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THE SCHOOL AND THE START IN LIFE

A STUDY OF THE RELATION BETWEEN SCHOOL
AND EMPLOYMENT IN ENGLAND,
SCOTLAND, AND GERMANY

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LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, December 2, 1913.

SIR: Not only does society attempt to prepare its youth for life, for making a living and for effective service; it also attempts to direct them, at the end of their school period, toward those vocations to which they seem to be best fitted and to assist them in finding profitable employment. In more than one American city this is considered a legitimate function of the system of education. Because of increasing interest in this subject, I have asked Mr. Meyer Bloomfield, director of the Vocation Bureau of Boston, to prepare for this bureau the manuscript submitted herewith, embodying the results of the study of the relations of the school and employment in England, Scotland, and Germany.

I recommend that it be published, under the title "The School and the Start in Life," as a bulletin of the Bureau of Education.

Respectfully submitted,

P. P. CLAXTON,
Commissioner.

To the SECRETARY OF THE INTERIOR.

ACKNOWLEDGMENT.

In the present study the writer has received so much cooperation wherever he sought the assistance of school officials, business men, labor-exchange committees, social workers, teachers, labor-union members, and Government authorities that it is quite impossible to name all who have helped him. Nevertheless, special thanks are due to the Director of Education in Liverpool; to Mr. Horace Washington, the American consul; and to Mr. Mayor, a public-spirited manufacturer; to the Glasgow School Board and the Labor Exchange officials; to the Edinburgh School Board, the Organizer of Continuation Classes, the Labor Exchange officials, and to the Rev. William Main; to the Hon. Arnold Rowntree, M. P., and Mr. Crichton, of York; to Mr. Arthur Greenwood, of the Huddersfield Technical College, and to Mrs. Ogilvie Gordon, of Aberdeen, for valuable papers and many suggestions; to Mr. Norman Chamberlain and members of the education committee of Birmingham; to Mr. Frederick Keeling, of London; Mr. Cyril Jackson, of the London County Council; Mr. E. G. Reiss, honorable secretary of the apprenticeship and skilled employment association; Hon. Percy Alden, M. P.; Mr. E. J. Pickles, of the West Bromwich Education Committee, whose personal help was of great value; Miss Burnet, of the central juvenile advisory committee of London; Mr. Reginald Bray, of the Camberwell Green local advisory committee; Sir George Newman, chief medical officer of the board of education; Mr. W. R. Davies; and Mr. Arnold Freeman. Dr. Halliwell, medical officer and factory surgeon of Dewsbury, spent many hours in going over the medical-service material contributed by Sir George Newman and himself. Hon. W. H. Beveridge and Mr. S. G. Tallents, respectively director and secretary of the board of trade labor exchanges, gave generously of their time.

Dr. Kerschensteiner, of Munich, and Dr. Albert Sudekum, of Berlin, both members of the German Parliament, and well known in their fields of education and civic service, made the visit to Germany profitable.

In the compilation of the English bibliography, thanks are due to Mr. Urwick, director of the London School of Economics, and Miss

Elsbeth Carr, a graduate student. Likewise for the German bibliography, the writer is indebted to Dr. Sudekum, and Miss Friedlander, his assistant. Dr. Kuczinsky, of Shoneberg, and Dr. Wolff, of Halle, contributed material dealing with the new German movement for parents' consultation hours.

Dr. Claxton, United States Commissioner of Education, encouraged the undertaking of the present study. For assistance in criticising the manuscript the writer is under special obligation to Dr. David Snedden, commissioner of education for Massachusetts, and Prof. Paul H. Hanus, of Harvard University, chairman of the executive board, Boston Vocation Bureau.

THE SCHOOL AND THE START IN LIFE.

A STUDY OF THE RELATION BETWEEN SCHOOL AND EMPLOYMENT IN ENGLAND, SCOTLAND, AND GERMANY.

I. INTRODUCTION.

Within recent years an unusually active interest has been manifested in the after-school careers of the boys and girls who, either through graduation or through dropping out, leave the elementary schools of the United States.

The child-welfare organizations of the country have for many years labored to raise the compulsory school age and to safeguard the moral and physical well-being of young wage earners; social and educational agencies have, through private or through public funds, provided for a limited number of children, whose circumstances or whose natural inclinations pointed to some form of industrial employment, opportunities to enter, by means of preliminary vocational training and help, the higher levels of the occupations.

More recently the vocational guidance movement, with its vocation bureaus, vocational information, placement, scholarship, and follow-up societies, has focused public attention on the hitherto scantily recognized responsibility of the public school for the careers of the children who have left it for employment.

This concern of the schools for the occupational welfare of their boys and girls, new in the sense of the new types of effort which have been organized to help young people find themselves in life, has brought into the foreground certain questions of momentous importance in school policy and administration.

What is the duty of the public school toward the boys and girls who drop out from the elementary grades as soon as they can get a work certificate? What special interest has the school in the kind of work these children find to do? In other words, should there be any further definite relation between the school and the child when the decision to leave is about to be made, or when the child has already left for work? And if so, to what extent shall the school help to provide and supervise employment for such children, or to furnish information, counsel, incentives, and opportunities in order that the start in life for that army of boys and girls now wastefully

adrift during the transition from school to work may be made more promising?

These are some of the questions before thinking people not only in this country but in other advanced countries also. They touch not alone the professional interests of the educator and the efficiency requirements of modern industry; they affect the very foundations of our social well-being; they squarely direct attention to a slighted national problem—the conservation of adolescent youth.

Interest in this vital matter has of late been quickening. Significant vocational experiments are under way throughout the country by school boards, teachers' associations, and also by a number of private societies started for the purpose of cooperating with the public schools and their children.

The object of the present study is to describe some of the important enterprises carried on by public and private agencies in England, Scotland, and Germany for the purpose of assisting boys and girls in their start in life. These countries have been selected for special inquiry because their work of vocational assistance, some of it decades old and much of it still in the early stages of experimentation, possesses peculiar interest and suggestiveness for workers in similar fields in the United States. Conditions and even viewpoints will be found so much at variance from our own, oftentimes, that direct adoption of the schemes described will be obviously out of the question. Imitation of the foreign experiment has not been any part of the plan of this inquiry. Genuine social service, as every experienced worker knows, is never a transplantation; it must grow out of local insight and necessity. This, too, should be pointed out: The countries studied differ not only with respect to one another in methods and policies of helping the children vocationally but they differ, too, in many details within the various subdivisions of each country. Scotland does not follow England nor does England follow Germany in the work of vocational assistance. The work in Birmingham is unlike that in London, while Liverpool differs from both. North Germany and south Germany are widely apart in both method and accomplishment.

The reader, in a survey of foreign experiments, can not fail to be impressed by the elaborateness of machinery developed; the extent and effectiveness of the national and local support through legislation and money grants; and also by the extraordinary development of volunteer service on the part of men and women who are drawn from school, manufacturing, commercial, labor, civic, and social-service groups.

II. ENGLAND AND SCOTLAND.

Although various Scotch and English towns have for years been carrying on some kind of juvenile advisory and placement work, frequently through members of the care committees, established primarily to supervise school feeding, two parliamentary enactments, one known as the Labor Exchanges Act, passed in 1909, and the other as the Education (Choice of Employment) Act, passed in 1910, may be said to be the mainsprings of the present vocational guidance activities in the United Kingdom. These two acts, with respect to their advising and juvenile employment provisions, have been in process of application simultaneously. Under their authority many important experiments are under way. The separate education act of Scotland became effective in 1908, with the following provisions:

It shall be lawful for a school board, if they think fit, in addition to any powers already vested in them, to incur expenditure and to defray the same out of the school fund, in carrying out or in combining with one or more school boards to carry out the following objects (that is to say): In maintaining or combining with other bodies to maintain any agency for collecting and distributing information as to employments open to children upon leaving school.

THE EDUCATION-(CHOICE OF EMPLOYMENT) ACT, 1910.

CHAPTER 57.

AN ACT To enable certain local education authorities to give boys and girls information, advice, and assistance with respect to the choice of employment. [28th November, 1910.]

Be it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled and by the authority of the same, as follows:

1.—(1) The powers conferred upon the councils of counties and county boroughs as local education authorities under section two of the Education Act, 1902 (in this act called the principal act), shall include a power to make arrangements, subject to the approval of the board of education, for giving to boys and girls under seventeen years of age assistance with respect to the choice of suitable employment, by means of the collection and the communication of information and the furnishing of advice.

(2) The council of a county, and the council of a noncounty borough or urban district within the county who are a local education authority under Part III of the principal act, may, as part of their powers under Part II of that act, enter into and carry into effect arrangements or agreements for the cooperation of the council of the borough or district with the county council in respect of the exercise by the county council of their powers under this act, either—

(a) by rendering to the county council such assistance as may be arranged or agreed; or

(b) by exercising within the borough or district, on behalf of the county council, all or any of the powers of that council under this act;

and any such arrangement or agreement may, amongst other things, provide for the proportion in which the expenses incurred under it are to be borne by the council respectively.

(3) The expenses incurred under this act by any council (whether the council of a county, county borough, borough, or urban district) shall be defrayed as part of the expenses of that council under section two or section three of the principal act, as the case may be.

2. This act may be cited as the Education (Choice of Employment) Act, 1910, and this act and the Education Acts, 1870 to 1909, may be cited together as the Education Acts, 1870 to 1910.

Under the Labor Exchanges Act of 1909, the Board of Trade, which combines many of the functions of and corresponds to our Departments of the Interior, Commerce, and Labor, was authorized to make its own regulations for the conduct of these exchanges and to establish such juvenile advisory committees as it thought fit.

Accordingly, the Board of Trade issued the following general regulations and special rules dealing with juvenile employment in England and Wales, and in Ireland:

GENERAL REGULATIONS MADE BY THE BOARD OF TRADE IN PURSUANCE OF SECTION (2) OF THE LABOR EXCHANGES ACT, 1909.

General regulations for labor exchanges managed by the Board of Trade.

I.—(1) Applicants for employment through a labor exchange shall register and shall renew their registration there in person, if they reside within three miles of the exchange or within such other distance as the Board of Trade may direct from time to time, either generally or as regards any specified district or class of applicants.

(2) In the case of applicants not residing within the above limit of distance, the officer in charge of the labor exchange may accept registration or renewal of registration through the post.

(3) Applicants shall register upon a form containing the particulars set forth in the first schedule hereto, subject to such modifications as may be made by the Board of Trade from time to time, either generally or as regards any specified district or trade or class of applicants.

(4) The above regulations shall not apply to juvenile applicants.

II.—Registration of applications for employment shall hold good for seven days from the date of registration or for such other period as the Board of Trade may from time to time direct either generally or as regards any specified district or trade or class of applicants, but may be renewed within that period for a like period and so on from time to time.

III.—(1) Any association of employers or workmen may file at a labor exchange a statement with regard to the existence of a strike or lockout affecting their trade in the district. Any such statement shall be in the form set out in the second schedule hereto, and shall be signed by a person authorized by the association for the purpose. Such statement shall be confidential, except as hereunder provided, and shall only be in force for seven days from the date of filing, but may be renewed within that period for a like period, and so on, from time to time.

(2) If any employer who appears to be affected by a statement so filed notifies to a labor exchange a vacancy or vacancies for workmen of the class affected, the officer in charge shall inform him of the statement that has been filed, and give him an opportunity of making a written statement thereon. The officer in charge in notifying any such vacancies to any applicant for employment shall also inform him of the statements that have been received.

IV.—(1) The officer in charge of a labor exchange in notifying applications for employment and vacancies to employers and applicants, respectively, shall undertake no responsibility with regard to wages or other conditions, beyond supplying the employer or applicant, as the case may be, with any information in his possession as to the rate of wages desired or offered.

(2) Copies or summaries of any agreements mutually arranged between associations of employers and workmen for the regulation of wages or other conditions of labor in any trade may, with the consent of the various parties to such agreements, be filed at a labor exchange, and any published rules made by public authorities with regard to like matters may also be filed. Documents so filed shall be open to inspection on application.

(3) No person shall suffer any disqualification or be otherwise prejudiced on account of refusing to accept employment found for him through a labor exchange where the ground of refusal is that a trade dispute which affects his trade exists or that the wages offered are lower than those current in the trade in the district where the employment is found.

V.—(1) Where an applicant for employment has been engaged through a labor exchange at which he is registered to take up employment at any place removed from the exchange or from his ordinary residence by more than 5 miles by the quickest route, or by such other distance as the Board of Trade may direct from time to time, either generally or as regards any specified district the officer in charge may, at his discretion, make an advance to the applicant toward meeting the expenses of traveling to the place of employment.

(2) The advance may be made at the request either of the employer or of the applicant. The person at whose request the advance is made shall give such undertaking with respect to the repayment of the advance as the Board of Trade, with the consent of the Treasury, may from time to time prescribe either generally or as regards any specified district or class of applicants.

(3) No advance shall be made where the officer in charge has reason to believe that the employment falls within the terms of Regulation IV (3) hereof.

(4) In making advances care shall be taken to avoid unduly encouraging rural laborers to migrate from the country to the towns or between Great Britain and Ireland.

(5) The advance shall not exceed the amount required to defray the applicant's fare to the place of employment, and will be made by the provision of a ticket or pass, or, in exceptional circumstances, in cash.

VI.—The officer in charge of a labor exchange shall consult the central office in London before notifying to applicants for employment vacancies at any place outside the British Isles.

VII.—(1) There shall be established by the Board of Trade in such areas of the United Kingdom as they think fit advisory trade committees consisting of equal numbers of persons representing employers and workmen in the district and appointed by the Board of Trade after consultation with such bodies and persons as they may think best qualified to advise them on the matter, together with a chairman, agreed upon by a majority both of the persons representing employers and of the persons representing workmen, or in default of such agreement appointed by the Board of Trade.

(2) It shall be the duty of advisory trade committees to advise and assist the Board of Trade in regard to any matters referred to them in connection with the management of labor exchanges.

(3) The members of an advisory trade committee, including the chairman, shall remain in office for three years.

(4) Vacancies, howsoever caused, occurring in the membership or chairmanship of an advisory trade committee, shall from time to time be filled in the same manner as provided by subclause (1) of this regulation in regard to the original appointment of members and chairman. Any person appointed to fill a vacancy shall not hold office after the expiration of the period during which the person in whose place he is appointed would have held office.

(5) At the request of the majority either of the persons representing employers or of the persons representing workmen on an advisory trade committee present at

any meeting, voting on any particular question, shall be so conducted that there shall be an equality of votes as between the persons representing employers and the persons representing workmen, notwithstanding the absence of any member. Save as aforesaid every question shall be decided by a majority of the members present and voting on that question.

(6) On any question on which equality of voting power has been claimed under subclause 5 of this regulation the chairman shall have no vote, but in case of the votes recorded being equal he shall make a report to that effect to the Board of Trade and may also, if he think fit, state his own opinion on the merits of the question.

(7) Subject to these regulations the procedure of any advisory trade committee shall be determined from time to time by the Board of Trade, or by the committee with the approval of the board.

VIII.—(1) All applications for accommodation within the premises of a labor exchange shall be made to the officer in charge of such labor exchange, who shall consult the advisory trade committee for the district. Any such application shall only be granted for such purposes and on such terms and conditions as the committee may approve.

(2) In the case of labor exchanges which were in operation before the passing of the Labor Exchanges Act, 1909, existing arrangements with regard to accommodation may be allowed to continue, except in so far as they may be modified or canceled hereafter.

IX.—Subject to these regulations, special rules may be made from time to time by the Board of Trade, after consulting the board of education so far as regards England and Wales and the Scottish education department so far as regards Scotland and the lord lieutenant of Ireland so far as regards Ireland, with respect to the registration of juvenile applicants for employment; that is to say, applicants under the age of 17 or such other limit as the board may fix, either generally or as regards any specified district or trade or class of applicants.

SPECIAL RULES WITH REGARD TO REGISTRATION OF JUVENILE APPLICANTS IN ENGLAND AND WALES.

Made in Pursuance of Regulation No. IX of the General Regulations for Labor Exchanges Managed by the Board of Trade.

1. Juvenile applicants for employment shall register on the forms prescribed in the schedule to these rules, subject to such modifications as may be made therein by the Board of Trade from time to time. Such applicants, or any prescribed class of such applicants, may be permitted in lieu of attending personally at a labor exchange to register their applications at such other places as may be recognized by the Board of Trade as suitable for the purpose. Forms containing such applications, if transmitted forthwith to a labor exchange, shall be treated as equivalent to personal registration.

2.—(1) Special advisory committees for juvenile employment shall be established in such areas as the Board of Trade may think expedient. These committees shall include persons possessing experience or knowledge of education or of other conditions affecting young persons, appointed after consulting such authorities, bodies, and persons as the board think best qualified to advise them, and also persons representing employers and workmen, appointed after consulting any advisory trade committee established in the district in pursuance of Regulation No. VII of the General Regulations, together with a chairman appointed by the board.

(2) Such labor exchange officers as may be designated by the Board of Trade, and such of His Majesty's inspectors of schools as may be designated by the board of education may be present at meetings of the special advisory committees, but shall not be members thereof.

3. Subject to these rules, the procedure of a special advisory committee for juvenile employment shall be determined from time to time by the Board of Trade or by the committee with the approval of the board.

4. It shall be the duty of a special advisory committee to give advice with regard to the management of any labor exchange in its district in relation to juvenile applicants for employment.

5. Subject to these rules a special advisory committee may take steps, either by themselves or in cooperation with any other bodies or persons, to give information, advice, and assistance to boys and girls and their parents with respect to the choice of employment and other matters bearing thereon. Provided that the Board of Trade and the officer in charge of a labor exchange shall undertake no responsibility with regard to any advice or assistance so given.

