants, secretaries, stenographers, typists, file clerks, office machine operators, and general office employees.

feeling of personal and social responsibility. "Commercial education" is used interchangeably with "business education."

The extension of a number of public schools through the fourteenth year preceded by the introduction of the junior high school might indicate that the period of secondary education has been lengthened. In some systems, however, it is found that the senior high school includes only three grades--ten, eleven, and twelve. Most states issue high school diplomas to pupils at the completion of twelve grades. Other states require only eleven years before graduation. For purposes of this study, the term "secondary school" means the four years of schooling immediately preceding high school graduation. With the exception of only a few states²⁰ this will include grades nine through twelve. For these exceptional states, grades eight through eleven constitute the secondary school. "High school" and "secondary school" are used synonymously throughout this study.

SCOPE OF STUDY

This study is concerned with the implications of the youth employment problem to secondary business education in the United States. However, its scope is selected insofar as youth surveys are available for a limited number of states, counties, cities, and schools. These surveys lend themselves to a comparative study of youth problems in different localities. This comparison is made through employing the case-study method.

Among rural and urban youth alike are found two distinct groups--the employed and the unemployed. Hence, in this study the following phases of the youth employment problem are considered: (1) extent to

²⁰An examination of state courses of study reveals that Texas and Virginia require only eleven years of schooling before high school graduation.

which youth are unemployed with particular reference to: (a) age, (b) training, and (c) length of unemployment; and (2) extent to which youth are employed relative to: (a) age, (b) wages received, (c) types of positions (or jobs) held by youth, (d) training, and (e) interval of unemployment before beginning work. It is recognized that promotional opportunities and economic backgrounds of youth play an important role in the youth employment problem, but these are not within the scope of this study. Neither does the study extend into the field of general education. Problems of the negro and white youth are supposedly quite different, particularly in the southern states. For purposes of this study, only white youth are used. Since the study is limited to the field of secondary education, it naturally concerns itself with youth of later high-school and post high-school age. Attention is directed to the employment problems of white youth between the ages of sixteen and twenty-four. It is assumed that the sampling included in the studies used is representative of the several sections of the United States and of the youth within these sections.

MATERIALS AND METHOD

Youth surveys are the principal sources of data for this study. These surveys are divided into three groups, as follows: (1) studies of the American Youth Commission, (2) other youth studies representing an unselected random sampling of youth in given localities, and (3) surveys of selected groups of youth--for example: out-of-school youth, rural youth, N.Y.A. enrollees, recent high school graduates, and youth registered for work.

In the American Youth Commission studies are listed: the Maryland

study published under the title, Youth Tell Their Story; "A Study of Youth Needs and Services in Dallas, Texas"; "Inventory of Youth in Pennsylvania"; "A Study of Youth Needs and Services in Muncie, Indiana"; and "Rural Youth Speak," an elaboration of the survey of rural youth included in the Maryland study.

In the second classification of youth studies are the following: "Coming of Age in Essex County," New Jersey; "Sixth Graders, Twelve Years Later," Cincinnati; "Indianapolis Youth Survey"; Survey of Youth in Denver; and three studies completed by the Welfare Council of New York City--Unemployed Youth in New York City, "Preliminary Figures for Brooklyn," and "Preliminary Figures for Bronx."

The following studies are of more or less a miscellaneous nature. Most of them are representative of selected groups of youth within a locality rather than of all youth. In this group of studies are first those of rural youth: "Mississippi Older Youth Survey"; and "Young People in Taylor County," Wisconsin. Other surveys used in this group are: "Out-of-school Youth in Virginia"; "Youth Gets its Chance," N.Y.A. youth of New York City; "Youth Survey," Niagara Falls, New York; "Surveys of Youth," Mount Vernon, New York; "A Report of a Survey of Youth Not in School," Houston, Texas; "Survey of Recent High School Graduates in Connecticut"; Follow-up studies made by the Department of Occupational Adjustment, Oakland Public Schools, Oakland, California; and "Status of June, 1936 Graduates one Year After Graduation," Minnesota.²¹

In view of the fact that a number of agencies have become interested in youth problems to the extent of conducting surveys, a wealth of material

²¹A list of additional youth studies is given in the appendix. These are not included in this study because they throw no light on the problems under consideration.

relative to the status of the American youth is available. However, each agency devised its own research procedure, thereby producing uncomparable data. Because of this fact it has been deemed advisable to produce a case-study of each youth survey used in this study. These case-studies aim only to call attention to those phases of the youth employment problem treated in this study and to the methods used by the different agencies in collecting their data. They deal with some or all of such questions as the following: How many youth are unemployed? What are their characteristics relative to age, length of unemployment, and education? How many youth are employed? What are their ages? In what lines of work do they find employment? What remuneration do they receive? And what are their educational qualifications? These facts are gleaned from the several youth surveys. In some few studies no distinction is made between races. This factor is taken into consideration when referring to the surveys. The ages of youth included in the different studies also varies. This factor is noted.

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

- (1) A bibliography of youth surveys was compiled. With this as a basis of sources of materials, studies were obtained from the American Youth Commission, emergency governmental agencies, school boards, and universities.
- (2) A study of research methods revealed that the case-study method²² is adaptable to the treatment of data collected for use in this study.
- (3) The surveys were analyzed individually for an understanding of

²²Carter V. Good, A. S. Barr, and Douglas E. Scates, The Methodology of Educational Research. D. Appleton-Century Company, Inc., New York, 1935. pp. 565-575.

youth situations in given localities, a general overview of youth situations as a whole, and a comparison of rural and urban youth. The methods employed in conducting these surveys were also noted.

(4) Common elements of the several studies were pointed out as general existing conditions; and distinguishing characteristics, as localized conditions.

(5) The findings were then interpreted in the light of their implications to secondary business education.

CHAPTER II

STUDIES OF THE AMERICAN YOUTH COMMISSION

Perhaps the most representative youth surveys are those conducted by the American Youth Commission, a non-governmental organization established in 1935 as a part of the American Council on Education. The first phase of its program--that of gathering facts--was carefully mapped out before any field work was undertaken. As a representative state, the Commission chose Maryland; another state-wide study, however, not begun by the Commission, was made in Pennsylvania. To represent the larger metropolitan areas, Dallas, Texas, was selected. Muncie, Indiana, represents the smaller cities for the Commission. In order to consider rural youth as a separate group, all urban cases were eliminated from the Maryland study. This resulted in a state-wide survey of rural youth--"Rural Youth Speak." All people included in the American Youth Commission studies were interviewed personally and given an opportunity to speak freely of their status. A brief analysis of the portions of the Commission's surveys affecting this study follow.

The Maryland¹ study, begun in June, 1936, is perhaps the most representative survey that has been made of the nation's youth. Maryland was chosen as a representative state, and all sections of the state are proportionately included in the study. Under the direction of the American Youth Commission, 13,528 Maryland youth between the ages of sixteen and twenty-four were interviewed. Of this number 84.6 per cent, or approximately 11,445 were white. Findings relative to the youth employment

¹Howard M. Bell, Youth Tell Their Story. American Council on Education, Washington, 1938. 255 p.

problem in Maryland are summarized as follows:

(1) Scholastic attainment has a very marked effect on the occupations which Maryland youth enter as shown by Table I. High school graduates find occupational choices limited by their education. Youth of lower scholastic attainment find their field even more limited.

TABLE I²

MEDIAN GRADE COMPLETED BY EMPLOYED OUT-OF-SCHOOL YOUTH
(both races)

Youth's Occupation	Median grade	Number of Cases
Professional-technical	15.4	409
Office, Sales	12.1	1,548
Managerial	11.4	254
Skilled	10.2	242
Semi-skilled	9.8	1,474
Domestic-personal	9.2	670
Relief projects	7.5	1,041
Total	10.5	5,972

(2) The fact that youth of sixteen, seventeen, and eighteen have considerable difficulty in finding employment is supported by Table II.

TABLE II³

Age last birth-day	STATUS OF YOUTH							Percent-age base
	Youth in Labor Market			Other Youth				
	Full-time	Part-time	Total	Unem-ployed	Home-makers	Stu-dents	Voluntar-ily idle	
16	8.9	4.2	13.1	16.8	3.0	65.9	1.2	1,514
17	20.0	6.2	26.2	24.8	5.2	42.3	1.5	1,422
18	33.0	6.9	39.9	25.2	9.1	24.0	1.8	1,481
19	43.6	7.4	51.0	21.2	11.5	14.2	2.1	1,657
20	46.2	5.5	51.7	21.2	14.9	10.7	1.5	1,636
21	48.7	6.6	55.3	19.1	16.6	7.5	2.5	1,619
22	51.2	7.1	58.3	16.7	17.8	5.0	2.2	1,599
23	55.8	5.2	61.6	15.4	18.0	3.5	1.5	1,240
24	55.8	5.3	61.1	15.1	20.4	1.5	1.9	1,545
All ages	40.3	6.1	46.4	19.5	12.9	19.4	1.8	15,513

²Ibid, p. 94.

³Ibid, p. 105.

(3) Table III, indicating wages of young workers in different occupations coupled with the fact that more schooling is required of those employed in the first listed occupations, evinces a high relationship between schooling and wages of young workers.

TABLE III⁴

WAGES OF WHITE YOUTH BY OCCUPATION AND SEX

Occupational Field	Median Weekly Wage		Number of Youth	
	Male White	Female White	Male	Female
Professional-technical	\$22.59	\$20.67	120	201
Proprietary-managerial	22.87	16.67	141	222
Office-Sales	16.06	13.33	674	671
Skilled	17.36	-----	204	3
Semi-skilled	16.70	13.57	863	465
Unskilled	9.00	-----	575	3
Domestic-Personal	14.03	7.66	71	226
Relief projects	8.47	4.56	178	57
Total	\$15.17	\$13.20	2,826	1,648

The above table indicates also that boys, as a rule, receive higher wages than girls.

(4) Wages of youth seem to rise in proportion with age, as shown in Table IV.

TABLE IV⁵

MEDIAN WAGES OF YOUTH BY AGE

Age	Median Weekly Wage	Number
16	7.37	133
17-18	10.47	751
19-20	13.26	1,266
21-22	15.91	1,286
23-24	17.85	1,108

(5) Table V indicates that farm youth receive considerably lower wages

⁴Ibid, p. 114.

⁵Ibid, p. 118.

than youth living in towns, cities, or villages--all of which receive approximately the same.

TABLE V⁶

WAGES AND HOURS OF YOUTH BY RESIDENCE

Locality	Median Weekly Wage	Median Weekly Hours
City	\$13.82	40.4
Town	13.51	42.7
Village	13.28	44.9
Farm	8.44	53.9

(6) It was found that unemployment affected youth in different localities as follows: 20 per cent of farm, 26 per cent of village, 23.7 per cent of town, and 37.6 per cent of city youth were unemployed.

(7) The average period of unemployment for all unemployed youth was 1.9 years; this ranged from a median of 5.6 years for those who had not completed the sixth grade to 5.9 months for college people.

Hence, in Maryland it was found that: Less than 10 per cent of the employables found employment before reaching the age of seventeen; at twenty-one slightly more than one-half of the employables were employed; more youth found employment in clerical occupations than in any other field; at least high school graduation appeared to be essential to the median clerical worker; generally speaking, youth with the most schooling entered occupations paying the highest wages; boys, as a rule, received higher wages than girls. Wages of sixteen year-old workers were approximately one-half those of twenty-four year-old workers; urban youth received higher wages than farm youth; unemployment was more prevalent in cities, and less prevalent in rural areas; lengthened periods of schooling shortened the gap between formal education and employment.

⁶Ibid, p. 113.

The Pennsylvania study⁷ was started in 1934 on state funds. In 1936 the data, which were uncompiled because of a shortage of money, were turned over to the American Youth Commission for further elaboration and a general report. Cases used in this study were taken from 1926 and 1928 sixth grade rolls in forty-seven of the sixty-seven counties. The interviewing was done by 335 college students and 161 employees in county relief projects. In this study no distinction is made between races.

Of the total 1926 group it was found in 1934 that: 27 per cent were unemployed; 23 per cent were working in unskilled occupations; 11 per cent were employed in clerical occupations; and 22 per cent were still in school (in spite of the fact that this group normally should have graduated from high school one and one-half years sooner). The 1928 group had not yet graduated from high school, and no significant findings relative to the employment situation were noted.

Scores made on intelligence tests given while the cases were in the sixth grade were available in school offices. These scores together with the status of the youth at the time of the surveys revealed that a negligible number of those of low mentality entered fields of employment paying high wages or succeeded in school to the extent of graduating from high school.

The Dallas, Texas, study,⁸ conducted by Jack Robertson with the

⁷Harlan Updergraff, "Inventory of Youth In Pennsylvania;" The American Youth Commission of the American Council on Education, Washington, 1936. (Preliminary Draft, 81 p. mimeographed.)

⁸Jack Robertson, "A Study of Youth Needs and Services in Dallas, Texas." American Council on Education, Washington, 1937. (Preliminary Draft, Volumes I and II, 414 p. mimeographed.)

assistance of a staff of twenty-five field and office workers, was made between June 1, 1936 and October 1, 1937. After a period of careful preparation, the field workers interviewed 3,622 white youth between the ages of sixteen and twenty-four, inclusive. Care was taken to distribute the sampling proportionately among age groups, sex, and areas of the city in order to make the group interviewed representative of the youth of the city as a whole.

Of the white youth in Dallas, 25.33 per cent were unemployed or on Federal relief projects and wanted work; 16.51 per cent were in school; 34.6 per cent were gainfully employed; 12.21 per cent, or slightly more than one-third of all employed youth, were in clerical occupations; 7.4 per cent were in sales work; 6.77 per cent, in personal service; and 6.3 per cent, in semi-skilled occupations; less than 3 per cent of the city's youth were to be found in other occupations. Of the employables the per cent of unemployed steadily dropped from 23.15 per cent for those whose schooling was below the sixth grade to zero per cent for college graduates. However, 32.59 per cent of the high school graduates who had no further schooling were unemployed. For the out-of-school employed youth there was a median lapse of 4.1 months between leaving school and securing employment; for those who never had jobs, there was a median lapse of 18 months.

In Dallas it was found that: slightly more than half of the youth were gainfully employed or in school; (however, more youth were found working than in school) more youth found employment in clerical occupations than in any other line of work; increased schooling indicated better occupational opportunities, but did not insure immediate gainful employment.

The Muncie, Indiana, study,⁹ begun in May, 1936, was designed for the purpose of identifying youth needs in a small-sized urban community. This survey was concerned with following up the 1790 high school graduates and withdrawals for the years 1930, 1933, and 1936, to whom letters were sent before any interviewing was done. Of the original number schedules were satisfactorily filled out for 1140--approximately two-thirds.

Findings relative to employment among Muncie youth are summarized as follows:

- (1) Of those contacted 27.5 per cent had dropped out of school and 72.5 per cent were high school graduates.
- (2) Of the 1930 graduates: 73.2 per cent were employed and 1.7 per cent were unemployed and looking for work. Of those who graduated from high school in 1933: 65 per cent were employed and 3.3 per cent were looking for work. Of the 1936 graduates 52 per cent were working while 12 per cent were in search of jobs. Of those who withdrew during the years of 1930, 1933, and 1936: 57.6 per cent were employed and 9.1 per cent were out of school and without jobs.
- (3) Clerical and kindred occupations furnished employment for 24 per cent of the males and 60 per cent of the females. Selling positions predominated over other clerical fields.
- (4) Median weekly wages for boys were \$23.10; for girls, \$15.85. Youth receiving the highest wages were found in professional fields. Median clerical salaries approximated median salaries for both sexes. Those who graduated in 1930 received the highest median wages, while the 1936

⁹Raymond G. Fuller, "A Study of Youth Needs and Services in Muncie, Indiana." American Council on Education, Washington, 1938. (199 p. mimeographed.)

graduates received the lowest median wages.

(5) Those who did not graduate from high school tended to be found in occupations paying the lowest wages.

In Muncie, too, it was found that older youth were more likely to be employed than the younger group. The older group also received higher wages. Girls did not receive remuneration equal to that received by boys in the same fields. It is interesting to note, however, that the number of Muncie youth found in selling positions exceeded the number in general clerical or stenographic work.

Rural youth of Maryland¹⁰ reported less unemployment than did non-rural youth.¹¹ The employment situation of Maryland rural youth may be summarized as follows:

- (1) Of all rural boys between the ages of sixteen and twenty-four, approximately 54 per cent were engaged in farm work.
- (2) Table VI shows that younger youth receive lower wages than older ones and that rural girls receive higher wages than rural boys.

TABLE VI¹²

MEDIAN WEEKLY WAGES OF WHITE RURAL YOUTH BY AGE AND SEX

Age	White Male		White Female	
	Number	Wage	Number	Wage
16-18	120	\$5.88	41	\$7.66
19-21	255	8.38	76	10.87
22-24	232	11.57	69	13.75
Total	607	\$8.94	186	\$10.80

¹⁰Joseph J. Lister and E. L. Kirkpatrick, Rural Youth Speak, American Council on Education, Washington, 1938. (96 p. mimeographed.)

¹¹It should be remembered that this survey was conducted in the summer and fall when the demand for farm laborers and workers in canneries was at its peak.

¹²Ibid, p. 37.

However, it should be noted from the preceding table that more than three-fourths of the employed youth are boys, whereas less than one-fourth are girls.

(3) Higher scholastic attainment seems to result in higher wages for rural as well as for urban youth. Table VII¹³ shows the effect of schooling on the wages of rural youth.

TABLE VII¹³

MEDIAN WEEKLY WAGES OF WHITE RURAL YOUTH BY OCCUPATION AND SEX

Scholastic Attainment	White Male		White Female	
	Number	Wage	Number	Wage
Did not attend high school	250	\$ 7.75	28	\$ 7.15
Attended high school, but did not graduate	167	9.72	24	7.78
Graduated from high school	140	11.11	86	10.20
Attended college	21	20.50	44	18.57
Total	578	\$ 9.11	182	\$11.02

(Note: Tables VI and VII should not be expected to produce the same totals since employed students are included in Table VI and excluded from Table VII.)

It can readily be seen that age and schooling aid both rural and urban youth (unquestionably in Maryland, and presumably in the nation as a whole) in getting jobs and in receiving higher wages.

SUMMARY

As a result of the studies of the American Youth Commission data are available to support the following conclusions:

(1) Unemployment is very high among youth under twenty-one years of age. After a person passes the age of twenty-one he finds more employment doors open to him. Higher scholastic attainment increases a youth's chances of getting a job, although education by no means guarantees a

¹³Ibid., p. 89.

job.

(2) More urban youth find employment in clerical occupations than in any other field. Rural young people find their greatest employment opportunities in agriculture. Approximately the same number of girls as boys enter clerical and selling fields. However, the per cent of girls is much higher than that of boys because practically all boys enter the labor market, and many girls do not seek jobs.

(3) Four factors seem to affect the wages of youth, namely: age, schooling, occupation, and sex. A person's schooling has considerable effect on the occupation he enters. Increased schooling means entering the labor market at an older age. The occupations paying the highest wages demand more schooling. The amount of schooling a youth has, then, plays an important role in determining what his wages shall be. Generally speaking, boys receive higher wages than girls--particularly in urban districts.

(4) Most youth pass through a period of unemployment between the time of leaving school and beginning work. This gap usually widens for those leaving school at lower levels of scholastic attainment.

(5) Unemployment is less prevalent among rural than among urban youth. The latter, however, receive higher money wages.

(6) A comparative study of the Muncie survey and of the rural youth survey reveals that scholastic attainment of urban youth is higher than that of rural youth.

CHAPTER III

CASE-STUDIES OF REPRESENTATIVE YOUTH SURVEYS

Evidence of interest in youth problems has by no means been limited to the American Youth Commission studies. Other agencies have completed surveys that appear to be as complete and as representative as those of the Commission. Case-studies of representative surveys are presented in this chapter to support or disprove the findings given in the preceding chapter.

The Essex County, New Jersey, survey,¹ conducted as an Emergency Relief Administration project in 1935, is the result of personal interviews with ten thousand young people between the ages of sixteen and twenty-four. The data collected in this survey were compiled by the National Youth Administration as a project in 1936. The following facts relative to the Essex County youth employment situation were found:

(1) Of the youth contacted 2958 white males and 3014 white females were actually in the labor market. Table VIII shows that approximately the same per cent of girls as boys in the labor market were employed. Almost half of those unemployed had never been employed.

TABLE VIII²

EMPLOYMENT STATUS OF WHITE YOUTH IN LABOR MARKET BY SEX

Employment Status	White Male		White Female	
	%	%	%	%
Unemployed	57.9		55.9	
With Work experience		29.3		26.2
Never Employed		28.6		29.7
Employed	42.1		44.1	

¹Essex County Superintendent of Schools and University of Newark, "Coming of Age in Essex County." (122 p. mimeographed.)

²Ibid, p. 9.

As shown in Tables IX and X unemployment is more pronounced among youth in the younger age group.

TABLE IX³

EMPLOYMENT STATUS OF WHITE MALE YOUTH IN LABOR MARKET BY AGE

Employment Status	Age in Years								
	16-18			19-21			22-24		
	%	No.	%	%	No.	%	%	No.	%
Number		884			1168			906	
Unemployed:	72.2			58.5			43.0		
With Work Experience			21.7			31.7			33.7
Never employed			50.5			26.8			9.3
Employed	27.8			41.5			57.0		
Total	100.0			100.0			100.0		

TABLE X⁴

EMPLOYMENT STATUS OF WHITE FEMALE YOUTH IN LABOR MARKET BY AGE

EMPLOYMENT STATUS	Age in Years								
	16-18			19-21			22-24		
	%	No.	%	%	No.	%	%	No.	%
Number		1175			1128			711	
Unemployed:	74.1			53.2			40.5		
With Work Experience			20.9			28.4			29.5
Never Employed			53.2			24.8			11.0
Employed	25.9			46.8			59.5		
Total	100.0			100.0			100.0		

(2) Periods of unemployment were longer for older youth than for the younger youth, as shown in Table XI.