6. (1) If any local education authority for higher education which has or may acquire statutory powers for the purpose of giving advice, information, or assistance to boys and girls with respect to the choice of employment or other matters bearing thereon, submits to the board of education a scheme for the exercise of those powers, and the board of education, after consulting with the Board of Trade, approve that scheme with or without modifications, the foregoing rules shall, so long as the scheme is carried out to the satisfaction of the board of education, apply to the area of that local education authority with the following modifications.

(a) The officer in charge of any labor exchange shall not undertake the registration of juvenile applicants for employment except in accordance with the provisions of the scheme.

(b) The special advisory committee for juvenile employment shall take no steps under rule 5 except in accordance with the provisions of the scheme.

(c) The Board of Trade may, if they think fit, recognize, in lieu of any special advisory committee established or to be established under these rules, an advisory committee constituted under the scheme, provided that such committee includes an adequate number of members possessing experience or knowledge of educational and industrial conditions, and thereupon the Board of Trade may, if the circumstances require, either dissolve any special advisory committee or modify its area and constitution.

(2) Nothing in this rule shall affect the registration at any labor exchange of vacancies for juvenile workers notified by employers.

7. These rules shall apply to the registration of juvenile applicants in England and Wales.

These rules are made by the Board of Trade after consultation with the board of education in pursuance of Regulation No. IX of the General Regulations for Labor Exchanges managed by the Board of Trade.

SCHEDULE TO SPECIAL RULES.

Particulars to be included on the form for registration of juvenile applicants for employment.

Surname..... Other names.....
 Date of birth.....
 Full address.....
 Name of last day school and date of leaving.....
 Standard or class in which applicant was on leaving.....
 Whether applicant was a half-timer before leaving, and if so, how long.....
 Whether attending or proposing to attend any continuation or technical school, and if so, in what course or subjects, and whether in the day or evening.....

Employment or employments since leaving school:

- (1).....
 (2).....
 (3).....

Employment desired.....

Whether willing to be apprenticed, and if so whether a premium can be paid.....

Whether willing to take work at a distance.....

Remarks.....

The creation by law of the vast placement and advisory machinery under the Board of Trade immediately presented a difficult problem as to the relation of the labor exchange officials and committees to the education authorities, some of which were carrying on juvenile advisory and employment schemes of their own. The problem is not altogether settled yet, although the tact and cooperative spirit on the part of both education and Board of Trade authorities have done much to promote community of service.

The first circulars issued by the two authorities are of interest as showing the nature of the cooperation established at the outset. These pronouncements have largely controlled the local manifestation of vocational assistance under the two acts, although it will be seen later that local initiative has been active even to the point of departure from the injunctions of the main office.

The board of education circular is given first:

CIRCULAR TO LOCAL EDUCATION AUTHORITIES.

BOARD OF EDUCATION,

Whitehall, London, S. W., August 17, 1911.

Exercise of Powers under the Education (Choice of Employment) Act, 1910.

Sir:

I am directed to refer to the Education (Choice of Employment) Act, 1910, and to the joint memorandum issued by the board of education and the Board of Trade on the 3d January, 1911, with regard to the cooperation between labor exchanges and local education authorities exercising their powers under this act. The board of education desire once more to call the attention of local education authorities to the very great importance of the field of activity open to them under this act. The board have already received a number of more or less detailed proposals from authorities for the exercise of their powers under the act, and they are further well aware that in areas where no definite scheme is as yet in operation much valuable work has been and is being done by voluntary agencies and by individuals in giving advice, information, and assistance to boys and girls during the critical period covering the end of their school career and the beginning and earlier years of their employment. Such activities, however, though widespread, are as yet by no means universal; and in the opinion of the board it is of the first importance that in urban areas, and, where possible, in county areas, local education authorities should take the opportunity afforded by the act of initiating such work where it is not at present carried on, of coordinating and organizing the existing voluntary agencies in a single coherent scheme, and of linking the whole with the work of the juvenile departments of labor exchanges in such a way that the moral and educational influences, which naturally center round elementary schools

and continuation schools, should play their proper part in the transition from school life to the life of adult employment.

2. As is indicated in the joint memorandum of the two boards, it will generally be found desirable, where an authority exercise powers under this act, that the detailed work under the scheme should be intrusted to a special subcommittee of the authority and that this committee should have at their disposal the services of an executive officer. In view of the great importance of the duties of such an officer, and of the necessity for securing thoroughly adequate qualifications, the board are prepared to make annual grants in aid of approved salaries paid to executive officers in respect of duties carried out in accordance with a scheme under section 1 of the choice-of-employment act. The amount of the board's grant will not exceed one-half of the fixed amounts so paid in salaries (or the mean amounts, if the salaries are subject to increments in accordance with a scale approved by the board) and the maximum salaries in respect of which grant will be paid will be determined in accordance with the estimated number of children annually leaving elementary schools within the area or part of an area within which the act is in operation. For this purpose any part of a county forming a separate area for elementary education may, at the discretion of the board, be treated separately. The number of children between 12 and 13 years of age on the admission registers of public elementary schools as returned to the board for 1909 will be taken as the estimated number annually leaving the schools.

The salaries allowed will be as follows:

Number of children between 12 and 13:	Maximum salary in respect of which grant will be paid.
Under 500.....	£50
500 but less than 1,000.....	100
1,000 but less than 2,000.....	200
2,000 but less than 5,000.....	300
5,000 and over.....	400

3. It is contemplated that in areas of average size there will be a special officer assigned wholly to this work, and that in the larger areas the chief officer will need the services of an assistant, who should as a rule be a woman. On the other hand, in smaller areas the duties might be discharged by an officer also engaged in other work, while even in large towns it might be found convenient to distribute the duties between two officers engaged for the rest of their time; for example, in work in connection with continuation schools, instead of concentrating the duties in the hands of one officer. In all such cases of part-time employment, the board would require a proportionate part of the total salaries paid to officers so employed to be allocated definitely to work under the choice of employment act. The grant would then be payable, subject to the limitations of the total amounts set out above, in respect of the whole salary of full-time officers or in respect of the proportion of the salary of part-time officers allocated to the purposes of the act, as the case might be.

4. The board fully recognize that in areas of differing size and character the arrangements made for the exercise of powers under the act may vary considerably in points of detail. With a view, however, to assisting authorities who may be considering the matter, they have prepared a draft-outline scheme such as might be used in a county borough of average size; a copy of this scheme is appended to this circular. It is not intended to be in any way exhaustive, and substantial modifications of its provisions will probably be necessary or desirable, especially in the largest and smallest areas, and in counties. It is hoped, however, that it may afford some guidance, where this is desired, to authorities in making their arrangements. The board of education are further prepared to send one of their officers to confer personally with any authority desiring such assistance in the discussion or preparation of a scheme under the act.

5. Should a scheme for a county or any part of a county involve the making of arrangements or agreements under section 1 (2) of the act between the council of the county and the council of any borough or urban district being a local education authority for the purposes of elementary education, a draft of the terms of the proposed arrangement or agreement should be submitted to the board with the scheme.

Draft Outline Scheme for the Exercise of Powers under the Education (Choice of Employment) Act, 1910.

1. The authority will exercise their powers under the Education (Choice of Employment) Act, 1910, for giving to boys and girls under 17 years of age assistance with respect to the choice of suitable employment, in accordance with the principles set out in the memorandum with regard to cooperation between labor exchanges and local education authorities, issued by the boards of trade and of education on the 3d January, 1911.

2.—(a) For the purpose of the exercise of these powers, the education committee shall appoint a special subcommittee, to be known as the juvenile employment subcommittee, and to be constituted as follows: members of the education committee; members of

[In constituting the subcommittee provision should be made for securing an adequate number of members possessing experience or knowledge of educational and industrial conditions.]

(b) The divisional officer of labor exchanges for the district and the manager of the labor exchange shall be invited to attend the meetings of the subcommittee, but will not be members thereof.

3. It shall be the duty of the subcommittee, subject to any directions of the education committee—

- (a) to arrange for suitable information and advice with regard to the choice of employment to be given to boys and girls, directly or through their parents, both before and after they leave school;
- (b) to cooperate with the local labor exchange officers in registering applications of boys and girls for employment, and in selecting applicants for suitable vacancies;
- (c) to advise the Board of Trade with regard to the management of the labor exchange in relation to juvenile applicants for employment.

4. In carrying out their duties the subcommittee shall—

- (a) take every opportunity of encouraging boys and girls to continue their education after leaving the elementary school;
- (b) study the conditions of employments as these affect the prospects of boys and girls and the need and facilities for continued education; for which purpose the officers of the labor exchanges will furnish the subcommittee with all the information in their power with regard to the prospects and conditions of employments;
- (c) use as far as possible the services of apprenticeship committees and other organizations for promoting the welfare of boys and girls, and of individual voluntary workers; for which purpose they may, where they think fit, organize care committees or after-care committees of teachers, school managers, and others, whose duty it shall be to keep in individual touch with boys and girls both before and after they leave school.

5. In carrying out its duties the subcommittee shall have at its disposal the services of the director of education, who shall have the assistance of the following officers to be specially appointed for this purpose:

6. The work of the subcommittee in connection with the registration of applications for employment shall be conducted at a central office to be jointly established by the authority and the Board of Trade under the name of the " Juvenile Employ-

ment Exchange and Bureau," and to be situated in An officer or other representative of the subcommittee shall be regularly available at the exchange and bureau, in order to interview applicants for employment and to confer with the officer in charge of the juvenile work of the labor exchange before the names of applicants are submitted to employers.

7.—(a) The head teacher of each day school shall furnish the subcommittee at the exchange and bureau with information as regards the employment obtained by each pupil leaving the school, and with a report as to the character, conduct, and capabilities of the pupil. The subcommittee shall also be furnished with a copy of any report made by a school medical officer on each such pupil, and of any school record or leaving card given to the pupil on leaving.

(b) If any pupil has not, within before leaving, obtained suitable employment, and the assistance of the committee is desired on his behalf, the head teacher shall forward to the subcommittee an application on the form prescribed in the schedule to the special rules with regard to the registration of juvenile applicants made by the Board of Trade on the 7th of February, 1910, subject to such modifications as may be made therein by the Board of Trade from time to time.

8. Boys and girls desiring employment who have left school, but are below the age of 17, shall apply in person at the exchange and bureau and will be registered by an officer of the labor exchange. This officer will arrange for such applicants to be interviewed by the representative of the subcommittee, either at the time of registration or as soon as possible thereafter, in order that they may be fully advised before vacancies for employment are brought to their notice, and that the desirability of continuing their general education may be impressed upon them.

9. All applications for employment which reach the exchange and bureau either from the schools or from individual applicants shall at once be made available for the use both of the subcommittee and of the officer of the labor exchange.

10. The officer of the labor exchange will be responsible for—

- (a) bringing the facilities offered by the juvenile employment exchange and bureau and the utility of its work under the notice of local employers;
- (b) registering all notifications of vacancies received from employers;
- (c) submitting to employers the names of suitable applicants for vacancies.

11. Before submitting to an employer the name of any applicant for a vacancy notified by that employer, the officer of the labor exchange will in all cases in which it is practicable consult the representative of the subcommittee as to whether the employment offered is suitable for the applicant. He will in no case submit the name of any boy or girl who is in attendance at an elementary or other day school, or has left a day school not more than six months before, without the express consent of the subcommittee's representative. He will also inform the representative of the subcommittee as to the manner in which each vacancy is ultimately filled.

The joint memorandum issued by the Board of Trade and board of education referred to in the preceding circular has laid the foundation of the present relationship between the schools and the juvenile labor exchanges. While one can not say how long the policies laid down in this document will continue in their present form, there being a determined effort on the part of a number of leaders in child welfare work to secure to the school authorities the exclusive control of the advisory and placement services for those under 17, the probabilities seem to be that for a long time to come the suggestions substantially as outlined in the following memorandum will be in force:

MEMORANDUM WITH REGARD TO COOPERATION BETWEEN LABOR EXCHANGES AND LOCAL EDUCATION AUTHORITIES EXERCISING THEIR POWERS UNDER THE EDUCATION (CHOICE OF EMPLOYMENT) ACT, 1910.

1. We have had under consideration (a) the Education (Choice of Employment) Act, 1910, and (b) the Special Rules with regard to Registration of Juvenile Applicants in England and Wales made on the 7th February, 1910, by the Board of Trade after consultation with the board of education, under the Labor Exchanges Act, 1909, and printed as an appendix to the present memorandum.¹ Under the new act the councils of counties and county boroughs, as local education authorities, are empowered to make arrangements, subject to the approval of the board of education, for giving to boys and girls under 17 years of age assistance with respect to the choice of suitable employment, by means of the collection and the communication of information and the furnishing of advice. In the special rules of the Board of Trade two alternative methods are indicated by which information, advice, and assistance with respect to the choice of employment and other matters bearing thereon can be given to boys and girls and their parents in connection with the working of labor exchanges. Paragraphs 2 to 5 of the rules make provision for the establishment by the Board of Trade of special advisory committees for juvenile employment, which may, as one of their functions, take steps to give such information, advice, and assistance, but without any responsibility with regard thereto being undertaken by the Board of Trade or the officers in charge of labor exchanges. Paragraph 6 of the special rules contemplates the case of a local education authority which has and desires to exercise statutory powers for the purposes of giving information, advice, and assistance, and provides that, where such powers are exercised in accordance with a satisfactory scheme, the registration of juvenile applicants for employment shall not be conducted by the labor exchange except in accordance with the scheme, and that the Board of Trade may dispense with the services of a special advisory committee so far as the area of the authority is concerned. The enactment of the Education (Choice of Employment) Act, 1910, renders it possible for the procedure contemplated by paragraph 6 of the special rules to be brought into operation.

2. We are of opinion that the employment of juveniles should be primarily considered from the point of view of their educational interests and permanent careers rather than from that of their immediate earning capacities, and accordingly we urge upon local education authorities the desirability of undertaking, in accordance with the principles set out in the present memorandum, the responsibilities offered to them by the new act. We consider that it is of importance that these responsibilities should be exercised in the fullest cooperation with the national system of labor exchanges established under the Labor Exchanges Act, 1909, and the board of education will, therefore, before approving any proposals from local education authorities for the exercise of their new powers, require adequate provision to be made for such cooperation. Where a satisfactory scheme has been brought into force by a local education authority, paragraph 6 of the special rules will operate, and the Board of Trade will be prepared to recognize a committee of the authority as charged with the duty of giving advice with regard to the management of the labor exchange for its area in relation to juvenile applicants for employment. There are certain areas in which, pending the passing of the act, the Board of Trade have already established, or have definitely undertaken to establish, special advisory committees under paragraphs 2 to 5 of the special rules, and we presume that the local education authorities for these areas will desire to continue the arrangements already made, at least until some further experience has been gained, and will consequently defer the exercise of their powers under the act. So far as other areas are concerned, the Board of Trade do not propose to take any steps for the establishment of special advisory committees until after the

¹ See page 14, "Special rules," etc.

31st December, 1911, except in the event of the local education authority passing a formal resolution to the effect that they do not propose to exercise their powers under the Choice of Employment Act.

3. We recognize that the methods to be adopted by authorities in working the act must necessarily be subject to considerable variations in accordance with local conditions, and will, in particular, be affected by the distribution of the labor exchanges, the districts of which are not necessarily coterminous with the areas of authorities. We think, however, that in normal cases some such arrangements as are indicated in the following paragraphs are likely to be found effective in practice and may be expected to insure a reasonable distribution and correlation of functions between the authorities and the labor exchanges.

4. The work to be undertaken by public bodies in giving assistance in the choice of employment for juveniles may be regarded as having two branches. In the first place there is the task of giving such advice to boys and girls and their parents as will induce them to extend where possible the period of education and to select, when employment becomes necessary, occupations which are suited to the individual capacities of the children and, by preference, those which afford prospects not merely of immediate wages but also of useful training and permanent employment. In the second place, there is the practical task of registering the actual applications for employment and bringing the applicants into touch with employers who have notified vacancies of the kind desired.

5. In any scheme of cooperation put forward under the new act the first of these two tasks—that of giving advice—should, we think, be assigned to the local education authority, with the assistance of such information as to the conditions and prospects of particular kinds of employment as can be furnished by the Board of Trade through the labor exchanges. We think that the authority should act through a special subcommittee, which may, perhaps, also be the subcommittee charged with the supervision of continuation and technical schools, and which should always include an adequate number of members possessing experience or knowledge of industrial as well as of educational conditions. In its detailed working, which should include the keeping in touch with boys and girls after as well as before employment has been found for them, such a subcommittee will, we trust, utilize to the full the services not only of teachers and of school attendance officers, but also of voluntary workers, whose activities may here find one of their most valuable educational spheres; but the work will be of a kind which depends largely upon skilled and effective organization, and it will probably be found desirable, as a rule, to put at the disposal of the subcommittee an executive officer, who will act as its secretary and maintain the daily contact between the authority, the voluntary workers, and the labor exchange.

6. As regards the second of these two tasks, namely, the registration of applications for employment and the selection of applicants to fill vacancies notified by employers, there is need for cooperation between the education authority and the labor exchange, and direct relations should be established between the subcommittee or officer of the authority and the officer in charge of the juvenile department of the labor exchange. For this purpose it will probably be found convenient for the two officers to be located in the same or contiguous buildings. At present a good deal of the work done in connection with the employment of children is done at the elementary and other schools at which the children are in attendance, and no doubt this will continue to be the case, at any rate so far as the giving of advice is concerned; but we desire to point out that the notification of applications for employment to a central office will increase the range of vacancies open to any one applicant and will therefore advance the fundamental object of placing each applicant in the employment which best suits him and to which he is best suited. We contemplate, therefore, that applications for employment from children still at school will continue to be received

and entered upon the necessary cards by their teacher, but that the cards will then, generally speaking, be forwarded by him to the authority's officer. The applications from boys and girls who have left school can, we think, most conveniently be registered by the officer of the labor exchange, but arrangements should be made to admit of such applicants being interviewed by the authority's officer either at the time of registration or as soon as possible after, as it is desirable that they should be fully advised before vacancies for employment are brought to their notice. All applications received in either of the ways indicated should at once be made available either in original or in copies for the use both of the education authority and of the labor exchange. Notifications of vacancies for employment should be made to the officer of the labor exchange, who will furnish the authority's officer with information as to each vacancy for which he proposes to submit a boy or girl, and with the name of any boy or girl whom he proposes to submit for it. Information passing between the authority and the labor exchange will naturally be held to be strictly for the purposes of their cooperation. We anticipate that in ordinary cases the question whether a particular vacancy is suitable for a particular boy or girl will give rise to no difference of opinion between the two officers. It will, however, probably be necessary to provide for the possibility of a difference of opinion. We think, therefore, that as a rule the decision should rest with the authority's representative as regards any child who is still in attendance at an elementary or other day school or has not left the day school more than six months previously, and that as regards applicants who have passed this limit the decision should rest with the officer of the labor exchange, who will, however, consult the authority's representative in all cases in which this is practicable, and will in all cases inform him as to the manner in which each vacancy is ultimately filled.

7. Should any scheme be submitted for the approval of the board of education under the act in which it is proposed to vary these limits or otherwise to depart materially from the scheme of cooperation outlined in this memorandum, it should be accompanied by a full statement of the special reasons urged by the local education authority in support of the proposed variation. The special circumstances of the case will then be considered jointly by the two departments.

The activities of some of the earliest committees appointed in accordance with the joint suggestions just presented may be briefly summarized, details being reserved for the more extended account of the work in several cities to be found in subsequent chapters. This summary is based on the returns to the Board of Trade called for by the following circular to juvenile advisory committee secretaries issued in September, 1911: (The summary follows the circular.)

BOARD OF TRADE LABOR EXCHANGES.

JUVENILE ADVISORY COMMITTEES.

Circular No. 1.

As arranged at the meeting of juvenile advisory committee secretaries on May 29, reports were collected in July from all the committees already formed under rule 2 of the special rules with regard to registration of juvenile applicants in England and Wales, and are reprinted with some amendments in this circular. In addition to the committees referred to below, juvenile advisory committees at Dublin, Belfast, Londonderry, and Bath have now held their first meetings.

The first of these circulars, which it is hoped to issue at intervals of about three months, was intended to be mainly formal, and to serve primarily as a record of the tentative measures already undertaken to secure the special treatment of juveniles by the labor exchanges which the Board of Trade have throughout regarded as necessary. Since, however, the more general aspects of this question appear to be frequently misunderstood, it may be well to preface the first circular with a short historical account of the question.

In section 2 (5) of the Labor Exchanges Act, 1909, provision was made for the appointment of advisory committees; and in Regulation IX of the general regulations for labor exchanges, made on January 28, 1910, power was taken to make special rules with regard to juveniles in consultation with the board of education in England and Wales, the Scotch Education Department in Scotland, and the Lord Lieutenant in Ireland. No special rules have yet been made for Scotland, but special rules were issued for England and Wales on February 7, 1910, and for Ireland on January 11, 1911. Rules 2-5 in each of these sets of rules provide for the establishment of the special advisory committees for juvenile employment with which the present circular is concerned.

In Scotland, however, since the Education (Scotland) Act, 1908, school boards have had power to spend money for purposes closely related to the work of a juvenile advisory committee. It was also known when the special rules for England and Wales were issued that there was a prospect of similar powers being granted to local education authorities in England and Wales; and provision was accordingly made in rule 6 for the recognition by the Board of Trade of work of this kind done by local authorities.

In November, 1910, the Education (Choice of Employment) Act was passed, giving to local education authorities power to make arrangements, subject to the approval of the board of education, for giving to boys and girls under 17 years of age assistance with respect to the choice of suitable employment, by means of the collection and the communication of information and the furnishing of advice; and on January 3, 1911, the president of the Board of Trade and the president of the board of education issued a joint memorandum outlining a scheme which provided for cooperation between local authorities exercising their powers under the new act and the Board of Trade working through the labor exchanges. In this memorandum it was suggested that places where juvenile advisory committees had already been appointed would presumably wish to continue the arrangement already made at least until some further experience has been gained. Local authorities in other places were urged to undertake, in accordance with the principles set out in the memorandum, the responsibilities offered to them by the new act. It was pointed out that it was of the utmost importance that these responsibilities should be exercised in the fullest cooperation with the national system of labor exchanges, and that the board of education would, before approving any proposals from local education authorities for the exercise of their new powers, require adequate provision to be made for such cooperation. It was stated that the Board of Trade would not take steps to establish any further juvenile advisory committees of the existing type until after December 31, 1911, except in places where they had already undertaken to do so or in places formally deciding not to exercise their powers under the Choice of Employment Act. A limited number of schemes under the Choice of Employment Act have been submitted to the board of education for approval, and the first of them has been brought into working order at Birmingham. In the meantime, an interesting arrangement has been made with the Edinburgh school board by which all the juvenile work in Edinburgh is carried on by a labor exchange officer working in the offices of the school board and in cooperation with the school-board officials.

The Board of Trade have from the first recognized that the placing of young persons in employment entailed other considerations than in the case of adults. They

recognized that there was need for the provision of advice by experienced persons, and they recognized the essential interest of education authorities in the matter by invariably consulting them with regard to the constitution of juvenile advisory committees. They welcome the increase of powers given to local education authorities by the Choice of Employment Act, and hope that wide advantage will be taken of them on the lines of the joint memorandum in districts where juvenile advisory committees have not been established.

SUMMARY OF SOME FIRST REPORTS.

LONDON.

The London juvenile advisory committee has appointed 13 local advisory committees to work in connection with the juvenile section of 13 of the London labor exchanges.

These 13 local advisory committees vary to some extent in their methods, but the following statements apply, generally speaking, to all of them.

They cooperate with teachers through the school care committees appointed by the education authority. Each committee contains two nominees of the local consultative committee of head teachers. The teachers and care committees fill up school-leaving forms for all the children who leave school, whether they have work to go to or not, and forward them to the labor exchanges.

Children are registered at the labor exchange in whose area they live (or to which the school-leaving form has been sent) by the officials or by members of the local advisory committee, or by approved "helpers" of the committee. They are interviewed by small rota committees consisting of two or three members of the local advisory committees, which meet at all hours of the day from 8 a. m. to 8 p. m.

At some exchanges there is a rota meeting every day. At other exchanges "set" rotas meet not more than two or three times a week, but some member of the committee or volunteer calls on most days of the week to assist the paid staff or give advice in cases of difficulty.

Wherever voluntary apprenticeship committees exist, the majority of local advisory committees refer cases of indentured apprenticeship to them.

Boys and girls are advised by the rota committees. The aftersupervisor keeps the subject of continued education before the minds of the young people. The London County Council education committee has drawn up for the use of the local advisory committees special pamphlets for each electoral division giving particulars of all the trade classes (day and evening) in London and all the evening commercial centers and evening schools in each particular division.

The school care committees organize the aftercare in cooperation with philanthropic agencies. The school care committees report to the local advisory committees twice a year or oftener if desired as to each boy and girl placed by the exchange.

The commercial, labor, and statistical department of the Board of Trade has visited several hundred employers in the ready-made women's clothing, the building, and the leather trades, and the information obtained as to each employer is filed at the local exchange. General reports on these trades are also being supplied. The Stepney local advisory committee has issued a circular to employers signed by 20 local employers.

BRISTOL.

A meeting of head teachers and school managers was held in February, 1911, to interest them in the work of the juvenile advisory committee and to gain their cooperation.

A report of every child leaving school is sent in to the secretary. The form for receiving this is attached to the Bristol education committee's school leaving card, which every child receives when leaving school. It is filled up by the head teacher a

few days before the actual leaving date and is detached from the card and sent to the secretary, only the address of the labor exchange being left for the child.

This arrangement was made to lessen the work of the head teacher, so that he or she should only have one form to fill up, the slip being part of that one form.

Vacancy lists for girls are sent to the head teachers of the girls' departments every month. The National Union of Teachers has four representatives on the committee. The education committee's "letter to parents" (issued to parents through the head teacher when the child leaves school) has a paragraph on the work of the juvenile advisory committee. A placard has been sent to every head teacher to place in his or her school.

There is at present no cooperation with factory surgeons.

The children are registered at the exchange only. They are encouraged to come if possible when the rota of members is sitting but are also registered at the exchange at any time when the office is open. The teacher's report upon the child is copied onto the back of the registration card.

Members of the juvenile advisory committee attend in rotas of four every Saturday morning at 10 and every Monday afternoon at 3.

Every child is registered first in the usual way by the secretary and all additional information obtained by the rota is kept in an index book of rota interviews.

A list of vacancies, with particulars of each vacancy, is provided for the use of each member of the rota, and when there is a suitable vacancy the child is sent to apply straight away with the usual green card. If there is no suitable vacancy at the moment the child is, of course, encouraged to come again in a few days to the exchange.

The parents of every child leaving school are sent a form on which the days and hours are given when the rotas of members sit.

There are no apprenticeship or skilled employment committees in Bristol. Arrangements are being made to try to gain the cooperation of existing societies which pay premiums for apprentices.

Every effort is made by the rotas of members to urge attendance at evening schools, etc., and the "after-care" visitors also are using all possible influence in that direction.

After-care has just been started, and an "after-care" subcommittee of the juvenile advisory committee has been formed.

To carry out the work Bristol has been divided, according to schools, into five districts. Twelve visitors have been appointed as a start, nine of them being members of the juvenile advisory committee, and the others, Miss Deane (lady supervisor), Miss Levy (secretary), and one voluntary worker.

To commence operations only the children placed in work since the juvenile advisory committee started work are being visited. It is intended to extend the work, if possible, to every child registering at the exchange.

A card containing all the necessary information about a placed child is given to the visitor, a duplicate copy being kept by the secretary. The report is to be entered on another card, of which the visitor is provided with two copies, one to be retained and the other to be forwarded to the juvenile advisory committee. It is suggested that reports should be sent in once a quarter.

It is intended that the present staff of visitors should suggest for the approval of the "after-care" subcommittee at its next meeting names of other visitors for their respective districts, if possible the names suggested to be those of people already interested in, and with a knowledge of, the district.

No philanthropic agencies have as yet been approached.

A subcommittee for the cooperation of employers has been formed. The standard circular letter to employers has been sent out and followed in some cases by a more personal letter from the chairman.

Books of order forms and forms on which to notify vacancies for apprentices are in use.

Inquiries are being made into local industries and details are being collected with a view to compiling books on somewhat similar lines to those entitled "Trades for London Boys and How to Enter Them," and "Trades for London Girls and How to Enter Them."

The secretaries of the trade unions have been asked to fill in forms giving details of employment in their particular trades, and a good deal of useful information is being got together.

The following suggestion is to be considered by the committee: "Advisability of asking the chamber of commerce to cooperate in the committee's endeavor to increase the attendance of children at continuation schools."

NOTTINGHAM.

Prior to the opening of the labor exchange in Nottingham, the local education authorities had instituted an ex-scholar's employment bureau. This office, together with the efforts of the teachers, resulted in some good work being done. The establishment of the juvenile advisory committee, which includes two nominees of the county education committee, rendered possible the coordination of the work of the various societies dealing with children in the town.

All children are registered at school on a form which provides for the child's inclination, the teacher's view, and the medical officer's report being briefly stated. These particulars are filed on cards at the labor exchange, and are referred to if and when the child applies for employment. The child is given a card report form which it carries with it, and which is demanded by the officials of the labor exchange, evening schools, and elsewhere.

Efforts are made to register children some months before leaving school, and they are advised through their teachers as suitable vacancies are notified to the labor exchange.

All cases of doubt or difficulty either with children or employers are referred to a rota-committee of the main committee. These rota committees meet once or twice a week at varying hours, and children attend with their parents to consult the committee. In addition, such members as are able attend during the office hours to inspect and advise on the work and superintend the efforts of the secretary. Complete cooperation with the local education authority has been secured on these lines, while, in addition, the authorities of boy scouts, boys' brigades, boys' and girls' clubs, the charity organization society, and similar organizations regularly submit young children for advice and in other ways assist.

Children's care committees have been set up with the cooperation of the local managers at all the larger schools in the town. It is hoped that such committees will exist shortly at every school. One of these committees has enrolled 50 voluntary visitors, while special visitors are also attached to the juvenile advisory committee.

A letter to employers and an explanatory memorandum were sent out early in the year.

In addition the secretary has addressed a number of meetings in the town.

Employers are canvassed regularly by labor exchange officers, and orders for juveniles are taken on a special form. These forms insure that a great deal of information is available in respect of every juvenile order, and it is in turn passed on to the rota committee or the contents communicated to the children.

Special conditions.—In Nottingham it is possible for children to leave school at the age of 13, providing they have made a certain number of attendances and can prove to the satisfaction of the education committee that they have beneficial and necessary employment.

To prevent, so far as possible, children going into unsuitable situations, each child before he is given an exemption certificate must register at the labor exchange.

If he has not found suitable work for himself and there is none for him at the exchange, he must return to school until a suitable opening comes. In this way it is possible to prevent children running about the streets on the pretense of looking for work.

Special work.—The following subjects have been dealt with by the committee during the last six months:

1. Age at which school children should be registered.
2. Small wages of juvenile workers and the short periods they retain their work.
3. Specialized training for the children in the last year of their school career.
4. Number of children registered under the age of 14.
5. Inquiries into certain trades considered unhealthy and demoralizing for young persons.
6. Report on proposed scheme for classes for unemployed boys, and training centers for girls in trades for which the demand exceeds the supply.
7. Report on number of children who are wage earners while still at school.
8. The committee have under consideration a scheme for cooperation with the certifying surgeon with a view of following up cases rejected by him for physical incapacity.

DEWSBURY.

As each child leaves school the teachers inform the committee on a special form, which gives the name of the firm employing the child and the kind of work to be done.

The certifying factory surgeons for the Dewsbury district report to the committee on every child who is rejected from employment. The secretary then visits each child and obtains for him or her either suitable employment or medical treatment if necessary. Several cases have occurred to show how necessary this work is. One child was found to have been working three months after being rejected by the doctor, and in practically every case where children have been rejected, owing to some defect which a little medical attention would remedy, nothing had been done until the secretary called. Every case notified of this kind is now receiving medical treatment. There should be no difficulty in obtaining the cooperation of certifying factory surgeons in every town where a juvenile advisory committee exists, as many doctors have long recognized the need for some measure of after-care for these children.

The secretary visits every elementary school once in three months to register those children who have reached the age of 12 years and 9 months—that is three months before they can possibly leave school. As Dewsbury is not a very large town, this only means visiting two schools each week. The great advantage of this system of registration is that it brings the secretary into touch with every child about to leave school. When registering the children the secretary is very careful not to suggest employment, but points out the advantages of remaining at school until 14 years of age. Great care has to be taken in this direction, as the fact of registering the children must not be allowed to act as any encouragement to them to leave the elementary schools at 13 years of age. The majority of the children in Dewsbury do leave school at that age, and if the advisory committee did not register the children until they had reached the age of 13, it would be too late to be of any use to them in advising them as to their choice of employment.

A rota meets for this purpose once a month at the labor exchange. Only two meetings have been held so far, but a good number of parents have attended.

(1) *After-care.*—The work of after-care is undertaken by a very excellent "after-care committee" already in existence in Dewsbury. This committee is a school after-care committee and works in cooperation with the school doctor. The organization of this committee is excellent, there being a visitor attached to each school. The secretary of the advisory committee will simply supply to each visitor a list for each school.

(2) *Cooperation with philanthropic agencies.*—The only organization of the kind which has been of any service to the committee yet is the N. S. P. C. C. Their local

inspector is notified in cases of neglect and cruelty, and is able to be of great service, especially with regard to the children rejected from employment by the certifying factory surgeon. When a case occurs where medical treatment is urgently needed and the parents after repeated visits fail to obtain this, the case is reported to the N. S. P. C. C., and usually one visit from their inspector produces the desired effect.

The secretary visits all the large employers in order to enlist their interest and support for the work of the committee. Circulars are also sent out at intervals explaining the objects of the committee.

HUDDERSFIELD.

The head teacher of every senior school in the district is provided with a supply of leaving cards, and the education committee has issued instructions that one is to be filled up and sent to the juvenile advisory committee for every child who leaves school. Teachers are requested to send in the cards at least a fortnight before any child leaves. In order that the first suggestion of leaving shall not come from the teacher to the child, there is a general instruction issued that all children proposing to leave school shall give at least a fortnight's notice to the head teacher. Before filling up the leaving card, teachers can use what persuasion is possible to induce parents to leave their children at school longer.

Meetings of teachers have been held and addressed by the manager of the exchange, who has explained to them the purposes of the advisory committee and asked for their full cooperation. The teachers as a body have expressed their keen sympathy with the work.

The certifying factory surgeons have agreed to supply a periodical list of the children they reject for factory and workshop employment, together with the reasons for their rejection. Special attention will then be devoted to such children.

The school medical officer is also cooperating by giving reports on the physical condition of each child, and has arranged to give a special report on any particular boy or girl when requested.

Immediately on receipt of a leaving card from the school, a circular is sent to the parents of the child, informing them of the objects of the advisory committee and requesting them to consult with the committee as to the placing of their child, or, if that is inconvenient, to send the child to the labor exchange with a special form, which is sent out with the circular, filled up, stating what occupation the parents desire for the child, and some other particulars.