TABLE XI⁵

MEDIAN MONTHS OF UNEMPLOYMENT BY AGE AND SEX

Age in Years	White Male	White Female
16-18	8.6	7.9
19-21	13.5	12.0
22-24	17.6	17.0

³Ibid, p. 10.⁴Ibid, p. 11.⁵Ibid, p. 14.

(5) Scholastic attainment has considerable effect on the employment status of youth as shown by Table XII.

TABLE XII⁶

UNEMPLOYED YOUTH BY SCHOLASTIC ATTAINMENT AND SEX

Last Grade Completed	Per cent Unemployed	
	Male White	Female White
7th grade or less	67.8	65.6
8th grade	60.1	59.5
First year, high school	56.8	55.8
Second year, high school	50.8	54.5
Third year, high school	56.1	50.2
Fourth year, high school	52.3	51.1
Some college	42.3	50.5
Total	55.0	54.8

(4) Table XIII indicates that youth with vocational training experienced almost as much unemployment as did youth without such training.

TABLE XIII⁷

PER CENT OF UNEMPLOYED YOUTH BY AGE, SEX, AND VOCATIONAL TRAINING

Age	Male White		Female White	
	With Training	Without Training	With Training	Without
16-18	70.5	72.9	72.3	75.0
19-21	61.0	66.6	51.7	54.6
22-24	39.7	42.9	35.8	42.5

(5) Through a study of unemployment of male workers in manual and clerical occupations, it was found that occupations requiring manual labor were easier to enter but that employment in the white-collar field was more stable.

(6) Approximately one-half of the younger employed youth were found in semi-skilled and unskilled occupations, whereas about one-fourth of the

⁶Ibid, p. 15.

⁷Ibid, p. 24.

younger workers were in these fields. As shown in Table XIV the per cent of boys employed in selling occupations decreases with age, while the per cent in clerical occupations increases. The increase in per cent of youth in clerical occupations with advanced age is much more noticeable in girls than in boys as shown in Table XV.

TABLE XIV⁸

OCCUPATIONS OF MALE YOUTH BY AGE

Present Occupation	Age in Years					
	16-18		19-21		22-24	
	%	No.	%	No.	%	No.
Total Number		246		484		516
Professional and semi-professional	3.2		5.3		14.0	
Commercial and Clerical	33.7		33.8		35.2	
Commercial		3.2		6.2		9.3
Clerical		11.0		18.9		17.4
Selling and Allied		19.5		8.7		8.5
Skilled	8.1		11.5		17.0	
Semi-skilled and un-skilled	42.4		41.9		28.4	
Personal service	8.5		5.6		3.7	
Others	4.1		2.1		2.7	
Total	100.0		100.0		100.0	

TABLE XV⁹

OCCUPATIONS OF FEMALE YOUTH BY AGE

Present Occupation	Age in Years		
	16-18	19-21	22-24
Total number reporting	304	528	423
	%	%	%
Professional and semi-professional	2.3	3.6	9.0
Commercial and Clerical	22.0	44.5	50.1
Skilled	1.3	1.9	7.8
Semi-skilled and unskilled	55.3	36.8	24.1
Personal service	18.1	12.3	7.8
Others	1.0	0.9	1.2
Total	100.0	100.0	100.0

⁸Ibid, p. 24.⁹Ibid, p. 25.

(7) Of the employed youth approximately three-fourths were working full-time. The highest percentage of full-time workers--slightly above 80 per cent--were found in professional, commercial, and clerical fields. The lowest percentages of full-time workers--between 60 and 70 per cent--were found in semi-skilled, unskilled, and personal service occupations. Regular work in the less skilled occupations, then, is less secure than in the more technical fields. Approximately the same per cent of girls as of boys were working full-time. A higher per cent of the older than of the younger group of employed youth were found working full-time. It might be remembered in this connection that the older youth found more employment in the more skilled occupations than did younger youth. Hence, older youth were more likely to be working full time than were the younger ones.

(8) That older youth receive higher wages than younger ones and boys receive more than girls is evidenced by Table XVI.

TABLE XVI¹⁰

MEDIAN WEEKLY WAGES OF WHITE YOUTH BY AGE AND SEX

Age	Male White		Female White	
	Median Weekly Earnings		Median Weekly Earnings	
	Full time Employment	Part time Employment	Full time Employment	Part time Employment
16-18	\$12.71	\$ 7.04	\$12.81	\$ 8.85
19-21	16.80	12.21	14.80	9.55
22-24	20.67	15.39	17.47	11.64

(9) Approximately 50 per cent of the workers were or had been employed in occupations other than those for which they were trained.

In Essex County it was found that: approximately half of the youth

¹⁰Ibid, p. 29.

in the labor market were unemployed, half of whom had never worked; a considerably higher per cent of the younger workers than of the older ones were unemployed--72 per cent of the younger group as opposed to 43 per cent of the older group for boys, and 74.1 per cent as opposed to 40.5 per cent for girls; lower scholastic attainment indicated more meager job possibilities; however, college work did not guarantee a job; more than one-third of the employed youth were in clerical and commercial positions; youth held more clerical than selling positions with a steady increase in the per cent of clerical occupations and a decrease in the per cent of selling positions with age. Boys, as a rule, received higher wages than girls; older youth were paid higher median salaries than younger workers.

Cincinnati¹¹ sixth graders of 1925-24 were followed up twelve years later. Of the 5807 white youth in the original sixth grade group, 2318, or approximately 60 per cent, were located for the follow-up study. The group contacted ranked slightly above the group as a whole on the Otis Scale. The range in the ages of these people was from twenty-two to twenty-nine years with the median slightly above twenty-four. The following was found relative to the employment status of the people located:

(1) Twenty per cent of the males and fifty-three per cent of the females were unemployed--housewives are included in the unemployed females. Of the white males employed, 21.4 per cent were in clerical occupations, and 13.68 per cent were sales people. Almost fifty per cent of the employed females were in clerical occupations.

¹¹Regional Department of Economic Security, "Sixth Graders Twelve Years Later." Cincinnati, Ohio, 1938. (62 p. mimeographed.)

(2) The median weekly earnings of the white males were \$20.75, ranging from less than \$5 to more than \$50. The median earnings of the females were \$15.87 with the same range as the wages of men.

(3) As measured by the Otis test administered when the subjects were in the sixth grade and the employment status as of March 1, 1936, the employed group had a median percentile rank of 53.1; the unemployed, 44.2.

(4) Most of the professional workers of the group were college graduates; more of the salespersons and clerical workers were high school graduates than of any other educational status.

(5) It was found that both schooling and intelligence, as measured by the Otis scale, have an important effect on the line of work a person enters.

In summarizing it must be remembered that the median age of the people included in the Cincinnati study is the maximum age being considered in the determination of youth employment problems. In Cincinnati it was also found that youth enter clerical positions to a large extent--high school graduation being the most frequent prerequisite. Men receive higher median wages than women.

The Committee on Youth Problems was appointed in June, 1934 by Dr. John W. Studebaker.¹² The chief objective of this committee was to develop studies that would aid in developing policies and programs for youth.¹³ Two of the Committee's surveys are used in this study--the

¹²Dorothy B. Cammell, "Highlights on America's Youth Problem." School Life, 21:74. (December, 1935.)

¹³John W. Studebaker, "Government's Interest in Youth." School Life, 20:177-78. (April, 1935.)

"Indianapolis Youth Survey"¹⁴ and Survey of Youth in Denver, Summer of 1935.¹⁵

The Indianapolis survey was completed by the Emergency Education Division of the Governor's Commission on Unemployment Relief. More than five thousand youth between the ages of sixteen and twenty-four were interviewed, of which 80.3 per cent were white.

The following findings relative to the youth situation in Indianapolis are enumerated:

(1) The three usual major youth groups were found in Indianapolis--the employed, the unemployed, and youth in school. However, as shown by Table XVII, the per cent of employed males was almost as high as the total employed females and housewives.

TABLE XVII¹⁶

EMPLOYMENT STATUS OF WHITE YOUTH BY SEX

Employment Status	Per cent	
	Male White	Female White
Unemployed	23.9	21.6
Employed	48.8	27.8
Work Relief	2.4	1.2
Direct Relief	2.1	1.2
Students	22.8	22.0
Housewives	---	26.2
Total	100.0	100.0

(2) One-third of the employed females were clerical workers; one-third were in personal service work. The occupations of boys were more widely scattered than those of girls--19 per cent were in manufacturing,

¹⁴Governor's Commission on Unemployment Relief, "Indianapolis Youth Survey." 1935. (74 p. mimeographed.)

¹⁵University of Denver Bureau of Business and Social Research, Survey of Youth in Denver, Summer of 1935. Vol. 12, No. 4. (September, 1936.) 11 p.

¹⁶Ibid., p. 53.

machine, or production work; 15 per cent were in personal service work; less than ten per cent were found in other occupations, including selling and clerical fields.

(3) The median weekly wage of the sixteen year-old worker was less than \$10; the median twenty year-old received between \$10 and \$14 per week. For the median twenty-four year-old the median weekly earnings were between \$15 and \$19.

(4) Twenty-nine per cent of the unemployed females and twenty-four per cent of the unemployed males had been out of work for more than two years. On the other hand, some of the unemployed experienced considerably shorter periods of idleness--27 per cent of the unemployed males and 23 per cent of the unemployed females had been without work for less than five months. Hence, unemployment was somewhat more prevalent among girls than among boys.

Indianapolis shares with other areas a considerable amount of unemployment among its youth, the usual rising wage for older youth workers, and the comparatively high per cent of clerical employees. However, wages in Indianapolis appear to be somewhat lower than in other localities studied.

Through personal interviews 6,591 young people between the ages of sixteen and twenty-four were contacted in Denver¹⁷ during the summer of 1935. The youth employment situation of Denver may be summarized by noting the following findings:

(1) Slightly more than one-fourth of the youth between the ages of sixteen and eighteen were unemployed and out of school with less than one-tenth of the same age group employed full-time. Almost one-third of the

¹⁷Survey of Youth in Denver, Summer of 1935, loc. cit.

youth between the ages of twenty-two and twenty-four were engaged in full-time work with slightly more than one-fourth of the same age group looking for work. Approximately twice as many boys as girls of the older age group were employed. Table XVIII summarizes the employment situation in greater detail.

TABLE XVIII¹⁸

EMPLOYED AND UNEMPLOYED YOUTH BY AGE AND SEX

Age	Per Cent			
	Employed full-time		Unemployed and out of school	
	Male	Female	Male	Female
16-18	9.3	7.6	25.8	33.7
19-21	31.4	19.1	38.6	30.5
22-24	44.7	21.0	37.2	22.0

(2) Clerical occupations furnished employment for 13.9 per cent of the boys and 29.1 per cent of the girls. However, 21 per cent of the boys were employed in manufacturing and production work, and 45.7 per cent of the girls were in personal service work.

(3) The mean weekly wage of boys was \$15.98; of girls, \$12.03.

(4) Of the unemployed youth 34.8 per cent had been without work for less than five months; 13.8 per cent had been idle for more than two years. The older youth, as a rule, experienced longer periods of unemployment.

Essentially the same situation relative to the Denver youth problem was found in two other studies--one completed by the Adult Education Council of Denver in 1938,¹⁹ and the other was made by the Federal Emergency

¹⁸ Ibid, p. 4.

¹⁹ Adult Education Council of Denver, The Youth Problem in Denver, July, 1938. 8 p.

Relief Administration in 1936.²⁰

The Welfare Council of New York City,²¹ assisted by the Works Progress Administration, made a study based on a sample of the city's youth population in 1935. The youth, whose ages ranged from sixteen to twenty-four were selected from every one hundredth residence address listed in the real property inventory. In this manner, 9,041 or .8 per cent of the total number of the selected age group living in the city according to the 1930 census were interviewed. Findings relative to the employment status of New York City's youth are summarized:

(1) Almost two-thirds of the youth under eighteen were in school with only one-tenth employed. However, as shown in Tables XIX and XX, approximately one-half of the youth between the ages of twenty-two and twenty-four were gainfully employed.

TABLE XIX²²

EMPLOYMENT STATUS OF WHITE MALE YOUTH BY AGE

Employment Status	Per Cent		
	Under 18	18-20	21-24
Attending school	66.8	15.5	3.8
Housewives or staying at home	.5	.5	.2
Unable to work	.6	.5	.9
Employed	11.3	37.8	57.4
Unemployed or on work relief	20.8	45.9	37.7
Unemployed	20.6	44.9	35.3
Previously employed	6.1	25.1	35.3
Never employed	14.5	19.8	4.1
Work relief	0.2	1.0	2.4

²⁰University of Denver Bureau of Business and Social Research, Survey of Denver's High School Graduates for the Years 1929, 1933, and 1934. Vol. 12, No. 1. (February, 1936) 16 p.

²¹Ellen Nathalie Matthews, Unemployed Youth of New York City, Research Bureau of Welfare Council of New York City. (Reprinted from Monthly Labor Review of the Bureau of Labor Statistics of the United States Department of Labor, (February, 1937) 18 p.

²²Ibid., p. 5.

TABLE XX²³

EMPLOYMENT STATUS OF WHITE FEMALE YOUTH BY AGE

Employment Status	Per Cent		
	Under 18	18-20	21-24
Attendings school	60.2	11.8	1.2
Housewives or staying at home	4.7	10.7	25.7
Unable to work	1.0	1.8	1.1
Employed	8.1	37.8	47.9
Unemployed or on work relief	26.0	37.9	24.3
Unemployed	25.7	37.5	24.1
Previously employed	6.3	20.5	19.4
Never employed	19.4	17.0	4.6
Work relief	0.3	0.4	0.2

(2) The following percentages indicate the training of employable youth:

Of the employables:

- 51.9 per cent reported business or vocational training.
- 34.9 per cent reported preparation for commercial work.
- 28.9 per cent reported training for stenography, typing,
etc.
- 0.2 per cent reported training for salesmanship.
- 48.1 per cent reported no training.

Of the employed:

- 53.9 per cent reported vocational training.
- 37 per cent reported training for commercial work.
- 29.1 per cent reported training for stenography, typing,
etc.
- 0.3 per cent reported training for salesmanship.
- 46.1 per cent reported no training.

Of the unemployed:

- 49.8 per cent reported vocational training.
- 32.6 per cent reported training for commercial work.
- 26.7 per cent reported training for stenography, typing,
etc.
- 0.1 per cent reported training for salesmanship.
- 50.2 per cent reported no training.

The above figures, showing that vocational training is not a job guarantee, reveal that it does not bar the employment door.

²³Ibid, p. 5.

In addition to the general report for New York City as a whole the Welfare Council released separate figures for Bronx²⁴ and Brooklyn.²⁵ N. Y.

In Bronx the Welfare Council found:

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- (1) Slightly more than one-third of the white youth were employed with almost as many unemployed. Less than ten per cent of those under eighteen years of age were employed, but one-half of those above twenty-one were working. The per cent of unemployed was highest for those between eighteen and twenty years of age. Younger youth were in school. Older ones had been more successful in finding employment.
- (2) Approximately five per cent more of the vocationally trained than non-vocationally trained youth were employed.
- (3) Of the employed youth 29.3 per cent had experienced no period of unemployment; 28.3 per cent of the unemployed, but previously employed, had looked for work for more than three years. Males and females experienced proportionate periods of unemployment.
- (4) Of the employed youth 56.9 per cent were clerks and kindred workers, including sales people.

Data were collected in the same manner for Brooklyn and the findings may be reported in the same manner:

- (1) Slightly more than one-third of the white youth were employed with one-third unemployed. Approximately one-tenth of those below eighteen and one-half of those above twenty-one were employed.
- (2) Vocationally-trained youth appeared to have about a five per cent

²⁴Welfare Council of New York City, "Preliminary Figures for Bronx." April 6, 1937. (20 tables mimeographed.)

²⁵Welfare Council of New York City, "Preliminary Figures for Brooklyn." November 17, 1936. (20 tables mimeographed.)

better employment chance than did non-vocationally trained ones.

(3) Of the employed, 30.3 per cent reported no unemployment; 31.4 per cent of the unemployed, but previously employed, reported more than three years of unemployment. Males and females reported proportionate periods of forced idleness.

(4) Approximately one-half, 49.6 per cent, of all employed youth were clerical or kindred workers.

As evidenced by the studies made by the Welfare Council of New York City, youth in Bronx and Brooklyn face similar employment problems: approximately the same per cent of youth in each area were employed-- between 35 and 36 per cent in each; unemployment was about two per cent higher in Brooklyn than in Bronx; more Bronx youth were in school; vocationally-trained youth of each locality had about a five per cent advantage over the non-vocationally-trained ones in securing jobs; almost one-third of the youth in both places went directly from school to employment; about seven per cent more of Bronx than of Brooklyn youth found employment in clerical occupations.

SUMMARY

In the preceding case-studies it has been pointed out that approximately one-half of the youth in the labor market are without jobs. The per cent of unemployed rises above this for younger job-seekers and drops below for the older ones in some instances. Clerical and semi-skilled occupations offer more employment opportunities to urban youth than any other fields of work. However, youth employment opportunities vary slightly with localities. Denver youth reported less employment than did Indianapolis youth, for example. In all localities studied

older youth receive a higher mean wage than younger workers. Boys receive more than girls. Very few youth enter professions without at least from three to four years of college work. The median schooling possessed by most youth in the clerical and selling fields is high school graduation. The median schooling of unskilled laborers ranges from the completion of the eighth grade through the tenth. Taken as a whole, youth with the most schooling enter the highest paid occupations and do not face so great a probability of unemployment. Youth who experience unemployment spend from two to three months to more than three years in forced idleness. Youth between eighteen and twenty fill the labor market and yet do not find jobs. Neither the public schools nor occupations offer them anything.

CHAPTER IV

SELECTED SURVEYS OF YOUTH GROUPS

Youth as a whole presents a complex problem. Some live in rural areas; others in urban centers. In all localities some are in school; others are not. The latter classification lends itself to two important groupings--the employed and the unemployed. Among the employed are found variations in types of jobs held, in wages received, and in training possessed or required. The unemployed group presents a picture depicting various shades of gloom. In view of the fact that out-of-school youth as a whole and high school graduates of one year naturally encounter diverse employment problems and that problems of rural youth differ from those of urban youth, case-studies of selected youth groups will now be given.

RURAL YOUTH

Recognizing that rural and urban youth have entirely different problems, the American Youth Commission devoted a separate study to a comprehensive survey of rural youth.¹ Rural youth, unless they go to the city, do not have the range of occupations in which to seek work that urban youth have. Even though they may not find jobs, urban youth see actual work in many fields while seeking employment. The rural group finds a far more limited field in which he may observe laborers. Seasonal employment on farms does not yield a sufficient income for most rural youth. Agricultural directors throughout the

¹Rural Youth Speak, Reviewed in Chapter II.

country are agreeing that farm youth face as serious employment problems as do urban youth. After making a careful study of agricultural possibilities Merritt² pointed out that ultimately 75 per cent of the people living on farms must look to non-agricultural pursuits to raise standards of living above that experienced by parents. In other words, rural youth must find employment outside the field of agriculture if rural standards of living are to be raised. Only two case-studies are presented here because available surveys of rural youth contain limited data relative to the employment situation.

In 1936, the National Youth Administration in cooperation with the county agents and 4-H clubs of Mississippi³ made a survey of white rural youth between the ages of eighteen and twenty-five in twenty-one of the eighty-two counties. Findings of this survey relative to employment are limited to the per cent of youth in school and employed away from home as follows:

- (1) Of the 70 per cent of unmarried youth, 34 per cent were in school.
- (2) Of those in school, 59 per cent were in high school with 20 per cent graduating.
- (3) Approximately ten per cent more of the owner group than of the tenant group graduated from high school--39 per cent and 29 per cent respectively.
- (4) Eighteen per cent of the young men and thirteen per cent of the young women were employed away from home.

²Eugene Merritt, "The Opportunity in Agriculture for the Farm Boy." Extension Service Circular No. 264, United States Department of Agriculture, May, 1937.

³Extension Department, Mississippi State College, "Mississippi Older Youth Survey." (Unpublished data.)

Youth in the Mississippi survey are older than the youth considered in this study as a whole--18 to 25 years of age as opposed to 16 to 24. The low per cent of high school graduates indicates that scholastic attainment for this group is lower than that of other youth studied.

Following youth meetings at three centers in Taylor County, Wisconsin,⁴ and the distribution of survey schedules by teachers in rural schools, the status and interests of 191 rural youth between the ages of sixteen and twenty-six were determined. The result of this survey is summarized as follows:

- (1) Sixty-two per cent of the schedules were filled out by boys.
- (2) Seventy-five per cent of the group were out of school with eighty per cent of the schedules coming from youth between the ages of fifteen and twenty.
- (3) Seventy-one per cent of the youth considered themselves unemployed.
- (4) Of those employed farm work was the chief occupation.

Briefly, the situation of rural youth relative to employment seems to be this: Even though farm wages are low and employment opportunities are available for approximately one-third of the year, rural youth have little alternative other than accept farm work. With improved machinery and advanced science fewer farm laborers are needed, but other occupations are unable to absorb the excess supply of farm labor. Rural youth, then, face a critical employment situation, which in turn challenges the schools to do their part in improving the position of rural youth.

⁴University of Wisconsin, "Young People in Taylor County." Extension Service of College of Agriculture, Special Circular, Madison. October, 1936. pp. 1-2.