When a boy or girl is actually leaving and application is made personally at the exchange, the registration is entered on the industrial registration card, which is then attached to the school leaving card and placed in the lixe register and dealt with in the usual manner. Later on these two cards, together with visitors' reports and any other documents relating to the child, are put into a special envelope made for the purpose, which fits into the card register. The whole record of each child is thus kept together.

On every alternate Monday evening a rota of three members of the advisory committee meets at the labor exchange to interview parents. The parents of every child whose leaving card has been received during the fortnight are advised of this rota meeting and are urged to attend and consult the committee. Parents who can not come then may consult the secretary or the manager of the exchange at any time, and they report to the committee. If a child comes at any time without its parents the secretary endeavors as far as possible to ascertain the parents' wishes.

- (1) Every head teacher is supposed in the first instance to recommend each child leaving school to continue his or her education at a continuation school, and to suggest suitable courses for the work he or she is likely to enter upon or is specially fitted for.

- (2) In sending out the circular to parents on receipt of the leaving card from school the exchange incloses a pamphlet supplied by the education committee giving full details of the continuation classes. The circular states that any further information will readily be supplied at any time.
- (3) The committee decided that every boy and girl leaving school should be visited at least once, whether placed through the exchange or not, in order that the advisability of encouraging their children to attend suitable continuation classes might be impressed upon the parents.
- (4) The rota committee urges all parents who come before them to attend to the continued education of their children.
- (5) The officials at the exchange take every possible opportunity to recommend the continuation schools, and display posters in the waiting rooms.
- (6) The after-care visitors are strongly urged to recommend attendance at continuation schools. Arrangements are in hand for next winter session to get reports from time to time of children who are irregular in their attendance at the evening schools and these will be visited by the after-care visitors.
- (7) The after-care visitors are being organized into district committees, each with an evening continuation school as its center, and it will be the duty of each committee to feed that school with boys and girls, and to overlook the attendance and progress of such boys and girls.
- (8) Arrangements are being made to insure that one visit shall be paid in September just before the opening of the evening classes to every boy and girl who has left school during the year and to every juvenile registered in the exchange during this year.
- (9) At the end of each evening school session a report is sent to the advisory committee on the number of attendances and progress of every boy and girl who has attended the schools. The back of the school leaving card is specially printed and ruled for entering these reports, and if attendance has not been made, or has been irregular, or the progress has been unsatisfactory, after-care visitors can be requested to pay special attention to such cases and endeavor to secure better results in the next session.
- (10) It has been found that certain Band of Hope and Sunday school meetings are held on the same evenings as the evening schools are open. The committee is conferring with the Band of Hope Union, the Sunday School Union, and other bodies responsible, with the hope of avoiding such overlapping in future sessions.

The after-care visitors have been enrolled by the after-care subcommittee of the advisory committee. Special circulars were sent out to all day school teachers, Sunday school teachers, managers of boys' and girls' clubs, scout masters, and any other societies or individuals thought to be interested. Over 100 visitors have thus been enrolled. A card register has been made, each card containing particulars of the cases given to them to report upon and the dates of the reports made. A large number of day school teachers have volunteered for this work.

As explained in no. 5 above, the after-care visitors are being organized into district committees, each with an evening continuation school as a center. Members of the advisory committee will in each case be chairmen of these district committees.

Meetings of the voluntary visitors have been held at the exchange, at which the chairman of the committee and the manager of the exchange explained the work of the advisory committees and instructed the visitors in the work they were required to do.

Arrangements are in hand for a big public conference on after-care work to be held in October, with the Dean of Norwich as principal speaker.

Employers have been approached by special circulars asking for their cooperation with the committee. No need has arisen for special efforts, other than the ordinary

methods of the exchange, to get employers to notify vacancies. There are always from 100 to 150 or more vacancies for boys unfilled and about 80 for girls.

The committee have had this matter under consideration but no special steps have been taken up to the present, though the committee are desirous of ultimately having a full and detailed knowledge of the conditions of each local industry. At the January meeting the following resolution was moved, but was adjourned sine die:

"That a committee be appointed to inquire into the nature and extent locally of the employment of boys and girls in occupations which do not provide employment in adult life, and of alternate occupations in which no juvenile labor is employed and which accordingly have to recruit from adult labor shifting from other occupations, and to report thereon, with such recommendations as they may agree upon for preventing the evils arising from such 'blind alley' occupations."

At the request of the committee the Manager of the exchange prepared a report on "blind alley" employment in local industries, based upon the report of Mr. Cyril Jackson to the poor law commission on "boy labor."

LEEDS.

The advisory committee in Leeds consists of: Six education committee representatives (including 1 secretary for education, 2 lawyers, 1 trade unionist, 2 teachers, 3 employers of labor, 3 trade unionists, 2 teachers, 2 others.

There are 14 men and 2 women on the committee.

District employment committees are being established. The first has already been appointed, and consists of 4 teachers and 6 others.

(i) Teachers.

(a) There are 3 elementary school teachers and 1 secondary school teacher on the advisory committee for juvenile employment.

(b) There are 4 elementary school head teachers on the central district employment committee which has recently been appointed.

(c) A few teachers assist in visiting children.

(d) Teachers forward particulars of every child before he or she leaves school.

(ii) Certifying factory surgeons.

Three of the four certifying factory surgeons for Leeds have agreed to furnish particulars of rejected children. The same form will probably be used as is already in use at Dewsbury. The surgeons will be supplied with forms and official envelopes addressed to the secretary of the advisory committee. It is hoped that the other surgeon will also agree to furnish particulars.

It is intended to visit each of the rejected children at their homes. Results will be reported to the surgeons and to the advisory committee, and noted on the cards of the child.

Head teachers have been requested by the secretary for education to forward school-leaving cards to the advisory committee at the beginning of the month for all children who will leave during that month.

All children who leave under the age of 14 (the great majority of the children in Leeds) have to come to the education offices to obtain an "employment certificate." They can not actually obtain a labor certificate entitling them to leave school until the employment certificate has been signed by an employer, who thereby pledges himself to employ the child. Either the children or their parents have to make at least two journeys to the education offices to obtain the labor certificate. The juvenile department of the exchange has recently been moved to special offices opposite the education offices. The attendance department now insists on every child or its parents coming to the juvenile advisory committee's offices as a matter of course before the certificate is issued. In this way the great majority of the children are

actually seen personally before they leave school, and notes are made on the registration card.

The record of the first situation obtained by all children who leave under 14 is also obtained through the attendance department, which every week lends to the secretary of the advisory committee the whole of the employment certificates, bearing the signatures of employers, which have been issued during the past seven days. In this way a beginning is made with the obtaining of a complete employment record.

Most of the parents and children come to the attendance department between 4.30 and 6 p. m. Arrangements have recently been made by which one member of the district employment committee will attend every day at this time to interview parents or children.

No apprenticeship or skilled employment committees exist in Leeds. Girls are occasionally referred to a domestic servants' registry recently started by the Girls' Friendly Society.

Notices advertising the evening classes arranged by the education authority are exhibited at appropriate times of the year in the juvenile departments of the exchange. Every occasion is taken of recommending attendance at evening schools, both by exchange officers and visitors.

A special circular has been sent out to voluntary organizations dealing with boys and girls aged 13 to 16, together with a report form for use in connection with boys or girls who belong to such organizations and have been placed.

Up to the present, the visiting of placed boys and girls has been done wholly by voluntary workers (about 60 in number), who have been enrolled by the exchange. The supervision of this work will gradually be taken over by the district employment committee.

About as many children are in the "lapsed" column of the monthly return every month as in the "placed" column. Among these "lapsed" children are probably included those which need most attention, since presumably the most efficient children are placed. It is hoped gradually to obtain enough voluntary workers to visit all the "lapsed" children as well as the "placed."

It is found that for the better class of situation it is necessary to approach employers for a particular applicant—canvass possibly a number of employers for one boy or girl. The vacancies which are notified by telephone on the employers' own initiative are, on the whole, below the average in quality.

A detailed inquiry into the printing trade in Leeds is nearly completed and some progress has been made with the building trades.

In addition to inquiries into particular industries, the following points appear to need special attention:

(i) Comparison between the wages of skilled and unskilled juvenile workers. (The difference appears to vary in accordance with the intensity of the demand for juvenile labor. It is accordingly probably much less in Leeds than in the textile towns).

(ii) A study of the hours of labor: The maximum of 60 hours in nontextile factories and workshops, and the complete absence of any legal regulation of the hours of labor for office and transport workers (including errand boys) appears to result in the working of excessive hours by many young persons in Leeds—especially errand and messenger boys and certain classes of office boys.

In the beginning of this work a great deal of time was necessarily spent on details of organization, such as location of offices, printing of forms, conferring with local school officials, and forming the advisory committees. Conferences of teachers and social workers with the labor-exchange authorities were frequent. Some of the points brought out then are still worthy of serious consideration.

For instance, at the initial meeting in Exeter the school people insisted that it would be a mistake to post notices calling attention to the labor exchange where such notices might tempt the children to leave school. Everywhere the first effort made was to interest the teachers in the work of the advisory committees. Cooperation with the school may fairly be said to be the keynote of the juvenile labor exchanges.

There are schools which, because of their personal interest in the vocational future of their children and because of long contact with employers, have always been active in finding employment for their pupils. There are instances where for many years employers have been accustomed to secure each year from certain principals the pick of the leaving classes. In the opinion of competent observers, however, the practice of permitting employers to secure their help from teachers who are generally unacquainted with industrial affairs is undesirable and dangerous.

Not only was cooperation with the schools sought for at the starting of the labor exchanges, but beginnings were made, too, in enlisting the help of the school medical inspectors and the certifying factory surgeons. The industrial district of Dewsbury illustrates the type of service sought. The factory surgeon for the Dewsbury district reports to the advisory committee on every child who is rejected from employment because of any physical handicap. The committee's secretary then visits such a child and endeavors to obtain for it either suitable employment or necessary medical treatment. It was found in the early cases that children had been working for months after being rejected by the doctor because of defects which slight medical care would remedy, but no attention was paid to these defects until the secretary hunted up the children.

With much good sense the education authorities and the Board of Trade have made allowance for local sentiment regarding methods of organizing vocational assistance to children. Although both authorities aim at a degree of centralization, yet it appears that where local communities develop advisory and employment plans of their own, there is no serious interference. When Birmingham, for example, decided to operate under the education act, there was no difficulty in connecting the newly established juvenile labor exchange and its advisory committee with the undertaking of the local education authorities.

Many intricate problems have arisen in the working out of both the Choice of Employment and the Labor Exchanges Acts. They are by no means all solved as yet. Both acts ought to be regarded in their practical operation, therefore, as somewhat experimental and in the process of modification.

For the sake of clearness the situation with regard to the two acts just mentioned is summarized. In England and Wales two methods of administering juvenile employment schemes are in operation: One is the Board of Trade scheme, whereby that board conducts a juvenile labor exchange as part of the national system of labor exchanges throughout the country, and furnishes both the funds and the officials. In such case the board appoints a local committee of representative men and women, called the juvenile advisory committee, whose duty it is to cooperate with the exchange officers. London affords a striking example of this type of development. In Ireland it is the only scheme before the public.

The other method permits the juvenile exchange to be administered by the local education authority, namely, the education committee of the council, provided that said local authority submits a scheme to the board of education which can be approved under the joint memorandum already described. On approval, the board of education sanctions a grant of money in aid of the advisory work of the local labor exchange. It will be seen that this is an adaptation of the plan followed by Scotland in organizing its employment information bureaus in close coordination with the schools, some time before the national system of labor exchanges came into existence. Nearly two score local education authorities are now conducting such school advisory and employment agencies, the best known being those in Birmingham, Liverpool, and Cambridge. A dozen or more additional cities and towns have submitted schemes which are awaiting approval.

As regards the plan of work there are certain basic features common to all the juvenile labor exchanges, whether under the Board of Trade or the local education authorities. These features are, first, keeping a record of the children leaving school for work; second, offering advice and guidance to boys and girls between 14 and 17; third, granting interviews to parents and others who desire to consult the officials; fourth, keeping a register of the positions open. Perhaps the most striking of these features, and it is at this point that nationalization is the strongest, is the opportunity now open to boys and girls for individual advice and care when leaving the elementary schools. The schools have to turn over to the juvenile bureau the printed card forms on which are entered particulars as to health, character, aptitudes, etc., of all the leaving pupils. These records have to be passed in for all pupils, whether they desire assistance in finding employment or not. The records are not always thorough or intelligible, because not all teachers and schools perform this duty conscientiously. Indeed, some records seem to be valueless; still this is not a criticism of the scheme as a whole, for such deficiencies are

remediable. The school usually puts itself on record with the records of its children.

In places where the Board of Trade has established juvenile labor exchanges, permission is secured from the education authority to distribute Board of Trade circulars and forms in the schools; to the local advisory committee the Board of Trade usually appoints several teachers, principals, and education committee members.

These advisory committees represent a vast amount of unpaid public-spirited service. They are unique to England. The juvenile labor exchanges have profited greatly by their interest and cooperation. In London and elsewhere these committees are divided into subcommittees known as "rotas," in sessions of which the members take turns in personally advising the outgoing boys and girls. American opinion regards the task of interviewing and advising as, perhaps the most complicated and delicate service in vocational guidance, one demanding insight, expert knowledge, and a specialized training besides. That volunteers should undertake so difficult a task argues leisure and great devotion. It seems hardly probable, however, that this particular feature of the English work will be permanently left to the volunteer. Guidance during the critical years of adolescence is, as has been indicated, the principal aim of the Choice of Employment Act, with employment as a secondary consideration. The grant allowed by the board of education is specially stated to be in aid of the executive officer, or officers, appointed by a local education authority for this work:

In view of the great importance of the duties of such an officer, and of the necessity of securing thoroughly adequate qualifications, the board is prepared to make annual grants in aid of approved salaries paid to executive officers in respect to duties carried out in accordance with the scheme under section 1 of the Choice of Employment Act.

The Board of Trade scheme expressly disclaims responsibility with regard to any advice or assistance given by its committees. The education officers, on the other hand, representing, as they do, the locally elected authority, which is accountable to a local constituency, act, as a matter of course, with a lively sense of intimate and responsible relationship to the children. The school employment bureaus are not without advisory committees of their own. Members of the care committees, which have been dealing thus far with school feeding and other needs of poor children, are rapidly including vocational assistance among their duties, while frequently they are appointed to the Board of Trade juvenile advisory committees.

A detailed description of a few of the foremost vocational aid enterprises in England and Scotland now follows, the work in Liverpool being first under consideration.

III. LIVERPOOL.

The juvenile employment committee of the Liverpool education committee, organized under the provisions of the Choice of Employment Act, began work in the summer of 1911. Offices devoted wholly to the purpose of the juvenile employment registry, with separate waiting rooms for boys and girls, were opened in the education building. The staff consists of the following officers, viz: A superintendent (acting under the direction of the director of education); a woman visitor; a man visitor; a junior clerk.

The plan of the Liverpool committee embraces the following aims:

(1) The collection and dissemination of information relating to the industrial conditions prevailing in the city.

(2) The furnishing of advice to young persons as to occupations for which they are best fitted, having regard to their education, ability, physique, predilection, and status.

(3) The encouragement of young persons to continue their education at evening classes and technical schools.

(4) The keeping of records showing the occupations taken up by children on leaving school.

(5) The maintaining of the central office with the schools acting as suboffices, for the registration of young persons applying for employment, and submitting suitable applicants for the vacant positions notified by employer.

(6) The supervision of young persons after they have taken up work, for the purpose of assisting in cases (a) where advice may be needed regarding the facilities which exist for extending a child's education, and (b) where other and better employment is sought.

A large advisory committee of employers representing the leading commercial, trade, and professional organizations of the city has been formed to help in the employment work.

Extraordinary efforts, as is well known, are always needed in order to vitalize a large committee and make it mean something. More important, from the writer's standpoint, is the cooperation of the Liverpool social workers,¹ who, among other services, are compiling a handbook showing the nature of the employments open to children.

One of the noteworthy activities observable in almost all the schools and institutions visited during the course of this inquiry is the extent of industrial investigation for the purpose of preparing occupational handbooks. The Liverpool education authorities are energetically promoting provisions for continued training, although unfortunately here, as in our own country, it is the evening school which is advocated. However, many children are doubtless thus assisted to some further training during employment.

¹ These include heads of settlement house, boys' club leaders, girls' club directors, etc.

Many teachers in Liverpool are acting as subagents, so to speak, of the general employment offices, but some are undertaking independent placement work. One finds, then, in Liverpool the central committee, the teachers and masters, and the Board of Trade labor exchange, all more or less engaged in placement activities, not always correlated. This situation, despite much individual good work, is deplorable; cooperation amongst these valuable agencies is greatly needed.

On the other hand, this community is not unaware of the waste in the present duplication of effort, and there are promising indications that Liverpool may yet work out one of the most effective instrumentalities for launching boys and girls in vocational life. A good idea of the nature of the discussions which take place at meetings of the juvenile employment advisory committee may be gained from an inspection of the minutes or proceedings of a typical meeting. The following is therefore presented, reporting a meeting presided over by Mr. Legge, the director of education in Liverpool:

At a meeting of the juvenile employment (advisory) committee held at the education office on Thursday, April 10, 1913.

James G. Legge, Esq. in the chair.

A statement as to the work accomplished by the juvenile employment registry in placing boys and girls in employment and furnishing advice, during the six weeks ended the April 5, 1913, was read and noted.

The chairman reported, with reference to the decision of the committee at their last meeting to invite the Master Builders' Association to send representatives to a conference to discuss the question of the difficulty in obtaining boys to enter the building trades, that a few members of the association had kindly consented to be present to-day. The members who attended were Mr. J. S. Brown, representing the carpenters and joiners; Mr. H. Cubley, representing the plumbers and painters; Mr. J. B. Johnson, representing the plasterers and slaters.