OUT-OF-SCHOOL YOUTH

The Houston, Texas⁵ study, conducted by the Federal Emergency Educational Relief Program in 1934, had a two-fold purpose: (1) to determine educational courses desired by out-of-school youth with a view to setting up special classes of instruction, and (2) to give employment to otherwise idle teachers. Names of all persons between the ages of twelve and twenty-one who had dropped out of school during the past four years were obtained from the records of the Houston Public Schools. These 3400 youth were interviewed by unemployed teachers who had been given several days' intensive training by specialized social workers. The following findings are a result of the Houston study:

(1) Of those who had dropped out of school, 8.8 per cent were back in school at the time of the interviews.

(2) Comparatively few of the younger out-of-school youth were employed, but a substantial per cent of the older youth were engaged in some type of remunerative employment. Table XXI reveals that half of the out-of-school youth above twenty-one years of age were gainfully employed as opposed to a negligible number below the age of sixteen.

⁵Houston Public Schools, Houston, Texas, "A Report of a Survey of Youth Not in School." Research Bulletin, No. 8605.

TABLE XXI⁶

EMPLOYMENT STATUS OF OUT-OF-SCHOOL YOUTH BY AGE AND SEX

Age Group	M A L E S			F E M A L E S		
	Number working	Number idle	Per cent working	Number working	Number idle	Per cent working
Below 14	0	8	0.0	1	11	9.1
14	3	7	30.0	5	31	13.9
15	27	34	44.3	10	85	10.5
16	76	81	48.4	34	164	17.2
17	144	130	52.6	65	254	20.4
18	180	155	53.8	111	287	27.9
19	152	131	53.8	98	226	23.7
20	122	81	60.2	99	149	39.9
21	99	51	66.0	42	84	33.3
Over 21	69	25	73.4	16	36	30.9
Totals	872	703	55.4	481	1327	26.6

(3) The median weekly wage for boys ranged from \$8 for those whose schooling did not reach the completion of elementary school to \$20 for those who had had three or more years of college work. Median weekly wages for girls ranged from \$2 to \$14. Schooling had a similar effect on the wages of both boys and girls.

(4) Of the boys leaving school in 1927 the median grade completed was the seventh; in 1933, the tenth. For girls the median grade completed in 1927 by those leaving school was the seventh; in 1933, the eleventh. Girls were remaining in school approximately one year longer than were boys.

Employment opportunities for youth leaving school at fourteen and fifteen in Houston were practically non-existent in 1934. There was a high relationship between the amount of schooling possessed by youth and the wages they received. Boys received better salaries than did girls.

⁶Ibid, p. 4.

Data for a study of out-of-school youth in Virginia⁷ were collected in 1934 as an out-of-school census. The personal interview method was not used in this study. Blanks were filled out either by youth themselves or by their acquaintances. Ages of the 40,188 white boys and 35,425 white girls included in this study ranged from fourteen to twenty-four. The study revealed pertinent facts relative to the youth problem in Virginia:

- (1) For the state as a whole and also for counties and cities taken separately more out-of-school youth in the study were eighteen and nineteen years of age than any other.
- (2) For the state as a whole and also for counties and cities taken separately more youth left school at fifteen and sixteen years of age than at any other.
- (3) The highest grade completed by the largest number of county youth was the seventh; of the city youth, the eleventh. For the state as a whole these two groups almost equalled the number of students leaving school. In other words, rural and urban drop-outs usually completed the seventh and eleventh grades respectively.
- (4) Of all youth reported only twenty-one were not working. However, only 33 per cent of the county boys and 17 per cent of the county girls were working away from home. Of the city youth employed, 73 per cent of the boys and 80 per cent of the girls were working away from home.
- (5) Only one hundred and one of all youth included in the survey reported no vocational training. The average amount of such training

⁷Bulletin, State Board of Education, Richmond, Out-of-School Youth in Virginia. Vol. XX, No. 1. (July, 1937.)

was from one to two years.

Virginia's out-of-school youth problem presents a contrast to that of other localities. The fact that so few youth reported unemployment and no vocational training indicates that Virginia has evidently provided for her youth better than have most other states.

HIGH-SCHOOL GRADUATES

Follow-up studies of high school graduates have been quite prevalent during the past few years. In some states these surveys are conducted on a state-wide basis, and in other instances schools accept the responsibility of following up their own graduates for local purposes.

The statistical division of the Minnesota⁸ department of education has attempted for the past several years to determine the employment status of the state's high school graduates one year after graduation. This work is made possible through reports made by high school principals. Findings primarily for the class of 1936 are as follows:

(1) Of the 1936 graduates: 56.81 per cent of the boys and 44.66 per cent of the girls were employed; 5.49 per cent of the boys and 9.23 per cent of the girls were unemployed; 10.79 per cent of the boys and 14.13 per cent of the girls were employed in clerical occupations.

(2) Table XXII gives in summary form the status of Minnesota high school graduates one year following graduation for five successive years.

⁸State of Minnesota, Department of Education, "The Status of June, 1936, Minnesota High-School Graduates One Year After Graduation, June, 1937." (14 p. mimeographed.)

TABLE XXII⁹

EMPLOYMENT STATUS OF MINNESOTA HIGH SCHOOL GRADUATES BY CLASSES

Employment Status	Classes of				
	1936	1935	1934	1933	1932
	Percentages				
In School	32.94	35.80	34.75	35.67	38.69
Employed	50.96	45.43	43.56	41.16	40.68
Unemployed	7.56	10.58	12.25	14.66	16.81
Unaccounted for or not wanting work	8.54	8.19	9.62	8.51	3.82

The preceding table shows that unemployment for Minnesota high school graduates actually decreased between the years 1932 and 1936 with a steady rise in employment. However, slightly more than three per cent of the 1936 group were employed in emergency governmental work. No such employment was reported by members of the other graduating classes. It was also found that the number of clerical workers increased from 5.61 per cent of the 1932 graduates to 12.64 per cent of the 1936 graduates.

(3) A higher per cent of clerical workers was found among youth in cities of the first class than in the smaller towns of Minnesota as evidenced by the following figures: 10.21 per cent of the high school graduates outside the three cities of first class and 18.36 per cent of the Duluth, Minneapolis, and St. Paul graduates were employed in clerical occupations.

As evidenced by follow-up studies Minnesota high school graduates fare quite well in the labor market, with many more graduates found on the job one year after graduation than among the ranks of the idle.

⁹Ibid, p. 11.

Many clerical positions have been open to high school graduates.

In a study of recent high school graduates in Connecticut,¹⁰ 10,922 of the 15,381 graduates for the years 1931-1934 inclusive from twenty-eight counties were interviewed. The work was begun in October, 1934. Many of those excluded from the study were known to be in college. Included in the study were 4,950 boys and 5,972 girls. Of this number 7,796 were under twenty-one years of age, and 3,126 were over twenty-one. Results of the study reveal that unemployment was quite prevalent among the youth contacted. Findings are summarized as follows:

(1) That high school graduates in Connecticut do not readily find jobs is evidenced by Table XXIII.

TABLE XXIII¹¹

NUMBER OF CONNECTICUT HIGH-SCHOOL GRADUATES WHO HAVE NOT BEEN ENGAGED IN REMUNERATIVE EMPLOYMENT BY YEAR OF GRADUATION AND SEX

Year Graduated	Boys	Girls	Total
1931	167	251	398
1932	243	355	598
1933	350	457	807
1934	687	872	1559
Total	1447	1915	3362

(2) At the time of the survey 29.5 per cent of the boys and 32.4 per cent of the girls contacted were unemployed.

(3) Approximately 30 per cent of all youth interviewed had never had a job--28.1 per cent of the boys and 32.2 per cent of the girls.

¹⁰State Department of Education, Hartford, Connecticut, "Survey of Recent High School Graduates in Connecticut." F.L.R.A. Project CP-F-2-20. 1936. (105 p. mimeographed.)

¹¹Ibid, p. 57.

(4) The mean weekly wage of those reporting was between \$11 and \$15.

(5) Of employed females 32.6 per cent held jobs for which they were untrained, and 56.2 per cent of the employed males held jobs for which they were not trained.

That Connecticut youth face a scarcity of jobs is evidenced by the high per cent of unemployment among high school graduates. Wages paid to youth are lower than those found in other localities. The fact that many youth entered occupations for which they were untrained reflects a lack of proper guidance or inadequate vocational training, or both.

The Department of Occupational Adjustment of the Oakland Public Schools of Oakland, California, has made a number of follow-up studies of graduates of its schools. These studies were conducted through the use of postcard questionnaires. Of the men¹² who graduated in 1937 the following was learned in August, 1938:

- (1) Seventy per cent of those who sought jobs found them. Of those employed 63 per cent found jobs immediately after high school graduation; 31 per cent, within six months; and 6 per cent, within one year.
- (2) Of the employed: 39 per cent were clerical workers; 19 per cent, craftsmen; and 13 per cent salespersons.
- (3) Twenty-eight per cent received as beginning salaries between \$60 and \$65 a month; 27 per cent, from \$70 to \$75; and 21 per cent received \$90 or over.

¹²Oakland Vocational Schools, Oakland, California, "One Year Later, Follow-up Survey of June, 1937 Men High School Graduates." Special Bulletin, Number Seventeen.

Of the women¹³ who graduated in the same year, the following was learned:

(1) Fifty-seven per cent of those who sought jobs found them. Of those entering upon jobs, 53 per cent found them within one month following graduation; 33 per cent within six months; and 14 per cent, within one year.

(2) Of the employed: 58 per cent were clerical workers; 16 per cent were salespersons.

(3) Thirty-nine per cent received as beginning monthly salaries between \$70 and \$75; 23 per cent received from \$60 to \$65. It may be noted that in Oakland men and women were paid approximately the same wages.

Of the 1936 graduates¹⁴ the following was learned in August, 1938:

(1) Thirty-two per cent of the men and forty-four per cent of the women were unemployed.

(2) The median monthly salary was approximately \$70.

(3) Of the employed: 34 per cent were in non-machine clerical work; 7 per cent, in primarily machine clerical work; and 9 per cent were salespersons.

(4) The following percentages give intervals of unemployment: 52 per cent of the employed obtained their first jobs during the first month after graduation; 32 per cent, within six months; 13 per cent, between

¹³Oakland Vocational Schools, Oakland California, "One Year Later, Follow-up Survey of June, 1937 Women High School Graduates." Special Bulletin, Number Sixteen.

¹⁴Department of Occupational Adjustment, Oakland Public Schools, Oakland, California, "Jobs--1936 Graduates." Special Bulletin, Number Nine.

six months and one year; 2 per cent looked for more than a year before finding an initial job.

Follow-up studies reveal that the employment situation for Oakland, California, high school graduates was more encouraging in 1937 than in 1936; however, considerable unemployment existed among the 1937 graduates.

N Y A YOUTH

Youth on N.Y.A. rolls tend to represent needy families. In 1936, through personal interviews, 6,500 of the 7,612 N.Y.A. workers of New York City¹⁵ were contacted. Approximately two-thirds of these youth were between seventeen and nineteen years of age. No distinction was made between races in this study.

Table XXIV, presenting vocational training of N.Y.A. youth, shows that New York City N.Y.A. youth had vocational training which they were unable to apply in locating jobs for themselves.

TABLE XXIV¹⁶

VOCATIONAL TRAINING OF N.Y.A. YOUTH BY SEX

Type of Vocational Training	Male		Female	
	Number	Per cent	Number	Per cent
Professional	219	6.0	136	4.8
Commercial	907	24.7	1935	68.5
Industrial	697	19.0	160	5.7
Personal Service	5	0.1	16	0.6
Total Vocational Training	1828	49.8	2247	79.6
No Vocational Training	1784	48.5	550	19.5
Unknown	64	1.7	27	0.9
Total	3676	100.0	2824	100.0

¹⁵Mary Rogers Lindsay, "Youth Gets its Chance." National Youth Administration for New York City, 1938. p. 17.

¹⁶Ibid, p. 88.

For both boys and girls commercial training was almost predominately stenographic with less than one per cent reporting training in salesmanship.

MISCELLANEOUS SURVEYS

In the summer of 1935, 2,497 young people between the ages of seventeen and twenty-four were interviewed in the city of Niagara Falls, New York¹⁷ by twelve trained interviewers--one for each of the twelve sections of the city. Of the youth contacted all except ten were white. There were really three distinct studies made in Niagara Falls--in the larger study every fifth person between the ages of seventeen and twenty-four was taken from the school census files; the two other surveys were of Senior high school graduates and Trott Vocational school graduates for the years of 1931 through 1934. Approximately three-fourths of each group of graduates were contacted. Findings are summarized as follows:

- (1) Between one-third and one-fourth of the youth interviewed were in school full time. (The highest per cent was found in the youngest age group.)
- (2) Between one-third and one-fourth of the cases in the study were employed full time. (The older youth predominated in this group.)
- (3) Approximately one-third were out of school and unemployed.

In Mount Vernon, New York,¹⁸ data were obtained regarding 636 youth between the ages of seventeen and twenty-three. Of this number

¹⁷City of Niagara Falls, New York, "Youth Survey." Summer, 1935. (Unpublished data.)

¹⁸Department of Public Instruction, Mount Vernon, New York, "Surveys of Youth." 1935. (Unpublished data.)

465 graduated from high school; 171 did not. It was found that of the graduates approximately 50 per cent were employed and of the non-graduates approximately thirty-five per cent were employed full time.

SUMMARY

Data from selected youth surveys presented in this chapter support the following conclusions:

- (1) Taken as a whole scholastic attainment, and commercial and industrial employment opportunities are much lower for rural than for urban youth.
- (2) Surveys of out-of-school youth, including drop-outs, high school graduates, and people with college work show a higher per cent of employment than do surveys of high school graduates followed up one year after graduation. This situation is clarified when it is remembered that the median age of the out-of-school group is above that of the high school graduates of one year and that age plays one of the most important roles in youth employment.
- (3) Youth surveys made in one state cannot be said to be applicable to all states unless supported by other studies, as evidenced by the differences between the findings of the Virginia, Minnesota, and Connecticut studies, representing high, medium, and low employment opportunities respectively.
- (4) Larger cities offer more employment opportunities in clerical fields than the smaller ones. However, clerical opportunities provide greater employment opportunities in all urban areas than any other field of work.
- (5) Age effects both occupational opportunities and wages of youth.

CHAPTER V

SUMMARY OF FINDINGS AND IMPLICATIONS TO SECONDARY BUSINESS EDUCATION

The fact that thousands of the nation's youth are unemployed or receive such low wages as to prevent their being entirely self-supporting has been indicated in preceding chapters. This chapter seeks to determine some basic characteristics of unemployed and of employed youth by presenting common elements found in the several surveys, supplemented by some pertinent findings of the 1937 Unemployment Census, and to point out some implications of the findings to secondary business education.

UNEMPLOYED YOUTH

The plight of unemployed youth has called forth considerable research and planning. In summarizing its active file at the end of 1937 the Employment Service found:¹

...the greatest amount of unemployment among men appears in the age groups 20-24 and 55-59 years...and among women at 20 and from 50-59 years.

However, in interpreting these figures later it was concluded that comparative newcomers to the labor market were considerably underrepresented in the active file compared to their numbers in the unemployed population. New workers are largely from the age group under 20 years

¹United States Department of Labor, Bureau of Labor Statistics, Young and Old at the Employment Office, United States Government Printing Office, Washington, 1938. (Reprinted from the Monthly Labor Review of the Bureau of Labor Statistics, United States Department of Labor, January, 1938 issue.) Serial No. R 687. p. 1.

of age. Hence newcomers to the labor market were not being reached by the Service.

The National Unemployment Census was taken from November 16 to November 20, 1937 in conformity with an Act of Congress approved on August 20, 1937. The purpose of the census was to provide information to aid in the formulation of employment, relief, and social security programs. By means of unemployment report cards distributed through postal channels, people in search of jobs voluntarily gave information regarding age, sex, race, and occupation prepared for. Insofar as possible questionable and duplicate registrations were eliminated by postal employees. Signatures on report cards aided in the detection of fictitious ones.²

The following message from President Roosevelt appeared on the front of the unemployment report card:

To every worker:

If you are unemployed or partly unemployed and are able to work and are seeking work, please fill out this report card right away and mail it before midnight, Saturday, November 20, 1937. No postage stamp is needed.

The Congress directed me to take this census. It is important to the unemployed and to everyone in this land that the census be complete, honest, and accurate. If you give me the facts I shall try to use them for the benefit of all who need and want work and do not have it.

Signed: Franklin D. Roosevelt.

This was the only means of solicitation used in the census. No contacts were made through the personal interview method employed in

²Census of Partial Employment, Unemployment, and Occupations, 1937, Final Report on Total and Partial Unemployment, United States Summary. United States Government Printing Office, Washington, 1938. Introduction.

taking the regular ten-year census. In view of the procedure followed and of the fact that postal employees through personal acquaintance with the general public were able to aid in eliminating fictitious reports and in locating people who failed to reply, it appears logical to assume that the 1937 Unemployment Census is reasonably accurate.

As the 1937 census deals only with the unemployed, there is no way of determining the exact per cent of the population searching for jobs in 1937. However, through using the 1937 unemployment census figures to represent those out of work and the 1930 census figures to represent the people of the United States as a whole, a reasonably accurate per cent may be arrived at.

The white youth between the ages of fifteen and nineteen registering as unemployed in 1937 is almost twelve per cent of all youth of this age group and race at the time of the 1930 census. Almost fifteen per cent of those between the ages of twenty and twenty-four indicated that they were seeking work. More than twice as many boys as girls were found in the labor market. A higher per cent of rural than of urban youth registered. Table XXV gives percentages in detail.

TABLE XXV³

WHITE YOUTH REGISTERED AS UNEMPLOYED BY AGE, SEX, AND RESIDENCE

Age			Per Cent		
	Male	Female	Total	Rural	Urban
15-19	14.8	8.0	11.7	12.5	11.0
20-24	23.8	9.0	14.9	20.0	14.0

³Percentages based on figures taken from Fifteenth Annual Census of the United States, Abstract of Fifteenth Census of United States, Government Printing Office, Washington. p. 183 and Census of Partial Employment, Unemployment, and Occupations, op. cit. p. 2.

Youth included in the Unemployment Census of 1937 who had never had a regular job indicated this on the report card by giving as their occupation "New Worker." In view of the fact that figures on occupations were not given by age and race separately, it is necessary that the percentages of unemployed youth specifying given occupations be given without any respect to race. An examination of Tables XXVI, XXVII, and XXVIII reveals that more than one-third of all rural girls registering in the 1937 Census were new workers; slightly more than one-sixth registered as each of the following: clerks and kindred workers (including distributive workers), semi-skilled laborers, and servants. Almost one-third of the unemployed rural boys registered as farm laborers. In the smaller cities approximately one-fourth of the girls registered in each of the following--clerks and kindred workers, semi-skilled laborers, and new workers. Boys ranked highest in semi-skilled fields. In the cities above 100,000 approximately one-third of the unemployed girls indicated clerical and kindred occupations as their regular work. More boys registered as semi-skilled laborers than registered as any others. In all localities for both sexes the per cent of new workers among the fifteen to nineteen age group approaches 30 per cent--in some instances going above. The 1937 Unemployment Census reveals that occupations affording the greatest youth employment opportunities also have the largest number of reserve workers in the form of unemployed people.

TABLE XXVI⁴

UNEMPLOYED RURAL YOUTH BY AGE, SEX, AND OCCUPATION

Occupation	Per Cent			
	Male		Female	
	15-19	20-24	15-19	20-24
Clerks and Kindred	3.9	4.3	16.1	19.5
Semi-skilled	12.6	20.3	14.3	22.4
Farm Laborers	31.9	26.6	---(b)	---(b)
Servants	---(b)	---(b)	17.1	18.1
Other Laborers (a)	15.5	20.8	---(b)	---(b)
New Workers	24.5	11.8	37.8	35.2
All Others (a)	11.6	16.2	14.7	4.7
	100.0	100.0	100.0	100.0

(a) "Other laborers" were so classified in the Unemployment Census returns; "All others" includes professional, skilled, or any other classes not listed.

(b) Figures small and percentages not computed--included in "All others."

TABLE XXVII⁵UNEMPLOYED YOUTH IN SMALLER⁶ CITIES BY AGE, SEX, AND OCCUPATION

Occupation	Per Cent			
	Male		Female	
	15-19	20-24	15-19	20-24
Clerks and Kindred	8.9	9.4	25.5	28.2
Semi-skilled	22.5	32.6	21.7	31.0
Servants	---(b)	---(b)	14.4	13.6
Other Laborers (a)	18.8	23.9	---(b)	---(b)
Skilled workers and foremen	---(b)	9.9	---(b)	---(b)
New Workers	30.6	12.4	31.7	16.4
All others (a)	19.2	11.8	6.7	10.8
	100.0	100.0	100.0	100.0

(a) and (b) See footnotes, Table XXVI.

⁴Census of Partial Employment, Unemployment, and Occupations, op. cit. p. 11.

⁵Ibid, p. 10.

⁶Meaning those with populations between 10,000 and 100,000.

TABLE XXVIII⁷UNEMPLOYED YOUTH IN LARGER⁸ CITIES BY AGE, SEX, AND OCCUPATION

Occupation	Per Cent			
	Male		Female	
	15-19	20-24	15-19	20-24
Clerks and kindred	12.8	14.8	32.8	34.0
Semi-skilled	22.0	30.6	21.5	28.0
Other laborers (a)	15.0	18.9	--- (b)	--- (b)
New workers	32.1	13.1	29.1	14.5
All others (a)	18.1	22.6	16.6	23.5
	100.0	100.0	100.0	100.0

(a) and (b) See footnotes, Table XXVI, p. 54.