The chairman mentioned that inquiries which the committee had made from parents elicited the following reasons for not putting their boys to the joinery, plumbing, painting, decorating and paperhanging, bricklaying, plastering, and machine joinery trades:

(1) That a seven-year apprenticeship is too long; (2) that apprentices' wages during the first few years are not high enough; (3) that there is a certain amount of unemployment in all of the trades, and particularly in the painting and decorating; (3) that the plumbing and painting are unhealthy.

The representatives gave an interesting and informative account of their experience on these points, which may be summed up as follows:

(1) That the master builders generally have little trouble in obtaining apprentices, and that the best firms kept a waiting list made up to some extent by the sons of their own workmen, but that recently there appeared to be some difficulty in finding boys for house painting; (2) that the period of apprenticeship was too long, but they were opposed to a boy finishing his term before he was 21 years of age, though admitting that boys were preferred for the trade at 14 years of age; (3) that the wages in the early years of apprenticeship were lower in Liverpool than in inland towns; (4) that unemployment existed in some degree, but it was chiefly in the painting trade, and the other trades were scarcely affected by seasonal slackness, the weather, etc., but

the fact that when a boy came out of his time his employer was obliged, under the association rules, to pay him at the full rate of wages made it sometimes difficult for him to get work, as preference was usually given to the experienced journeyman; (5) that, with due caution exercised on the part of the men, plumbing and painting were not unhealthy trades.

It was further stated that parents should insist upon the boys being properly indentured, as otherwise there was a great temptation to a boy to break away during the last year or two without finishing his apprenticeship. The rules of the association required masters to bind all their apprentices.

Mr. Brown (speaking as a master joiner) was strongly of opinion that a boy should not be placed to machine joinery without some knowledge and experience of building joinery, as there were certain marks and symbols used on the timber which were unintelligible to a boy unless he had had some training in the latter branch of the trade.

Finally, the representatives were of opinion that should this committee see their way to suggest to the Master Builders' Association that the commencing wages of apprentices should be raised, the question would receive sympathetic consideration.

The representatives were thanked for their kindness in attending the meeting, and then withdrew.

The chairman reported the progress which had been made in the formation of evening classes for the preparation of boys for the mercantile marine, according to the scheme which was recently drawn up by the juvenile employment committee.

The following papers and forms give an insight into the office detail of the Liverpool scheme. The first is a draft letter from head teachers to parents:

EDUCATION COMMITTEE, CITY OF LIVERPOOL.

..... School,
..... Dept.

DEAR SIR OR MADAM: I am desired by the education committee to call your special attention to the steps they are taking to give advice and guidance regarding the occupations young people should take up on leaving school. It is becoming more and more a matter of serious concern, that, through want of information or proper guidance, children on leaving school drift into employments offering good wages for the moment, but affording no real preparation for earning a living in later life. At 17 or 18 such employment usually comes to an end, and it is then too late to take up any skilled occupation.

Furthermore, due regard is not always paid to the capacities or inclinations of the children, with the result that a certain number take up work for which they are unsuited and which they dislike. The consequence can only be much waste to the community at large and disappointment to employers, parents, and children.

The committee are anxious to cooperate with parents in improving matters, and they are making arrangements to the best of their power to collect useful information, and to afford, as far as possible, means for giving advice. In both of these I have been asked to assist so far as my own school is concerned, and I very willingly undertake the task.

The committee also feel strongly the importance of evening continuation schools, and wish to urge parents to allow their children to take full advantage of these and thus make themselves more efficient and their services of greater value.

Your..... informs me that (s)he will soon be leaving school and that (s)he wishes to obtain a situation. If you desire advice or help, will you kindly come to see me at this school on..... at..... o'clock, when her (his) class teacher and I will be glad to talk over with you your child's future. You may be

sure that we will do all in our power to help you, and that our efforts will be supplemented by those of the director of education and the staff at the education office in Sir Thomas Street.

I am yours, faithfully,

.....
Head Teacher.

There are also letter forms to be addressed to boys and to girls.

TO BOYS.

CITY OF LIVERPOOL, EDUCATION OFFICES
JUVENILE EMPLOYMENT COMMITTEE.

To.....

1. The juvenile employment committee learn that you will shortly be leaving school. They hope that, with your parents' help and approval, you have found, or will find, some suitable employment to go to. The choice of this is very important for you. It is not difficult for you to find a situation, but if it is one which will only employ you for two or three years, without any prospects of improving your position afterwards, you should not take it until you have your teacher's advice about it. Your teacher may be able to assist you, or will perhaps advise you to come to the committee's offices (at the address you will see at the top of this letter) and get advice there, which will be gladly given you. Do not decide in a hurry; very many boys and girls have done that and regretted it all their lives afterwards. You are not old enough, and you have not experience enough, to decide for yourself, so talk over what you will do, first with your parents, then with your teacher, and then, if you like, at the committee's office. The committee often hear of situations vacant. Of these they keep a list, and perhaps one of them might suit you if employment is not found for you in any other way.

2. Important considerations for you to bear in mind are these: You have to think of the future and not merely of the present; the man who knows a trade has always a better chance of success than one who is entirely unskilled, and often a better chance than a clerk in an office.

3. Remember, too, that the boy who works cheerfully and with industry has the best chance of getting on. Always be ready to do a little more than you are asked.

4. Do not give up one situation until you have got a better one. If you are in a difficulty your former teacher, or the committee's officer at Sir Thomas Street, will be willing to advise and help you.

5. The committee wants you to look upon them as your friends, for they are anxious to help you. There is one point to which they would wish your attention to be specially drawn. You ought not, on leaving your day school, to think that your education is completed, but should seek to join a suitable evening continuation school in your neighborhood. About this your teacher will advise you.

6. Finally, remember that whatever others do for you, you must put your own shoulder to the wheel.

The letter addressed to girls is similar in form and content to that to boys. The fourth paragraph applies to domestic service:

4. Again, many girls do not realize the advantages which domestic service has over many other forms of employment. To a girl who has to provide for herself the committee would urge that domestic service in a well-conducted household is one of the best occupations which she can take up, inasmuch as it may secure for her a good home, healthy work, sufficient wages to enable one to save, and, lastly, a training which may be invaluable in later life if one is called upon to manage a home of her own.

Other forms in use include the following:

LIVERPOOL EDUCATION COMMITTEE.

EDUCATION (CHOICE OF EMPLOYMENT) ACT, 1900

Record of child's attendance at school:

Name of pupil.....
Address.....
Date of birth.....
Name of school.....
Date of entering school last attended.....
Date of leaving present school.....
Age on leaving..... years..... months

(Signed)

Head teacher

Date.....

Particulars to be filled up if the child has been transferred to a secondary trades school, etc.:

Name and place of school.....
Type of school.....
Entered school on.....
Left school on.....
Class or form on leaving.....

(Signed)

Head Teacher.

Date.....

To be filled up by head teacher of evening continuation or technical classes:

Table with columns: Session, Name of school, Course, Year of course, Attendances (Actual, Possible), Examination results, Merit of work, Signature of teacher.

Record of Employment.

To be entered by holder, with names of employers, nature of employment, dates of beginning and ending employment.

Changes of address since leaving school, to be entered by holder:

THE SCHOOL AND THE START IN LIFE.

LIVERPOOL EDUCATION COMMITTEE.

EMPLOYMENT RECORD.

Employment of scholars leaving school.

Name of pupil..... Address.....
 Date of birth..... When leaving school.....
 Standard or class.....
 Character and conduct ¹..... Physique ¹..... Hearing ¹.....
 Sight ¹..... Regularity ¹..... Punctuality ¹.....
 Occupation of father, mother, or guardian ².....
 Occupation obtained by parent or guardian for child.....
 Evening school which pupil will attend.....
 Brief report of head teacher as to capacity and suitability of scholar for the occupation selected and opinion of the head teacher as to the kind of employment, if any, at which he would be likely to succeed.

(Signed)..... Head Teacher.
 School..... Dept.....

LIVERPOOL EDUCATION COMMITTEE.

EMPLOYMENT NOMINATION.

Employment of scholars leaving school.

Name of pupil..... Address.....
 Date of birth..... When leaving school.....
 Standard or class.....
 Character and conduct ¹..... Physique ¹..... Hearing ¹.....
 Sight ¹..... Regularity ¹..... Punctuality ¹.....
 Occupation of father, mother, or guardian ².....
 Occupation preferred by parent or guardian for child.....
 Evening school which pupil will attend.....
 Brief report of the head teacher as to the capacity and suitability of scholar for occupation mentioned, and suggestion as to any other kind of occupation or employment for which he may seem more suited.

(Signed)..... Head Teacher.
 School..... Dept.....

¹ E, excellent. V G, very good. G, good. F, fair.
² Strike out whichever does not apply.

LIVERPOOL EDUCATION COMMITTEE,
14 Sir Thomas Street, 1913

JUVENILE EMPLOYMENT REGISTRY.

I have to inform you that vacancies have arisen
a vacancy has
for.....
Please, therefore, attend at this office on.....
next, the.....instant, at..... Be sure to bring with you
a testimonial from your head teacher.

JAMES G. LEGGE,
Director of Education.


NOTE: If, however, you have now obtained a situation, please send me word as to the nature of the
work and the name of your employer.

BRING THIS CARD WITH YOU.

CITY OF LIVERPOOL EDUCATION COMMITTEE,
14 Sir Thomas Street, 1913

JUVENILE EMPLOYMENT REGISTRY

MEMO:
Please note that.....
lately a scholar at your school, has to-day been found employment by the above
registry as


JAMES G. LEGGE,
Director of Education.

LIVERPOOL EDUCATION COMMITTEE.

JUVENILE EMPLOYMENT REGISTRY

To 14 SIR THOMAS STREET,
..... 1913

In reply to your request for.....
I send you with this card.....
who should present it in a sealed envelope, addressed to you. If you decide to engage
him please sign this card at the foot and return it to me as soon as possible. If you
do not engage him, please hand this card back to him *unsigned*
her

JAMES G. LEGGE,
Director of Education.

ENGAGED. (Signed).....

LIVERPOOL EDUCATION COMMITTEE.

Juvenile Employment Registry, 14, Sir Thomas Street.

Name..... Address.....
No.....

This is to inform you that I have now obtained a situation as.....
with the firm of.....

Address.....
(Signed).....

Date.....
To the DIRECTOR OF EDUCATION,
Liverpool.

THE SCHOOL AND THE START IN LIFE.

[Color of card, lavender.]

Nomination Form to be used where employment has not been found.¹

LIVERPOOL EDUCATION COMMITTEE.

EMPLOYMENT OF SCHOLARS LEAVING SCHOOL.

Name of pupil..... Address.....
 Date of birth..... When leaving school.....
 Standard or class..... Character and conduct ².....
 Physique ²..... Hearing..... Sight ¹..... Regularity ²..... Punctuality ².....
 Occupation of father, mother, or guardian ³.....
 Occupation preferred by parent or guardian for child.....
 Evening school which pupil will attend.....
 Brief report of head teacher as to capacity and suitability of scholar for the occupation
 selected and opinion of the head teacher as to the kind of employment, if any, at
 which he would be likely to succeed.

 (Signed)..... Head Teacher
 School..... Dept.
 Date.....

Remarks (to be filled up at the education office).

.....

[Color of card, pink.]

LIVERPOOL EDUCATION COMMITTEE.

JUVENILE EMPLOYMENT REGISTRY PARTICULARS OF VACANCY NOTIFIED BY EMPLOYER.

Name of employer.....
 Address..... Tel. No.
 Trade or profession.....
 Nature of vacancy.....
 Other information.....
 (Details as to wages, hours of duty, apprenticeship, etc., should be obtained, if possible.)

 Date.....

¹ A similar card of a different color is used if employment has been arranged.
² E. Excellent. V. G. Very good. G. good. F. fair.
³ Strike out whichever does not apply.

[Color of card, light green.]

Trade No. /

School board School

Name Address

Date of birth (..... years, months); Date when free to start work

Standard of education attained:

Normal for age, *i. e.*, at merit certificate stage. } Delete words not applicable.

Normal for age 12, *i. e.*, at qualifying stage. } Add here any

Below qualifying stage. } speciality

Date of leaving school Attendance Punctuality

Behavior Sight Hearing

Physique—(a) Height.....ft.....ins; (b) Weight..... lbs. lbs. at the last statutory medical examination)

(1) Attending or (2) Going to attend continuation school. Name of continuation school

(1) (2) School

Subjects of course of study

Occupation desired (parent to be consulted by pupil)

Teacher's opinion as to nature of occupation pupil is fitted for by natural bent and educational equipment

(N. B.—A specific reply will facilitate administration)

Willing to be apprenticed?

Does pupil desire the assistance of the labor exchange? (If reply is affirmative, pupil is to be directed to labor exchange nearest residence)

Teacher's further remarks (confidential)

Labor exchange official's confidential remarks

JUVENILE EMPLOYMENT.

GIRLS.

A similar card of a different color is used for boys.

Employers between period of leaving school and registering at the Labor Exchange.	Nature of employment.	Wage.	Duration of period.	Date of leaving.	Remarks.

Employers to whom sent.	Nature of vacancy.	Classification Number.	Date when sent.	Placed		Remarks.
				T.	O.	

¹ For convenience, please state pupil's present age. ² If any defect, state nature thereof.

³ Use Ex., V, G., C., and F.

IV. LONDON.

With nearly 70,000 children leaving the elementary schools each year, the problem in London is sufficiently appalling. Volunteer service has developed here to an extraordinary degree. The London County Council with its energetic education committee and system of care committees; the Board of Trade with its strong central juvenile advisory committee and 18 local advisory committees; the apprenticeship and skilled employment committees; befriending committees; and other agencies in bewildering variety--all these make the work in London deserving indeed of a separate monograph. The magnitude of London's problem, and the impossibility of dealing with it in the way smaller communities attack their vocational aid problems has made the London scheme *sui generis*. To understand the workings of the placement machinery in London, it will be necessary to consider first the organization of the London juvenile advisory committee. This is appointed by the Board of Trade to cooperate with the juvenile labor exchanges in the area known as the administrative county of London. It consists of:

1. Six persons nominated by the London County Council.
2. Six persons possessing special knowledge of children and juvenile employment.
3. Three employers.
4. Three workpeople.

It is the duty of this committee to advise the Board of Trade from time to time in regard to all matters relating to the management of the juvenile branches of the labor exchanges, and in particular to form committees in connection with each local labor exchange. In addition, it supervises and directs the work of such local committees.

This central committee appoints the local advisory committee whenever a juvenile labor exchange is started in London.

Thirty persons constitute the local advisory committee. Of these, 10 are nominated by the London County Council and 2 by the consultative committee of London head teachers, while there can not be less than 4 representatives of employers and 4 representatives of workpeople. The remainder is made up of persons specially interested in the welfare of young persons, and includes teachers and social workers.

The following are the functions of the local committee as prescribed by the Board of Trade:

1. To focus the existing scattered efforts of different organizations dealing with juvenile employment in the locality.
2. To organize a systematic procedure for obtaining, in cooperation with teachers and the care committees, knowledge of the character, qualifications, and home conditions of children about to leave school, and about to register at the labor exchange as applicants for employment.

3. To form subcommittees or "rotas" to attend at the exchange for the purpose of interviewing applicants and their parents in order to--
 - (a) Give advice with regard to employment in general and with regard to particular vacancies.
 - (b) To endeavor to secure the attendance of boys and girls at evening continuation or technical classes.
4. To secure in cooperation with the labor exchange authorities that--
 - (a) Employers are informed as to the work of the local committees.
 - (b) Adequate information is obtained as to the conditions and prospects of particular trades and situations.
 - (c) The records of all information relative to children, employers, and employment are so kept as to be readily available for the purpose of the committee.
5. In cooperation with care committees, boys' and girls' clubs, and institutions for the welfare of juveniles, to organize a system for keeping in touch with such boys and girls when placed as may be thought to need supervision.
6. To report periodically and make suggestions to the London juvenile advisory committee and to carry out such instructions as may from time to time be issued by them.

A local committee may recommend to the London juvenile advisory committee the names of persons as new members of the local committee provided the number (30) is not exceeded. It is also within the power of a local committee to recommend to the London advisory committee the names of persons to serve on rotas, as approved workers, without being members of the local committee. Local advisory committees are concerned with juveniles under the age of 17.

The work of these local committees presents four phases:

1. THE SCHOOL-LEAVING FORM.

Shortly before a child leaves the elementary school a form, termed the "school-leaving form," is filled. This is done in part by the head master of the school and in part by a member of the school care committee. The members of the care committee endeavor to visit the home and see the parents as well as the child.

The form, if properly filled, supplies the information an advisory committee requires to carry out effectively its work of advising juveniles as to employment.

It is important to know whether the child has shown special ability in any direction and in what part of the school curriculum he has succeeded best. His composition or arithmetic papers may be above the average; this would suggest for him a possibility of success in an office; or he may be unusually clever with his hands—the report of the manual training instructor in the case of a boy, or in the case of a girl, her needlework, or the report of the domestic science teacher, should show whether this is the case; here some skilled trade would be indicated as a suitable opening. If the school is a "central school,"¹ the bias of the school curriculum and the special course of instruction the child has taken are mentioned. Such information,

¹This school corresponds to what is known in the United States as a prevocational school.

when carefully obtained, indicates in a general way the kind of employment for which the child is probably best suited.

Secondly, there is a record of the child's health as it appears in the medical register. It is highly important that all defects should be noted, and at this point more care on the part of physicians is obviously necessary. Arrangements are now made for the school doctor to reexamine, shortly before they leave school, all children among whom defects have been found at a previous inspection. If, in addition, the care committee are doubtful about the health of any child they may call for a special examination by the school doctor. A large number of young people constantly enter employment for which they are physically unfit, and they soon break down. The advisory committee must be supplied with information sufficiently intelligent and detailed to prevent this happening in the case of boys and girls who use the exchange.

Thirdly, there is the report on the home circumstances of the child. An advisory committee can do their work well only as they are acquainted with the home conditions; these directly affect the choice of employment. When, for example, the need is great, the child must earn at once and take work which pays the most. Low earnings with prospects of learning a trade are out of the question in such a case, and, in the absence of subventions for needy children it is useless for an advisory committee to suggest such trade. On the other hand, when such poverty is not present the advisory committee can urge the parents to sacrifice immediate earnings for the sake of better prospects.

There is a space in the school leaving form for recommendations as to employment. In making these recommendations the care committees are not required to specify the precise occupation for which the boy or girl is best fitted. This is left to the labor exchange, where the various openings and prospects are presumably better known.

In the majority of London County Council elementary schools the school leaving form is filled for each child leaving school, and all forms are sent to the local labor exchange. It is necessary for the exchange to receive all forms because a large number of children who have not expressed an intention of registering eventually find their way to the exchange. These forms are sent marked either "for filing" or "for action." The former refers to children who will probably not apply to the exchange; the latter to such children as are advised to apply. In certain cases the care committee seem to have unfortunately confined their recommendations of the exchange to those children who, because of poor homes or physical or mental handicaps, would not, unaided, find employment. As a result, from lack of fit applicants, the exchanges often find themselves unable to fill good vacancies, especially those in business houses.

2. THE WORK OF "PLACING."

The second part of the work, with which the advisory committee is concerned, relates to the placing of juveniles who register at the exchange. This work is carried on under the direct supervision of the committee. The children are divided into two classes—juveniles fresh from school with school leaving forms, and other juveniles without school leaving forms. Eventually when all schools send forms to the exchange, all juveniles from school will have school leaving forms. But at present in certain districts all schools have not yet been affiliated with the exchange. There will, however, always remain a large number of young people who register at the exchange some time after leaving school. The work of the committee is concerned with both classes of juveniles, though special and more detailed attention is devoted to those coming direct from school.

3. SCHOOL-LEAVING-FORM CHILDREN.

As already explained, the school leaving forms sent to the exchange are marked either "for action" or "for filing." In the case of the latter the forms are filed at the exchange for use in the event of registration at some later date. In the case of the former the children and their parents are invited to attend at the exchange.

The advisory committee endeavor to interview all the juveniles who are so summoned. For this purpose the committee divides itself up into small subcommittees or "rotas," consisting of persons who agree to attend at the exchange at certain times for interviews. It has already been stated that the committee may, with the consent of the London advisory committee, invite persons who are not members of the main committee to serve on a "rota." It sometimes happens that a head teacher, who is not a member of the advisory committee, is willing to be present at a "rota" to which pupils from his school have been summoned.

The "rota" interviews the young people and parents who respond to the summons. The school leaving forms are before it and a list of vacancies sent by the local secretary or through the clearing house.

The decision of the "rota" takes various forms, according to the special circumstances of the case:

1. In the case of a boy or girl who has left school it may be found possible from the list of existing vacancies to suggest an opening. In this case the young applicant is given the green card to take to the employer. There may, however, be no suitable vacancy. In these circumstances he is registered and told to call at the exchange again. It is the duty of the secretary to endeavor to find a position. This is done either by getting into touch with the local employers, by notifying the need to a neighboring exchange, or by sending the child's card to the clearing house for special canvassing.

The home circumstances may, however, be such that the parents are unable to wait while search is made for a desirable occupation. The "rota" then places the juvenile temporarily while awaiting a more satisfactory opening.

2. In the case of boys and girls still at school, the procedure is much the same except that the child can not be placed until free to leave school. Children requiring special employments are encouraged to remain at school until such an opening has been found. In other cases they are asked to call at the exchange as soon as they leave, when the decision of the "rota" will, so far as possible, be carried out by the exchange. In certain cases the "rota" has to advise the juvenile to continue at school for a longer period.
3. The "rota" at times decides to refer the juvenile to some other agency dealing with special forms of employment, as for example, the apprenticeship and skilled employment committee or the metropolitan association for befriending young servants.

The care committee of the school from which the juvenile comes is informed of any definite decision of the "rota." It has happened that children have given care committees inaccurate accounts of the advice given them at "rotas," and very often the child, when summoned, does not attend. In order that the care committee may have full knowledge of the proceedings at the exchange it has been decided that—

When a school leaving form has been sent to the exchange marked "for action"—

- (a) If the child does not attend when summoned the secretary shall inform the care committee.
- (b) If the child attends and is advised and not placed, the secretary shall send to the care committee Form "A," indicating thereon the nature of the advice given.
- (c) If the child attends and is placed, the secretary shall send to the care committee Form "A" in the usual way.

In addition to interviewing juveniles fresh from school, the "rota" endeavors to interview those juveniles, who, coming with school-leaving forms have previously been placed by the exchange, but who, for one reason or another, have lost their employment. Rota meetings are also open to all children or others who come for any special advice or help.

There are in London various associations concerned with the problem of finding employment for certain classes of juveniles. Cooperation between the advisory committees and the apprenticeship and skilled employment committees is very close in certain districts, and is based upon the following rules drawn up between the two bodies:

Rule I.—Except in cases where a parent or employer objects, the entire work of indenturing apprentices, with or without premium, shall be dealt with by the apprenticeship and skilled employment committee, and not by the local advisory committee.

Rule II.—Boys and girls suited to apprenticeship, for whom there are no suitable vacancies at the exchange, may be referred to the apprenticeship and skilled employment committee.

Rule III.—The apprenticeship and skilled employment committee shall notify to the local advisory committee the names of all their juvenile applicants in respect of whom school-leaving forms have been issued.

Rule IV.—When the labor exchange has a vacancy for an indentured apprentice and the employer does not object, the vacancy shall be referred to the apprenticeship and skilled employment committee and dealt with by them.

Rule V.—When the apprenticeship and skilled employment committee have a suitable vacancy which they are unable to fill they shall apply to the local advisory committee for a suitable boy or girl, and vice versa.

Rule VI.—Apprenticeship and skilled employment committees may canvass employers, but only after consultation with the secretary of the local advisory committee in whose district the firm to be canvassed is situated.

Rule VII.—As far as possible, all information about juveniles and vacancies possessed by one party to this arrangement shall be at the disposal of the other.

Rule VIII.—Physically handicapped children who are not eligible for the help of the "after-care committee for children from the physically defective schools" shall be referred by the local advisory committee to the apprenticeship and skilled employment committee, if the latter be willing to receive them.

In July, 1913, these rules were reconsidered. The London juvenile advisory committee have agreed that the rules should be regarded more by way of suggestions than as rigid rules. The wording of rule 4 has been slightly altered, otherwise the scheme remains much as it was. An arrangement has been made whereby the local advisory committee is notified by the apprenticeship committee of the result of each case referred to it, so that the child so referred does not slip between the two agencies.

Metropolitan association for befriending young servants.—Girls applying to advisory committees, who desire to enter indoor domestic service are, in most cases, referred to the local branch of the metropolitan association for befriending young servants. (A new arrangement is now under consideration between the London juvenile advisory committee and the metropolitan association for befriending young servants whereby girls suitable for domestic service may be more effectively dealt with than heretofore.)

Friends of the poor.—This society has agreed to cooperate with the local advisory committees on the following terms:

(1) They will inquire at the exchanges to ascertain whether any juvenile with whom they are dealing is known.

(2) The committee may refer to them certain difficult cases of poverty.

(3) When they can not supply juveniles required by the firms with whom they are in touch, they will inquire at the exchange to see if there are suitable juveniles available.

Boys' country work society.—This society places boys on farms (a) with a view of their settling in the country permanently; (b) with a view to emigration when sufficiently trained and of the right age.

Arrangements have been made whereby vacancies notified by the boys' country work society are circulated to local advisory committees. The society's form is filled up at the exchange in respect of suitable applicants, who are interviewed by the representatives of the society. In special cases of need the society arranges to assist in providing the necessary fare. They also undertake to keep in touch with the boys thus placed.

Marine society.—The arrangement made for boys wishing to go to sea provide that the marine society will accept eligible candidates free of all cost to the parents or guardians; clothe, maintain, and train them entirely at their own expense. On the completion of a boy's training the society will find him occupation either in the Royal Navy or the mercantile marine.

Mentally and physically defective children are dealt with through appropriate special school care committees and after-care committees. In addition to these special arrangements the local advisory committees work in close touch with local scout masters, boys' and girls' clubs, etc., endeavoring to assist in placing their members in suitable occupations.

SPECIAL INQUIRIES.

In order to assist the work of committees, the Board of Trade have agreed to carry out inquiries into the conditions and prospects existing in certain trades. The results of such inquiries are printed and supplied to members of advisory committees. Reports are now published on the conditions of employment in—(1) Ready-made women's clothing trades, (2) bookbinding and stationery trades (girls), (3) steam laundries, (4) leather-working industries, (5) building trades.

The Board of Trade will soon issue shorter reports in pamphlet form dealing with various trades. These are in course of preparation and are intended for the guidance of members of advisory committees.

4. THE CLEARING HOUSE.

To complete the organization of the work of placing, something after the nature of the clearing house is essential. None of the areas of the local labor exchanges constitutes an industrial unit. There are districts where children are numerous and the vacancies relatively few; and there are districts where conditions of an opposite character exist; further, it is often the case that the districts which possess the largest number of qualified children are the districts which afford the least satisfactory openings.

A clearing-house system, designed to meet this problem, has been attempted in connection with the labor exchange in what is known as the City of London—the nonresidential, financial district of London. A special advisory committee has recently been formed at the city exchange to supervise and advise on the clearing-house system. This committee does not deal with the actual placing of juveniles—this being the work of the committees attached to the local exchanges—but its special duty is that of considering how vacancies can best be obtained and circulated to the local exchanges. The committee consists of persons, employers and employees alike, representing the large city trades and businesses, and in part of chairmen of local advisory committees. As at present partially organized, the arrangements at the clearing house are as follows:

The clearing house deals with vacancies coming from two sources:

The vacancies, from whatever sources obtained, are classified into three groups, lettered A, B, or C:

- A. Vacancies of a very special character.
- B. Vacancies offering good prospects of permanent employment.
- C. Vacancies in general, of the errand-boy type.

These lists, as classified, are sent out early each morning to reach the local exchange in time for an evening rota meeting on the same day. In general, A and B vacancies are circulated to all exchanges and C vacancies to a single local exchange. In the case of C vacancies the juvenile is sent direct to the employer. When a juvenile for an A or B vacancy has been chosen he is, in general, sent to the city exchange and from there, if regarded as suitable, to the employer. If a juvenile so dispatched is not successful in his application he returns to the city exchange and is sent, where possible, to apply for another vacancy of the same type, i. e., a juvenile sent by the local exchange for an A vacancy is sent to another A vacancy and a B juvenile to a B vacancy. But a juvenile sent by a local committee for an A vacancy will not be sent to a B or C vacancy, or a B juvenile to a C vacancy, without first consulting and obtaining the consent of the local secretary.

It has also been arranged that local committees who have on their books juveniles requiring vacancies of a special character may forward particulars of the juvenile in question to the clearing house, when the canvassers there will, in the course of their duties, make special search for the kind of vacancy asked for.

There are (a) vacancies notified to the city exchange by employers and (b) vacancies which local exchanges have been unable to fill locally and have notified to the city exchange.

The work of canvassers attached to the clearing house is not confined to the administrative area of the city of London, but includes adjoining districts where extent of employment is large.

THE POWERS OF THE COMMITTEE.

The Board of Trade have intrusted to local advisory committees certain important powers with regard to the "placing" of juveniles. There is reproduced below a memorandum on the subject which was recently circulated to local committees by the London committee.

The Board of Trade have agreed:

1. That, subject to any general regulations issued or to be issued from time to time by the Board of Trade or the juvenile advisory committee, the local advisory committees be empowered to decide whether juveniles shall or shall not be submitted to employers notifying vacancies; provided that where such decision—
 - (a) Takes the form of a resolution that juveniles shall not be sent under any circumstances to a particular employer, a record be kept of such cases, with the reason for such decision, and a quarterly return of such cases be made to the London juvenile advisory committee;
 - (b) Takes the form of a resolution that juveniles shall not be sent to certain types of employment, or shall be sent to employers only under certain conditions, such a resolution shall not be acted upon until it has received the approval of the juvenile advisory committee and the Board of Trade.
2. That, in the event of the manager disagreeing with the decision of a rota to send a particular juvenile to a particular place, the juvenile shall not be sent to that vacancy, and the action taken shall be reported to the main (local) committee.

It will be seen that when the committee decide not to send juveniles under any circumstances to a certain type of employment, as distinguished from one particular employer; the decision must take the form of a recommendation to the London juvenile advisory committee. It would obviously be of little use for a single exchange to decline to fill vacancies of a certain kind if other exchanges continued to fill them. Uniformity of action, therefore, is aimed at by the London committee.

The authorities are under no delusion as to the number of what may be termed really satisfactory openings for children. Returns of the occupations followed by boys on leaving school were obtained a few years ago by the London County Council. These returns showed that about half of the boys entered blind-alley employments, and, at most, a third found employment in any class of work which could be, in any manner regarded as skilled. Employers offering vacancies of the less satisfactory kind are able to do without any help from labor exchanges. For a long time they will continue to be able to do so, despite all labor exchanges. Many children must work as soon as possible; their poverty is real. Now the records show how limited is the number of good openings, amounting indeed in the cases of the boys to not more than about a third of the available positions. Obviously the remaining two-thirds of the boys in search of work are driven to unpromising and undesirable sorts of work.

This situation is bad, and it will not be remedied alone by the establishment of advisory committees. Nevertheless, there is a

positive social gain in the existence of these committees. Vacancies of any kind will be filled, no matter what any committee may think; but they are now to an increasing extent filled with the knowledge of the labor exchange people.

The advisory committee is enabled to keep in touch with the boy; they may be able to find him more suitable employment at a later date; but they are, at any rate, in a position to trace his industrial career and ascertain exactly the effect his work has upon him. This is important.

There can never be a satisfactory solution of the problem of juvenile employment until detailed and conclusive information is available regarding the conditions of boy and girl labor.

It is hoped that the advisory committees, in their dealing with disadvantageous forms of employment, will be in a position to point out what further public action is necessary to remedy evils which may be discovered.

A very large percentage of children who apply to the exchange do not obtain employment through the exchange. Of the juveniles who register, little more than half are found employment. The remainder find work on their own account, and nothing more is known of their careers. To remedy this deficiency is perhaps the committee's most important duty.

Where the less satisfactory openings are offered, the conditions and the reasons why the openings are not satisfactory are explained to the juveniles, and if possible, to their parents. If they decide to apply for such vacancies, they do so at least with knowledge of the facts. Some rotas endeavor to supervise the career of the young worker placed in these unpromising employments. Instructive instances of such services are on record; but satisfaction with the present situation is out of the question.

As matters stand, there are a certain number of vacancies and a certain number of youthful applicants. The problem which the committee are called on to solve is how best to sort out the different applicants and assign them to the different vacancies. Apart from such advice as the committee are able to give, this sorting process depends largely on the unguided choice of the children, who know little of the prospects and the conditions existing in the various kinds of employment. The advisory committees are genuinely striving to replace this method of unguided choice of the juvenile by some knowledge of the prospects in the different trades and occupations. The secretary visits local employers and places of work in order to find out what the openings are. This canvassing is properly regarded as a check against the danger of turning the exchange into a channel through which unsupervised employers can obtain an indefinite supply of young workers. Mere statistics of placements do not

necessarily indicate successful work; more committees would do well to remember this point.

SUPERVISION.

A most important feature of the local advisory committees' work is the attempt to organize a system under which accurate information may be obtained of the industrial career of each boy and girl placed. The committee endeavors to test the value of its work by reviewing the progress of the placed children. The point of view of the child, his parent, as well as the opinion of the employer, are ascertained. A boy may have been placed in employment for which he is physically or otherwise unfitted, or he may be given a situation with prospects of permanent employment. He may have taken up work in which he can hope to be successful only by taking certain special training courses. He is advised accordingly. Some employers require certain qualifications in the worker engaged. It is desirable that the committee should know such facts. Now all this kind of information, so essential to good work by an advisory committee, can be secured only through investigation.

An interesting method of ascertaining the industrial progress of the young workers has been adopted by some advisory committees:

Every juvenile, when he is placed, is invited to call at the exchange periodically and let the committee know how he is getting on. He comes in the evening when rotas are meeting. A notice of such meetings sometimes appears in the window of the exchange. It is found that children make considerable use of this opportunity of consulting the secretary or committee.

Some local advisory committees have established cooperation between themselves and the local certifying factory surgeons, who, in certain cases, have undertaken to notify the advisory committee of the names of rejected children, with a recommendation as to the type of employment for which they are best suited. The advisory committees endeavor to place the juveniles in accordance with the physician's disclosures.

This, then, in broad outline, is the work of the London advisory committee and its local committees. There is an earnest endeavor, first, to know the children, their needs and capabilities; secondly, to place them as advantageously as conditions will allow; and thirdly, to study results of this placement through the system of after-care which is being developed. The facts which will be forthcoming after a few years' trial of this great enterprise will be invaluable for their illumination of industrial conditions as reflected in the careers of the children studied, and of special service in the formulation of future educational and social policies.

The London schools are being brought into close working relation with the exchanges. Many teachers are breaking away from the

traditional silence and routine of the English teaching body, and are making personal studies on their own account of the children who leave prematurely for wage earning.