To one who has made a careful study of youth surveys the figures of the 1937 Unemployment Census reveal the expected. It must be remembered that Table XXV reports the per cent of all youth unemployed rather than of those in the labor market. In some of the youth surveys of which case-studies have been presented the per cent of unemployed is based on the employables rather than on all youth. The increasing percentage of youth in school tends to lower the percentage of employables. From 1920 to 1930 school attendance of youth between the ages of fourteen and twenty increased slightly more than ten per cent.⁹ Since 1930 there has been evidence of a continued percentage increase, particularly in high school.¹⁰

⁷Ibid, p. 9.

⁸Meaning those with populations exceeding 100,000.

⁹Fifteenth Annual Census of the United States, Abstract of Fifteenth Census of the United States. Government Printing Office, Washington, p. 262.

¹⁰Emery M. Foster, "High-School Enrollments Increase." School Life, Volume 23, No. 3. (November, 1937.)

Frances Maule, "Adjustment for Back-to-School Youth." Occupations, 16:843-45. (June, 1938)

The conclusion that at least thirty per cent of the job-seekers under the age of twenty have never been gainfully employed is based on two findings--(1) at least one-third of the fifteen to nineteen age group who registered in the 1937 unemployment census were classified as new workers, and (2) youth surveys show that unemployment was as high as seventy per cent among those under twenty years of age in some areas. These studies also indicate that a high per cent of unemployed youth looked for work for two or more years. For many youth this means having looked for jobs ever since leaving school. In some surveys, too, the unemployed were grouped as follows: with work experience and never employed. For the younger groups those without work experience ranked highest.

In some surveys youth were questioned concerning vocational training. It was found that, as a rule, those who had vocational training had about a five per cent better chance of getting a job than those who had an equal amount of schooling without vocational training. Of greater aid than vocational training in securing jobs was that of schooling. It was found in all surveys that the per cent of unemployed decreased with higher scholastic attainment.

A conflict between the findings of the surveys and of the Unemployment Census reports relative to unemployed rural youth tends to appear confusing. Only three explanations of this discrepancy are given: (1) In the studies of the American Youth Commission it was found that farm and village youth were much more eager to move to other localities than were town and city youth. This fact may have had some effect on rural youth's high return of unemployment report cards. They may have felt

that they would be given an opportunity to go to the city and work.

(2) Many of the youth studies were made in the summer and fall months when farm work was at its peak. Naturally at this particular time youth reported that they were working. (3) The Unemployment Census was taken during the late fall, when seasonal unemployment in rural areas was getting to its peak.

Summary

Youth surveys and the 1937 Unemployment Census provide data to support the following conclusions:

- (1) Youth between the ages of eighteen and twenty present an acute problem; they are beyond high school age; yet they are not old enough to be employed to any marked extent.
- (2) About one in four of the youth who do not go beyond the eighth grade succeed in obtaining jobs. Employment possibilities increase to at least four out of five for youth with college work. Hence it is evident that unemployed youth as a whole are below the average in scholastic attainment.
- (3) Vocational training as the term is used in youth studies does not very markedly affect employment opportunities for youth--an increase of about five per cent.
- (4) With few exceptions the youth who remain in school the longest spend the shortest periods in idleness.
- (5) As a result of the 1937 Unemployment Census and youth studies it is evident that percentages for both employed and unemployed youth are highest in the same fields--clerical occupations, for example.

EMPLOYED YOUTH

Youth who are economically independent are happier and less a burden on society than are youth who have no means of being self-supporting. In the preceding section of this chapter attention was directed to the economically dependent group. This section is concerned with the more fortunate group--the employed.

Surveys reveal that employed youth below twenty years of age are more rare than are unemployed ones and that more youth under eighteen are to be found in school than in the labor market. However, after a youth passes the age of twenty or twenty-one he sees more employment opportunities unfold.

Age alone does not open the employment field to youth. Schooling plays an important role in the employment program. As indicated in the case-studies given in chapters II, III, and IV, very few youth who are not college trained enter the professions. Median clerical, managerial, and sales people are at least high school graduates. Laborers falling into the classes of semi-skilled, unskilled, and personal service workers secure employment with less formal schooling than do youth who enter clerical and professional fields. However, periods of unemployment are much more frequent among manual laboring classes than among white-collar workers.

A youth's earnings are determined by his age, occupation, schooling, and sex. In all surveys reviewed the median wage was at least one-third more for youth above twenty-two than for those between sixteen and eighteen years of age. A higher percentage of the older than of the younger youth enter professional fields with a higher per cent of the

young workers found in unskilled and semi-skilled occupations. Employees in professional and clerical occupations receive higher median salaries than do the manual laborers. It has been pointed out previously that a youth's field of work reflects his schooling. Schooling affects occupation, and occupations affect wages; hence increased schooling is reflected in higher wages. Based on median salaries given in youth surveys, \$15 is an approximate average weekly wage of young workers. This median falls below \$10 for the younger workers and borders \$20 for the older ones. Boys receive higher salaries than girls.

Youth are found in practically all lines of work. Judging from surveys and studies of occupations for the population as a whole it may be said that in our present economic order youth are most likely to enter clerical fields, semi-skilled occupations, and personal service work.

Many youth enter selling fields yearly without having had any vocational preparation for such work. A considerable number of these later become small store owners and managers. These people are handicapped while working as sales people for a salary and later when managing their own establishments because schools have not provided training for their work. A constantly increasing number of youth are finding employment in distributive occupations, and because of lack of proper training they are forced to accept low wages.¹¹

As indicated in the Cincinnati and Pennsylvania studies intelligence is definitely a limiting factor in the determination of a youth's

¹¹Carl A. Jessen, Biennial Survey of Education in the United States: 1934-35. Bulletin, No. 2, 1937.

occupation. Those of low ability really have no chance of entering the highest paid occupations.

In an examination of youth surveys it was found that more than one-half of the employed girls and less than one-fourth of the boys were working in occupations for which they were prepared. For the most part vocational training was reported in the field of business education, and more girls than boys entered this field.

Employment opportunities were found to vary with localities. City youth reported more employment in clerical and manufacturing fields; rural youth reported more work in the personal service and agricultural occupations. However, it was noted that all rural areas nor all urban areas do not offer the same occupational opportunities.

N.Y.A. youth of New York City reported considerable vocational training which they had not been able to apply in locating jobs for themselves. Services of others were necessary before these youth were placed in gainful employment.

Summary

The following conclusions concerning employed youth appear justified from the data available:

- (1) Slightly more than one-half of the youth above twenty years of age are employed with a negligible number receiving wages above \$10 or \$12 a week.
- (2) Wages of youth vary from less than \$5 per week to more than \$50 with the median around \$15. Youth above twenty years of age receive approximately \$20 while those below receive less than \$10 per week. Boys receive higher wages than girls.

(3) More youth are found in clerical and semi-skilled occupations than in any others. However, employment opportunities vary with localities. Rural youth do not have the opportunity to use clerical training that urban youth have.

(4) The number of youth employed in selling fields exceeds the number who had training in selling while in school. Youth in selling fields who have had no sales training receive below median salaries for their respective age groups.

(5) Leaving school at an early age to look for work often means spending several months and perhaps even years unemployed. Youth who remain in school until they are approximately twenty years of age spend much less time looking for work.

(6) Generally speaking, youth with the most schooling enter the highest paid fields and face less possibility of temporary unemployment after beginning work.

(7) Intelligence is a limiting factor in youth's occupational opportunities.

(8) Many youth are trained for occupations which they do not enter. This is more true in the case of boys than of girls and particularly true of youth who are trained for clerical occupations.

(9) As revealed by the study of N.Y.A. youth in New York City, many youth enter jobs for which they are trained only when assisted by someone else. They are unable to locate existing employment opportunities.

IMPLICATIONS OF FINDINGS TO SECONDARY BUSINESS EDUCATION

The youth employment problem, as determined by the case-studies of youth surveys presented in Chapters II, III, and IV, has some very definite implications to secondary business education, as will be shown in this section.

(As indicated in youth surveys, people do not readily find their places in the employment field until they are almost twenty years of age. According to the Oakland, California, Board of Education,¹² it is the duty of the public school to provide educational opportunities for youth from the time they are of kindergarten age until they find employment or enter the university.) If such a policy were being generally adhered to, the 5,000,000 youth between the ages of sixteen and twenty-four who are neither in school nor working¹⁵ would be cared for. Schools would be aiding youth in increasing their employability while waiting for work opportunities. Carrying out such a policy by the secondary schools calls for an enriched program to which business education should and can make very definite contributions. As defined in this study, one phase of business education contributes to a person's economic understanding with respect to creating a feeling of personal and social responsibility. Development of such character traits as personal and social responsibility requires skilled teaching over long periods of time. Before a child can fully appreciate his responsibilities he must have a thorough knowledge of the economic forces affecting

¹²See page 4.

¹⁵Harl R. Douglas, "Youth and the Schools." North Central Association Quarterly, 13:224-231. (October, 1936.)

society. This background calls for a knowledge of economic geography, the phases of business law involving a person's legal responsibility with respect to business and social institutions, and a thorough acquaintance with the activities and functions of the business community in which he lives. Such knowledge must come about as the result of classroom instruction and personal experience.

As early as 1923 business men were beginning to realize that an employee with an average degree of skill and a high sense of personal responsibility was worth more than one possessing skill alone.¹⁴ If in 1923, when business was on a smaller scale with more opportunity for personal contact between workers and managers than there is today, a feeling of responsibility was considered an essential quality of workers, certainly this quality is even more important in the more complex business of today. The existing depression accompanied by the enormous relief program has resulted in many youth growing up in families whose sole support for years has been a government dole. Children living in such an environment have no idea where their livelihoods come from and consequently grow up with a feeling that the government will provide them with subsistence. Unless these youth develop an understanding and appreciation of the economic world, they will likely fall into the relief pattern of their parents. In other words, these people must be made to want to earn their own money and to appreciate the honor of work.

While waiting for jobs, then, youth should be brought to appreciate and to attempt to understand the economic forces governing their surroundings through an enriched business education program.

¹⁴See page 1.

Hill¹⁵ suggests as a solution to the youth employment problem the establishment of a new type of junior college, providing appropriate schooling for employees and citizens. This school should be different from the present junior college which serves as a feeder to the senior colleges and universities. Youth of low and average ability should be prepared for useful living--not university work which they are not capable of pursuing. This is merely an advocacy of putting into effect the thirteenth and fourteenth year program for all youth.

Rainey¹⁶ carries Hill's idea even further by saying that youth must grow up realizing that our democracy demands all types of laborers. The high per cent of youth now graduating from high school can never expect to find employment in white-collar jobs, which provide employment opportunities for approximately 12 per cent of the employed population. High school graduates must develop an attitude toward work which will make them take pride in doing menial tasks well.