As yet the United Kingdom is not ready for the German system of compulsory day-time instruction for young workers. Attention is therefore centered on existing shortcomings in the evening school system. These defects are glaring, though not at all peculiar to England. Dwindling classes, indifferent and disheartened students, the natural handicap of artificial lighting, and weariness of both students and teachers after the day's toil, are familiar criticisms. The situation in Great Britain, as with us, is an indictment of the principle of voluntary and of evening attendance by children between 14 and 18 years of age. The Munich boy between 14 and 17 years of age, employed throughout the year though he may be, is compelled to attend for 240 daylight hours per session during each of the three years. In London the number of student hours per enrollment per evening session amounts to something like 45.

It is interesting to note that the education committee of the London County Council has begun the task of considering a reorganization of the evening schools in order to meet better than they now do the neglected needs of an army of young wage earners. The changes now in process in the council's evening schools are designed to aid along the lines of the occupations of the students. Advisory committees are proposed for these evening schools, to consist of employers, social workers, and those connected with the advisory committee of the labor exchanges. A large number of vocational institutes, so called, are projected, with special classes for post-office messengers and other groups of young employees.

In order to get a clearer idea of the organization and work of the advisory committee, two documents, one outlining the general rules of procedure for an advisory committee, and the other reproducing the monthly report of one of the best of the local advisory committees follow:

DRAFT RULES OF PROCEDURE FOR AN ADVISORY COMMITTEE FOR JUVENILE EMPLOYMENT.

1. *Times of meeting.*—The committee shall meet, as required by the Board of Trade, and at such other times as the committee may decide.
2. *Notice of meeting.*—The agenda for each meeting shall be posted to each member not less than 48 hours before the time of meeting.
3. *Circulation of minutes.*—The minutes of the proceedings of each meeting shall be kept by the secretary to the committee, and shall be circulated to the members, with the agenda for the subsequent meeting.
4. *Subcommittees.*—The committee may delegate any of their functions to a subcommittee appointed by themselves from their own number, which shall report to the committee. Unless the committee otherwise decide, the chairman shall, ex officio, be chairman of a subcommittee.

5. *Chairman.*—At every meeting of the committee or a subcommittee the chairman, or in his absence such other member as is chosen by the members then present, shall preside.

6. *Quorum.*—The quorum of the committee shall be one-third of the number of committee members. A subcommittee shall fix their own quorum.

7. *Voting.*—A question shall be decided by a majority of the votes of the members present voting on that question, and in case of equality of votes the person presiding at the meeting shall have a second and casting vote.

8. *Resignation of membership.*—The chairman or any member of the committee may resign his office by giving notice in writing to the Board of Trade.

9. *Absence from meeting.*—Any member who fails to attend at least one-quarter of the total number of meetings to which he is summoned in any consecutive 12 months, except for some cause approved by the committee, shall be deemed to have vacated his seat, but shall be eligible for reappointment.

MONTHLY REPORT OF A LOCAL ADVISORY COMMITTEE.

Camberwell Juvenile Advisory Committee.

Report for period March 15 to April, 1913, inclusive. Number of schools selected, 54.

A. Number of school-leaving forms received—		
	Boys.	Girls.
For action.....	149	110
For filing.....	49	62
B. Children who applied in answer to the summons.....	50	64
C. Children placed in conjunction with other agencies.....	3	...
D. S. L. F. children placed by exchange:		
(a) With prospects of learning a trade.....	30	46
(b) With prospects of permanent work.....	34	19
(c) Purely unskilled.....	...	...
E. Other children placed by exchange:		
(a) With prospects of learning a trade.....	38	51
(b) With prospects of permanent work.....	106	21
(c) Purely unskilled.....	17	1
F. Number of "A" forms issued.....	64	65
G. Number of "B" reports received.....	34	30

Appendix March-April, 1913.

Employers' reports issued.....	97	34
Employers' reports received.....	74	25
Fresh registrations.....	247	169
Reregistrations.....	45	38
Reregistrations after placement.....	44	12
Live register brought forward.....	78	46
Live register carried forward.....	87	56
Total dealt with.....	327	209
Total placed.....	225	138
Percentage.....	69	60

The forms mentioned in the foregoing description of the London work follow, together with an interesting health memorandum from the London County Council's medical officer:

Form No. C. C.

LONDON COUNTY COUNCIL.

EDUCATION OFFICER'S DEPARTMENT

SCHOOL LEAVING FORMS- HEAD TEACHER'S REPORT

- School..... Electoral division.
1. Name.....
 2. Date of 11th birthday.....
 3. Standard.....
 4. Address.....
 5. Entered school.....
 6. Probable date of leaving school.....
 7. General ability and conduct.....
 8. Ability.....
 9. Height.....
 10. Health (eyes, ears, heart, lungs).....
- Date of last inspection.....
11. (a) Sort of employment recommended.....
 - (b) Whether further retention at school is recommended.....
 - (c) What evening class or trade school is recommended.....
- (Signed)..... (Date).....
Head teacher.

SCHOOL CARE COMMITTEE'S REPORT.

1. Home circumstances and father's occupation.....
 2. Parent's wishes as to employment.....
 3. Scholar's inclinations.....
 4. Name and address of suitable individual or institution (if any) to keep in touch with child.....
 5. Name of exchange to which this form or copy is sent.....
- School care committee's recommendation
(Signed)..... (Date).....
Honorary Secretary, Children's Care (School) Committee.

Child's first employment on leaving school.....

Form A.

LONDON JUVENILE ADVISORY COMMITTEES.

Report to..... children's care (school) committee of action taken by the local advisory committee to be forwarded to person or institution to whose care the child has been referred.

..... Labor exchange.
Address.....
Date.....
Name..... Age..... School.....
Address.....
Nature of work found for applicant.....
Whether permanent or temporary.....
Hours and wages.....

* Including special ability and reports from instructors in manual training and domestic economy.
* To be taken from medical officer's last report.

Name and address of firm.....

Evening class, technical institute or trade school recommended.....

Remarks.....

The local advisory committee will be glad if the children's care (school) committee will report to them as to the above in about a month, and subsequently in the months of May and November, or earlier if occasion demands.

A form for the first report is inclosed.

N. B.—If..... falls out of work the visitor should immediately notify the local advisory committee and persuade him or her at once to register.

To.....

Form B.

LONDON JUVENILE ADVISORY COMMITTEE.

Report of..... to whose care the child has been referred by the..... children's care (school) committee.

..... Electoral division

..... Labor exchange.

Address.....

Date of issue.....

Report as to—

Name..... Age.....

Address.....

Nature of work.....

Employer.....

1. Evening class, technical institute, or trade school attended.....

2. Clubs (thrift, social or other) joined by him (or her).....

3. Information obtained from the home as to industrial progress and prospects.....

4. Remarks.....

Signature.....

Date.....

N. B.—In no instance is the visitor to approach the employer without the sanction of the local advisory committee.

Any change in wages or hours of work should be noted.

This form to be returned to....., secretary of the children's care (school) committee, by whom it will be forwarded to the Labor Exchange.

Memorandum of the Medical Officer of the London County Council on Health in relation to choice of occupation.

(a) It is obviously impossible within the limits of a short memorandum to cover all the points which may arise in regard to the physical fitness of children for employment. The following paragraphs, therefore, are to be looked upon as intended merely to form a general guide to children's care (school) committees. In cases where doubt exists with regard to fitness of a child for a particular employment the committee are reminded that machinery exists whereby the opinion of the school doctor may be obtained. Application should in such cases be made to the divisional medical officer.

It is to be pointed out that under the provision of the Factory and Workshops Act no young person under 16 years may be employed in a factory or in a workshop in which certificates of fitness are obligatory, unless within seven days after commencing work a certificate has been granted on personal examination by the surgeon that the applicant is not incapacitated by disease or bodily infirmity for working daily for the time allowed by law.

The certificate may be qualified by conditions as to the work on which a child or young person is fit to be employed.

At the request of the advisory committee on juvenile employment (in connection with the labor exchange) in certain towns the certifying surgeon has (with the approval of the factory department) undertaken to supply confidentially information as to young persons and children rejected on medical grounds for certificates of fitness, in order that the committee may endeavor to secure suitable employment for such persons and advise parents (where necessary) to obtain medical treatment.

(b) Some trades require the possession of an adequate physique, and it should be borne in mind that occupations which demand muscular effort also place a considerable strain upon the heart. A weakly child or one who is reported to have a weak heart would not, of course, be recommended to become, for instance, a blacksmith.

(c) The workers in many trades are particularly liable to suffer from respiratory complaints. The death rate from consumption in these trades is unduly high. They comprise, in the first place, those trades which are especially dusty, and, in the second place, those which involve spending much time indoors in ill-ventilated workshops or offices. Children who are reported to have weak chests or who have a bad phthisical family history should be discouraged from entering them. A list of such trades, compiled from the reports of the registrar general, is to be found in the statement given later.

(d) Rheumatic fever is often associated with heart disease. Children who have suffered from an attack of rheumatism should avoid occupations necessitating exposure to cold, damp or extremes of temperature.

(e) Defective eyesight is likely to lead to inefficiency and over strain in employments in which close work and attention to minute details are demanded. Many of these employments are followed by women.

A low degree of myopia (short sightedness) properly corrected by glasses, will not necessarily render a young person unfit for close work; but a high degree of myopia should be an absolute bar on account of the tendency to progressive deterioration of the vision in these cases. Hypermetropia (long sightedness) and astigmatism are likely to cause much strain and headache, and children suffering from these defects should not enter these occupations.

Ladies' tailoring and waistcoat making for the most part has to be done on dark material, the work must be very fine, and the stitchery invisible.

Ladies' tailoring requires physical strength to manipulate the heavy goose irons in pressing. Coat and waistcoat makers work on their knee instead of a table. Crooked backs, weak hearts, and lack of vitality do not suit these trades.

Upholstery is not so trying or close as tailoring, but is more dusty.

Dressmaking, millinery, and embroidery require good eyesight. There is little physical strain involved in millinery.

Corset making.—Good eyesight is necessary.

Photography requires very good eyesight; long sight and astigmatism should disqualify.

Laundry.—Girls have to work in high temperature; weak chests and rheumatism should disqualify; the wearing of spectacles is a drawback.

(f) In certain occupations the danger of accident is greater than usual. The danger is greatly increased by defects of eyesight or hearing, and in cases where there is a tendency to epilepsy. Such children should avoid situations which involve passing in proximity to machinery and also those which involve frequent excursions in the midst of street traffic, climbing ladders, etc. The danger to girls working in many factories of wearing the hair loose, or clothing with flying strings or ribbons, is manifest and may need to be guarded against.

(g) In some trades great danger exists from the necessity of handling poisonous materials. Many processes in these trades are strictly prohibited by the Factory and Workshops Act as unsuitable for children under 16; these processes occur in finishing of tiles, white-lead works, various chemical works, etc.

Other occupations involving similar dangers are those of plumber, painter, glazier, lead worker, file maker. Immunity to some extent depends upon habits of strict personal cleanliness. Care committees are in a position to aid in preventing danger from these sources by impressing upon the child entering one of these occupations the importance of never eating with unwashed hands and of never holding tools or nails in the mouth.

The habit of nail biting is of some importance in this connection, and it is of importance to see that the teeth are absolutely free from decay.

(h) Many of the foregoing points will be illustrated by a consideration of the following table taken from the registrar general's returns showing the various divisions of the building trades in relation to mortality:

	All causes.	Alcoholism and diseases of liver.	Phthisis.	Diseases of circulatory system.	Diseases of respiratory system.	Bright's disease.
Occupied and retired males.....	100	100	100	100	100	100
Building trades.....	93	81	102	92	92	111
Bricklayer, mason.....	90	79	104	88	103	83
Carpenter, joiner.....	82	77	80	82	71	94
Slater, tiler.....	111	91	107	97	112	126
Plasterer, whitewasher, paperhanger.	101	114	114	97	116	83
Plumber, painter, glazier.....	111	79	114	108	95	211
Cabinetmaker.....	95	93	122	90	94	100
Sawyer.....	77	72	65	90	82	66

The figures given in this table are termed "comparative mortality figures"; 100 is taken as the normal rate of death from the various causes amongst the whole of the male population at working ages. In trades where the figure is less than 100 the risk of death from the cause at the head of the table is less than the average, and where the figure is greater than 100 the risk is greater.

Thus it will be seen that the building trade as a whole is a healthy one, that carpenters and joiners are especially healthy, and so are masons and bricklayers except for a slight increase in mortality from phthisis and diseases of the respiratory system; that plasterers suffer more than the others from alcoholism, cabinetmakers from phthisis, and plumbers, painters, and glaziers from diseases of the circulatory system and Bright's disease, no doubt connected with lead poisoning.

STATEMENT.

(i.) Occupations in which mortality from respiratory disease is higher than the average (taken from the registrar general's reports). The occupations with highest mortality are placed first and those with exceptionally high mortality are distinguished by italics:

(a) Dusty occupations—*Cutler, scissors maker, earthenware, file maker, brush, broom maker, hair, bristle worker, chimney sweep, glass manufacturer, furrier, skinner, copper worker, wood turner, nail, etc., manufacturer, brass, bronze worker, gunsmith, coal heaver, lead, zinc worker, gutta-percha worker, cotton manufacturer, chemical manufacturer, stone quarrier, cycle and motor manufacturer, rope, cord maker, bricklayer, mason, carpet, felt manufacturer, gasworks service, miller, baker.*

(b) Occupations necessitating confinement and lack of fresh air—*General shopkeeper, hatter, bookbinder, printer, hairdresser, tobacconist, shoemaker, textile worker, tailor, cabinetmaker, lock, key maker, law clerk, lithographer, saddler, commercial clerk.*

(ii) Workshops to which the provisions of the factory acts with regard to certificates of fitness have been extended—*File-cutting, carriage building, rope and twine making, brick and tile making, making of iron and steel cables, chains, anchors, grapnels and cast gear, making of nails, screws and rivets, baking bread, biscuits or confectionery, fruit preserving, making, altering, ornamenting, finishing, or repairing of wearing apparel by the aid of treadle sewing machines.*

School Medical Officer.

Form C.

LONDON JUVENILE ADVISORY COMMITTEE.

To be sent to the secretary advisory committee, labor exchange,
Date

Please find suitable employment for the ^{boy}/_{girl} whose particulars are given below.

- 1. Name 2. Age Years Months.
- (Surname first.)
- 3. Address
- 4. School 5. Date of leaving
- 6. Standard
- 7. Details of employment. (Give last employment first.)

Employer.	Trade.	Employed as—	Time with.	Left.	Hours.	Wage.	Reasons for leaving.

- 8. Employment desired
- 9. Evening, trade or technical schools attended
- Subjects taken
- 10. Home circumstances, and father's (or guardian's) occupation

- 11. General remarks on the conduct, qualifications and general ability of ^{boy} girl
 - 12. Special qualifications.....
 - 13. Name and address of suitable individual or institution (if any) to keep in touch with ^{boy} girl
- Signature of person recommending.....
Address

Form AA

LONDON JUVENILE ADVISORY COMMITTEE

..... Labor Exchange
Address.....
Date.....

Name..... Age..... School.....
Address.....
Nature of work found for applicant.....
Whether permanent or temporary.....
Hours and wages.....
Name and address of firm.....
Evening class, technical institute, or trade school recommended.....
Remarks.....

The local advisory committee will be glad if..... will report to them as to the above in about a month, and subsequently every six months, or earlier if occasion demands.

A form for the first report is inclosed.

N. B.— If the boy (or girl) falls out of work, the visitor should immediately notify the local advisory committee, and persuade him or her at once to re-register.

..... Secretary.

..... Local Advisory Committee

To.....

Form BB

LONDON JUVENILE ADVISORY COMMITTEE

..... Labor Exchange.
Address.....
Date of issue.....

Report as to—

Name..... Age.....
Address.....
Nature of work.....
Employer.....

1. Evening class, technical institute, or trade school attended.....
2. Clubs (thrift, social or other) joined by him (or her).....
3. Information obtained from the home as to industrial progress and prospects.....

1. Remarks.....
 Signature.....
 Date.....

N. B.—In no instance is the visitor to approach the employer without the sanction of the local advisory committee.

Any change in wages or hours of work should be noted.
 This form to be returned to..... Secretary,
 of the Advisory Committee
 Labor Exchange.

As a matter of interest there is added a specimen set of forms used in some districts in connection with aftercare work:

AFTERCARE.

[Private and confidential; to be retained by the visitor.]

Name..... Age..... Address.....
 School..... Employment (Give date).....
 Firm.....
 Hours, wages, etc.....
 Further education.....
 Remarks..... Secretary. 19

ADVISORY COMMITTEE FOR JUVENILE EMPLOYMENT.

SIR (OR MADAM): I am desired by the advisory committee for juvenile employment to ask if you will be so good as to supply them from time to time with a brief report upon the boy or girl with regard to whom details are given in the accompanying form. Special slips are inclosed for this purpose.

The committee would in particular be glad to be informed upon the following points:

1. General welfare, including home circumstances.
2. Circumstances of employment, with note of any change.
3. Further education. The school attended, or any special reasons for nonattendance, should be shown.
4. Any special needs which it may be within the power of the committee, either directly or indirectly, to meet.

If out of work, the boy or girl should be urged to re-register at the exchange, and information should be sent to me. In no case should the employer be approached without the committee's sanction.

I am, yours, faithfully,

Secretary.

Space for "visitors' notes" on the back.