Another phase of business education, that of buying goods and services wisely, is needed by all consumers and particularly by those earning low wages. Many people, after reaching the peak of their earning power, are able to raise their standard of living through a better planned buying program. Youth earning low wages should be desirous of spending their money in the wisest possible way for two reasons: (1) They have so little to spend that they cannot possibly buy all they

¹⁵Clyde M. Hill, "Youth Demands New Junior Colleges." North Central Association Quarterly, 13: 237-246. (October, 1938.)

¹⁶Homer P. Rainey, "Education for the Common Life." North Central Association Quarterly, 13:231-236. (October, 1938.)

want, so they should want their money to go as far as possible. (2) Wise buying habits established while young will carry over into later life by contributing to a higher standard of living on the future salary than would be possible through unplanned buying. If youth are to be taught how to earn money, they should also be given some instruction relative to the proper use of their incomes. Business education can and should contribute just as much to the proper consumption of wealth as to its production.

In view of the fact that a substantial number of youth enter clerical fields and that it is the duty of the public school insofar as possible to prepare youth for work, courses in typewriting, shorthand, bookkeeping, clerical practice, and filing must be retained with modifications as a part of the secondary business education program. Many of the unemployed youth report that they are prepared for clerical occupations.) Whether they are actually capable of doing clerical work presents another problem. If they are fully prepared to enter clerical positions, too many youth have been trained, and the labor market is unable to absorb the available supply. If these unemployed clerical workers are the so-called culls and are not skilled workers the schools have turned out people who believe they are capable of doing work which they are unable to do satisfactorily to business.

In the 1938 report of the Regent's Inquiry of New York,¹⁷ high school principals are quoted as saying that many of their commerce graduates could not be regarded as employable. The most frequent

¹⁷Thomas L. Nerton, Education for Work, Regent's Inquiry of New York, McGraw-Hill Book Company, New York, 1938. p. 43.

reasons given are as follows: low intelligence, lack of background, lack of training, lack of neatness and accuracy, irresponsibility, and poor personality. This report indicates a lack of proper guidance, training, and selection of commerce students for vocational courses. Intelligence is a limiting factor in a person's achievement. Reliable intelligence and aptitude tests have been devised and made available for classroom use. While not to be relied upon as a sole basis for guidance, such tests aid in the formulation of school programs. Job analysis from the standpoint of duties serves as a guide in linking ability with probable achievement. After making such an analysis of jobs and individuals, an effort should be made to determine whether or not the individual is mentally capable of entering the field of work.

Jobs should also be analyzed from the standpoint of traits. Those required should be checked with those possessed by youth desiring to enter occupational fields. Some traits can be developed; others can be markedly improved. This fact should not be overlooked in guidance. The lack of a required trait which can be developed should not prevent a youth's entering vocational training for the occupational field of his choice, provided that he has the other necessary characteristics and that the field offers opportunities commensurate with his ability. A higher per cent of commerce graduates would unquestionably be employable if teachers definitely included trait development in their programs. Thorough vocational training coupled with the elimination of those whose intelligence is too low or whose undesirable personality traits do not respond to improvement would result in the graduation of people from the commerce department who are capable of

satisfactorily holding an office position.

The fact that youth do not readily obtain gainful employment coupled with the fact that skills tend to deteriorate through disuse indicates that vocational training should be deferred until just before the employee goes on the job even to the extent of pushing the vocational phases of the secondary business education program into the thirteenth and fourteenth years. Many schools are undertaking with success the thirteenth year intensive vocational program. Such a plan delays work in skill subjects until the youth are almost ready to use their skills on the job and also makes possible an intensive training program often in job-like situations. Skills might also be maintained through making provision for youth to return to school for short unit and review courses in skill subjects while on the job or during periods of unemployment.

Skills such as spelling, handwriting, and rapid calculation are needed by many employees on the job but often are below the junior high school level by the time a person enters upon a job. This is true because high school courses have not been set up in such a way as to cause pupils to keep these foundation tools sufficiently sharpened. Hence through abuse and disuse they deteriorate and become less useful. Throughout the high school career the business education department should demand sufficient careful use of these tools to enable youth to maintain and improve the skills acquired in grammar school.

Our population has always been mobile. There is little probability of its becoming stationary. Many rural youth migrate to the cities, as evidenced by census reports. An examination of census figures reveals

a sudden rise in urban population beginning with the age group around twenty and a noticeable drop in rural population of the same age. Youth who migrate from the farm to the city find it difficult to compete with city youth who have had more preparatory work. In the reviews of youth studies it was pointed out that urban youth remain in school longer than do rural youth. A study of educational opportunities reveals that rural youth do not have the inducement to remain in school that urban youth have. If rural youth are to continue to migrate to the cities and compete with urban youth, they should have more and better foundational work in the way of preparatory courses in their high schools.

The fact that more youth enter selling fields than report training in selling indicates that this is a neglected field in vocational business education. Youth surveys indicate that those who have had training in selling are not among the unemployed to any noticeable extent. It is observed in some surveys that a higher per cent of younger than of older youth are employed in selling fields and that the salaries of these young workers are very low. Further examination reveals that practically none of these had training in selling and that the jobs which they held were really selling on a small scale rather than in standard retail and wholesale houses. A study of occupational census data reveals that the selling field was in 1930 one of the major occupations, and later estimates indicate that the field is growing in prominence. Additional courses in retail selling as well as in general salesmanship promise to aid youth in obtaining employment.

The utter lack of guidance was mentioned in connection with the excessive number of youth being trained for stenographic and secretarial

work. The 1936 report of the Regents of New York indicated that many schools are not in a position to give dependable vocational guidance or advice.¹⁸ In some instances it was discovered that pupils were guided into occupations for which they were totally unfitted. (The responsibility for guidance of pupils with whom they are associated should be assumed by the individual teacher. In addition to its function of guidance, the vocational department must accept the responsibility of placing its students. Many departments, feeling that they have done their share when they give students vocational training, merely "wish them well" at the completion of their course, making no effort to place them in gainful occupations. Training is wasted unless the trainee is able to apply it on the job.) Hence placement and training are inter-related functions of the vocational department.

Youth studies indicate that approximately three-fourths of the employed boys were in occupations other than those for which they were trained, whereas more than one-half of the girls found employment in occupations for which they were trained. Girls, then, were receiving more vocational training which they could apply on the job than were boys. This situation exists because high school business education, the vocational field with largest enrollments,¹⁹ has been primarily a training school for secretaries, stenographers, and typists--occupations which girls enter more readily than do boys. The chief criticisms of the present high school commercial program by the New York Regents was that the course is too traditional, making no provision for flexibility

¹⁸Ibid, p. 29.

¹⁹Ibid, p. 46.

and particularly no provision for training boys. Men in the business world are found in selling positions, as managers of small businesses, and as small business owners. Yet most of the public schools offer no vocational training for this vast army of future wage earners. The secondary business education program has just as great a responsibility to provide vocational training for boys as for girls. This responsibility may be met by offering more work in the fields of selling and business organization and management.

Youth studies reveal that youth in larger cities and in rural areas enter different fields of employment. However, commercial courses in rural areas are more often than not a large high school commercial program in miniature.²⁰ Girls in larger cities find their best employment opportunities in the field of secretarial work. Therefore, several classes in shorthand and typewriting are justified in the larger cities. In rural areas girls enter semi-skilled and personal service occupations in large numbers. It is not very likely that shorthand will be of value in such occupations as most of the rural girls enter. However, some of these girls are likely to migrate to cities where they will have an opportunity to use secretarial work. Provision for such work for rural girls must of necessity depend upon probable migration and the ability of rural schools to offer secretarial work without sacrificing those phases of business education needed by all youth. (At any rate all youth should be given thorough courses in economic understanding and money management as preparation for everyday life and work. Few boys become stenographers; however, many of them work as sales people, small owners,

²⁰Ibid, pp. 94-95.

and in manufacturing occupations. Training should be adapted to their particular needs.) Only insofar as communities offer the same occupational opportunities and present the same economic problems should commercial education programs be duplicated.

Summary

Implications of the youth employment problem to secondary business education, as found in this study, stated in summary form are:

(1) The business education department must assume its share of the responsibility of giving youth profitable educational work until they are ready and able to get jobs. After students have graduated from the schools they should not only be permitted but encouraged to remain in school until they enter upon employment. The business education department might make its contribution through a skill maintenance program demanding expert use of foundational skills, through a flexible short unit organization of work both in socio-economic and skill subjects, and through providing additional training in as near job-like situations as possible.

(2) The fact that less than half of the high school graduates of today can expect to enter white-collar jobs places on the schools the responsibility of developing within pupils an appreciation of the honor of all work. Youth who have had an opportunity to learn something of business relations are more likely to enter menial employment with the satisfaction that they are making their contributions to the business and social world than are youth who have had vocational preparation for work which they are unable to enter.

(3) Through comprehensive courses in consumer problems youth should develop a sense of consumer responsibility. Attitudes so established may well be expected to carry over from individual to social life.

(4) Recognizing that many youth enter clerical fields, present provisions for preparing youth for these occupations should be retained with modifications. Too many youth who have such work are not regarded as employable. This fact must be faced squarely, and job requirements, met. Youth who are unable because of low intelligence to meet employment standards have no business enrolling in vocational courses demanding achievement above their ability. (Because many youth are not employable because of undesirable personality traits, this factor must be taken into consideration not only when admitting pupils to vocational classes but throughout the skill courses. The teacher may do this by taking advantage of every opportunity to improve and develop desirable personality traits through demanding accuracy, honesty, neatness, thoroughness, and promptness in classroom work. After these skills have been acquired the schools' responsibility continues until the trainees are placed on the jobs.) This demands provision for skill maintenance courses referred to in the first implication.

(5) The fact that most youth do not readily use skill subjects until they are approximately twenty years of age indicates that this work might be postponed to the thirteenth and fourteenth years as an intensive vocational training program, with provision for later short unit courses in skill maintenance.

(6) The fact that openings for youth in distributive occupations exceed the number of youth trained for such work indicates that distributive education is an open field for more vocational work.

(7) The responsibility for guidance must be assumed by each teacher.

Classroom teachers through daily contact with pupils have an excellent opportunity of understanding individual problems and offering personal counsel in an informal manner. Centralized guidance programs may be desirable, but there is much that the individual teacher can do.

(8) Placement, as a function of the vocational commerce department has been neglected. Youth have no use for vocational training if they cannot use it on the job. Many youth are unable to find jobs for themselves when such openings are known to exist in the community. 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.

(9) That vocational business education has provided better for the needs of girls than for boys indicates that the vocational needs of boys should be given careful consideration and courses set up to meet these needs. Courses might profitably be given in selling and business organization and management.

(10) Insofar as employment opportunities and economic conditions vary in different localities should the commercial education program within these communities vary. A study of local businesses provides an insight into the occupational opportunities within the community. Such a study should serve as a guide for setting up vocational programs. Of course, some youth will migrate out of the community; others will come in. For this reason it is not desirable to attempt to train exactly for the jobs that will be open. The business community is also an interesting laboratory for courses in everyday business. Knowledge

acquired in such a manner will be as valuable to youth who migrate as to those who remain within the local community.

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APPENDIX

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