V. BIRMINGHAM.

Nowhere in England will be found a more intelligently executed plan of helping children start in life than in the city of Birmingham. The education committee through its central care committee has built up an organization of school care committees which now covers nearly the whole of the city. The scheme operates under the Choice of Employment Act and was approved by the board of education in consultation with the Board of Trade in July, 1911. An integral part of the Birmingham scheme is the chain of juvenile labor exchanges distributed at central points throughout the city, in the management of which there is the closest cooperation between the school and Board of Trade officials. A corps of nearly 1,500 men and women, called helpers, undertake to interest themselves in the individual children and their parents who use the labor exchanges. During the first 17 months nearly 11,000 applications were received from employers, and 7,000 children under 17 years of age were placed, besides numbers of other cases in which the helpers themselves undertook to counsel and place the children.

Birmingham is fortunate in the variety of its skilled occupations. Although there is a vast amount of unskilled work, likely to increase with constant improvement in labor-saving machinery, yet the metal trades, the printing trade, and other industries offer satisfactory opportunities to a large number of workers. To some degree, therefore, the problem of starting young workers in Birmingham is less severe than in Liverpool or London. Notwithstanding these relative advantages, however, a study of the Birmingham enterprise only strengthens the conviction which comes to every student of vocational guidance work anywhere, namely, that placement for children under 18 is at best a makeshift so long as the public neglects to put in force certain fundamental social policies through legislation, which policies will be discussed in the closing chapters.

These fundamentals, it should be said, are keenly appreciated by the men and women who are devoting themselves to the youth of Birmingham. About 13,000 boys and girls leave the elementary schools in that city each year; most of them are absorbed by offices, factories, workshops, and warehouses. The need of guidance and training is apparent as soon as the careers of these children are scrutinized. To meet this need, the following plan, in active operation for more than two years, is in charge of the central care committee which devotes its attention to the industrial problems of boys and girls from the time they leave school until they are 17 years of age. This committee consists of six members of the education committee, four representatives of teachers, three of employers, three of workmen,

four social workers, the school medical officer, and others. The committee carries on its work through two sets of agencies (1) the juvenile employment exchanges, and (2) school care committees.

1. THE CENTRAL JUVENILE EMPLOYMENT EXCHANGE.

This is in charge of an officer specially appointed by the Board of Trade on account of his knowledge, training, and fitness for dealing with the employment of juveniles. He attends the meetings of the central care committee and acts in consultation with their officer.

The chief work of the exchange is:

- (1) To receive and register applicants for employment from youths and girls under 17 years of age.
- (2) To receive and register applications from employers for juvenile employees.
- (3) To endeavor to place the applicants for employment in the situations for which they are best suited and in which they are likely to be most successful.

The exchange is in a good position to select the applicant, because both the exchange and the central care committee have accumulated an immense amount of information about the various trades of the city, and so can advise as to wages, prospects, and conditions in any trade. It knows what trades lead to regular and improving work, and can caution against bad conditions and prospects.

By the time a child applies for a post, the officials above mentioned will have in their possession a report concerning it from the head teacher of its school, from the school medical officer, and from the school care committee helper. In the first 12 months 7,180 applicants were received from employers, and 4,907 were filled.

For the convenience of parents and juvenile applicants five branch exchanges have been opened in various parts of the city.

2. SCHOOL CARE COMMITTEES.

The scheme provides for the appointment of a school care committee for each elementary school in the city. Many schools thus have their own care committees. In a number of cases it has been found advisable to group several neighboring schools under one care committee. These committees consist of school managers, teachers, and others who are prepared to interest themselves actively in boys and girls. The members are assigned as "helpers" to a small number of children each. The helper is put in touch with the boys or girls about three months before they leave school, and at once tries to set up a friendly relation with the parents as well as with the children by visits to the

home or by other means. The children are encouraged to talk about what they would like to be, the parents about what they have in view. When there are vague or unsuitable proposals for a child's employment, or no plans at all, the parents and the child are urged to attend at the juvenile employment exchange, and thereby to find the best available post for which the child is suited.— To rouse the sense of parental responsibility, to lead the well-meaning but uninformed parents to industrial knowledge and right action, to encourage the choice of skilled employment rather than employment with no prospect of advancement for the boy—these are among the helper's aims on the industrial side, while the employment exchanges provide the means of giving effect to the school care committee's work.

The helper endeavors to keep in touch with the boy or girl for about three years. This, as regards employment, is necessary to counteract the aimless drifting or the capricious change from job to job, to give encouragement to face and overcome difficulties, to see that, if changes are advisable, they are made for the youth's benefit and do not give rise to intervals of disastrous unemployment.

The conditions under which boys and girls are employed are in many places quite unsatisfactory, and have a bad effect morally or physically, or both. Information is gathered by the central care committee and the juvenile employment exchanges, which some day doubtless will be used to improve these conditions.

FURTHER EDUCATION AND KINDRED INFLUENCES.

The helper takes an interest, and stimulates the parents' interests too, in further education of the boys and girls. They are urged, where the hours of work allow, to join classes at the technical schools, schools of art, evening continuation schools, or at such institutions as may be most suitable to the individual cases.

Some school care committees concern themselves with the means of recreation and assist with boys' or girls' clubs.

Again, meetings of parents are held from time to time, such as have already been organized by several school care committees; also meetings of boys and girls about to leave school or who have recently left. These meetings are found to be valuable means of rousing interest in the future well-being of the children.

The helper's notebook is an interesting device for keeping track not only of the children but of the helper's effectiveness as well. These notebooks when carefully employed are a veritable store of social information. The inside of the cover of each book is printed in the manner indicated on pages 68 and 69. Blank pages are inserted for the helper's notes, the width of which is such that the edges reach

the vertical line. The ruled lines for the notes continue the horizontal printed lines of the cover. It is thus unnecessary to print the "headings" on each page, and the "fillers," or blank pages, may be easily renewed.

The duties outlined by the Birmingham education committee for the school care committees are given in full as they clearly indicate the nature of the work expected of each committee:

DUTIES OF SCHOOL CARE COMMITTEES.

1. Members of school care committees should do their best to influence the industrial history and character of the children under their care by insuring that more account be taken of the needs of individual cases and of the general conditions of industry than is possible at present. They should also encourage the wider use of educational institutions of all sorts after the age of compulsory attendance has been passed. Further, they should not only try to influence the child, but also the parents, whose cooperation and support is in the long run absolutely essential.

2. Any person who is already taking an interest in boys or girls between the ages of 13 and 17, or who is otherwise in close touch with families with children of that age, will become ipso facto members of the care committee of the school to which the child belongs or belonged.

3. Three months before a child leaves school the responsible helper and the head teacher will confer together as to the child's future, and then consult with and advise the child and its parents. Should a further interview be thought advisable, it would be held one month before the child leaves school. These interviews can take place wherever most convenient.

4. When a child has left school and started work the helper shall keep in effective touch with him and his home, and shall continue to advise and encourage him and his parents in every way. (The frequency of his visits or interviews will, of course, vary with the troublesomeness or ignorance of the case.)

5. It is most important that the helper should take care to keep himself informed of all changes in the work and of the home conditions of the child, and report immediately to the secretary of the school care committee—(where a child has left work) the date and cause of leaving; (where a child has started work) the employer's name and trade, nature of work done by the child, wages (piece or day), hours (short time, casual, extra long hours).

It is also desirable to have a general report on the child's progress in work and character twice a year.

6. The helper should give every encouragement to the child to use the juvenile employment exchange to which his school is attached.

7. When the helper needs information about a child under his care he may apply to the secretary of the school care committee for access to the confidential records.

8. The helper should attend his school care committee meetings, when he may bring up individual cases in which he has difficulty in deciding what to advise. Helpers will not be expected to bring up ordinary cases.

9. Where a helper is brought into touch with unsuitable conditions in any trade, or with any other problems connected with child labor, he may bring the matter up for discussion at the next school care committee meeting. If considered advisable, the school care committee will send up a report on the matter to the branch committee, who shall in turn forward it, with their comments, to the central care committee. Until branch care committees are formed the report would be sent direct to the central care committee.

[Cover of note book; left.]

REMARKS AND NOTES.

(1) Child's name. (2) No.
Address.....
School.....
(1) Standard. (2) Date of leaving.
Home conditions.....
Father's occupation.....
Mother's occupation..... (if any)
No. in family— (1) over 14; (2) under 14.
Social or other organi- zation.....
Evening school or classes child promises to attend.
(1) Promise or (2) Plans for employment.
Will application be made to the J. E. Exchange.
Dates of visits.....

SUGGESTIONS TO SCHOOL CARE COMMITTEES AND HELPERS FOR FILLING UP HELPERS' REPORTS.

[The references in these suggestions are to the helper's report cards.]

- 1—Members of school care committees and helpers will recognize that it is most important that the greatest care be taken to preserve the strictly confidential character of the teacher's reports and helper's reports, and to guard against their loss. It can be readily seen that friction and other disagreeable consequences might arise between head teachers and parents in some cases if the remarks of the former were known to the latter, and similarly the work of school care committees and helpers would be hampered, and probably rendered impossible if the helper's reports were not in careful keeping, and always treated as strictly confidential.
- 2—The first particulars as to "School," "Standard," etc., can be filled in from the head teacher's report.
- 3—With regard to "Date of leaving," helpers should guard against giving or countenancing the idea that a child may leave school before the date of legal exemption.
- 4—The entry under "Home conditions" should be brief observations of the home, evidence of care, or lack of it, in bringing up children, etc.
- 5—Under No. 4 on the helper's report card should be given the name of any club or organization, whether religious, social, educational, or recreative, with which the child is connected.
- 6—As to No. 5, it is important to bring home to parents and children the necessity of continued education. Probably the teacher's report card will give the name of the evening school or other classes which the child has promised to attend. If so, the helper can give valuable encouragement, and fortify the child in its intention to go to evening school and to continue there. If the head teacher's report does not record a promise, the helper should make special efforts to obtain one.
- 7—If the child has a definite promise of employment, please enter "Yes" after 6 (1), and give under 7 particulars of the employment promised. If the child has no definite promise, but plans have been formed for the child's employment, enter "Yes" under 6 (2), and then give particulars under 7.
- 8—With regard to 8, it is most important that free use be made of the juvenile employment exchange, in order that the work of school care committees, helpers, etc., may bear full fruit. Hence, if the child has no definite promise of or plans for work, it should be urged to register at the employment exchange, 165 Corporation Street, or one of the branches. Even if there is employment in view, and this does not appear satisfactory, the child should still be persuaded, if possible, to ascertain by application at the exchange whether some thing better can not be obtained.

[Cover of note book, right.]

- 9—Under "General remarks" may, of course, be entered any observations of importance for which provision is not made elsewhere. Amongst other things, the helper's estimate of the degree of necessity for after care and of the frequency of subsequent visits would be useful. Naturally, some cases will need almost constant attention, with frequent visits, while others will require very little.
- 10—As Record of Further Education (see reverse side of form) in the column headed "Subjects or course." If a student is taking one of the recognized courses, the entry "Preparator," "Commercial," "Technical (or Industrial)," "General," "Domestic," as the case may be, will be sufficient, or the individual subjects may be entered.
- 11—If a student leaves during the session, the reason for leaving, if ascertained, should be entered in the last column. At the end of a session or term an entry as to progress made will be useful. Head teachers of evening schools will be pleased to cooperate with school care committees, and visits or inquiries will be welcomed.
- 12—As to Record of Employment, the space for some of the entries may be found insufficient, but there is no objection to two lines being used for each situation; for example, the name of the employer could be put on one line, and the address on the next in the third column.
- 13—In column 4 should be entered the general designation of the trade, and in column 5 the description of the particular branch or phase of the trade in which the child is engaged.
- 14—If the last column, the entry "Exchange" will be sufficient if the employment was obtained through the juvenile employment exchange; "School," if through the agency of the school; "Self," if the employment was obtained by the child or his parents.
- 15—It is often very important to know why a boy or girl has left a situation, or how he or she is getting on in it. Hence, it is hoped that entries on these points will be made under "General remarks."
- 16—In cases where changes of occupation are so frequent, and conditions such that the ordinary helper's report form does not provide sufficient space for record, a supplementary helper's report form should be used.
- 17—Great discretion and tact will be needed in obtaining the information the helper's report. Any visit should be made in a friendly way, and as a helper indeed. If found advisable, the information can be obtained gradually, and so entered. In most cases a series of direct questions on a first visit would be regarded as highly inquisitive, and might give positive offense.
- 18—In ordinary cases the helper's first report on any child should be sent to the honorable secretary of the school care committee in time to allow of its being sent to the education department a month before the child is expected to leave school.

FURTHER EDUCATION.

{ Evening school or class attended by child.

{ Date of (1) entering
{ (2) Leaving

Subjects or course.

{ Progress or reason for leaving.

EMPLOYMENT.

Name of employer.

Address of employer.

{ Date of (1) Commencing
{ (2) Leaving

Trade and nature of work.

{ (1) Weekly wage
{ (2) Daily hours

How employment obtained.

{ Progress or reason for leaving.

REMARKS, NOTES, AND INFORMATION ON CHANGES OF EMPLOYMENT, ETC.

At the inception of the Birmingham work the cooperation of the chamber of commerce was secured for the purpose of inquiring among the employers representing the leading trades of the city as to the conditions, requirements of different trades, and the possibilities of further training for the young work people. The questionnaire used in that inquiry deserves republication and is here given:

INDUSTRIAL TRAINING INQUIRY.

Name of firm.....
 Address of firm.....
 Trade.....
 Branches of trade carried on or particulars of goods manufactured.....

1. *Employers' requirements.*

(1) Is there a sufficient supply of trained workmen, or do you have difficulty in getting them?

(2) (a) For what different branches of work do you employ boys in your trade?

(b) How long would it take an average boy to learn each branch?

(c) At what age should he begin?

(d) What special characteristics are most needed?

(3) (a) Do you want general capacity and training depending on dexterity, powers of observation, self reliance, initiative, and adaptability?

(b) Or do you require only mechanical skill?

(4) (a) Would there be any opening for youths if given all-round training in your trade?

(b) Or do you want only specialization in parts of it, or in single processes?

2. *Supply of boys:*

(1) Do you have any difficulty in getting boys?

(2) How do you get boys—through the labor exchange, by newspaper advertisement, or by window or works notice?

(3) (a) About how long do boys stay with you on the average?

(b) Is it long enough to learn the trade?

(c) What hold have you over the boys, or what means of control?

(4) (a) Are the boys you get satisfactory?

(b) If not, in what way are they unsatisfactory?

(5) Do you suffer from the frequent changes of jobs common amongst Birmingham boys? What do you consider to be the cause of the frequent changes?

(6) Is there anything objectionable to boys in your trade? If so, have you any suggestions for removing objections or making the trade more attractive?

3. Schemes of training:

(1) Is there apprenticeship? Or any other definite agreed scheme for training?

(2) If so, give details—premium (if any), commencing wages, raises (amount and time), indentures (if any) or other agreement.

(3) Give criticisms or suggestions for amendment.

(4) Is there any subsequent improvers' stage? If so, give particulars.

(5) (a) Is technical instruction of any use?

(b) Have you any scheme of cooperation with any technical school, evening schools, or other educational institutions?

(c) Give general statement of what is wanted and criticisms of existing classes.

(6) What modification (if any) of the present elementary school curriculum would you suggest to fit boys to enter your trade?

4. Prospects of boys:

(1) What number of boys and youths (say 14 to 18) does your firm employ?

(2) What number of men?

(3) (a) Can your trade absorb all the boys you employ when they become men?

(b) If so, at what?

(4) (a) If not, what percentage (or proportion) is absorbed?

(b) At what age do the others drop out?

(c) Do you know what becomes of them?

(5) From what other sources are your men recruited, if not from boys who have been in the trade?

(6) (a) What becomes of machine minders?

(b) What is the class of boy doing this work?

(c) How long on the same machine and what arrangements for acquiring progressive experience of machines?

(7) If any special interest is taken by the management in the boys, what form does it take; e. g., treatment in the works, helping them to learn the trade, continuative education, and generally taking account of the doings and progress? Are there any special instructions to foremen on this?

5. Hours and wages:**(1) Hours--**

(a) What is the usual number of hours worked per week?

.....

(b) What are the ordinary daily hours? From to

(c) What, if any, seasonal variation of hours?

.....

(2) Wages--

(a) What are the commencing wages of boys (apart from apprentices already dealt with in 3 (2)).

.....

(b) What are the usual subsequent raises (state amounts and periods or ages)?

.....

(c) Does piecework apply at all to boys and youths? If so, please give average earnings in piecework at different ages.

.....

(d) Does "subcontracting" affect the boys and youths? If so, give particulars.

.....

6. General observations.

The following documents give a good insight into the workings of the school care committees:

CENTRAL CARE COMMITTEE.

Report of the Conference between Members of the Central Care Committee and Honorary Officers of School Care Committees.

The second half yearly conference between members of the central care committee and the honorary officers of school care committees took place at the Education Offices, Margaret Street, on Tuesday, November 26, 1912.

There were present 69 ladies and gentlemen representing the central care committee, two branch care committees, and 40 school care committees and subcommittees. Eighteen school care committees and subcommittees were not represented.

Councillor Norman Chamberlain, chairman of the central care committee, presided. The agenda of 12 items consisted, with two exceptions, of matters submitted by school care committees themselves for discussion. The following notes and recommendations are given on the items seriatim.

1. Old scholars' clubs. (Farm Street, etc., school care committee.)

After the usefulness of old scholars' Clubs in the work of the school care committees and the desirability of the central care committee providing facilities for meeting had been briefly advocated, the chairman announced that rooms in schools could be used free of rent, but subject to payment by the clubs of the caretaker's fee. The central care committee had tried to secure the reduction of that fee, or the power to pay it, but the present had been shown to be an unsuitable time to press for this concession.

2. Apprenticeship. (Farm Street, etc., school care committee.)

In reply to inquiries, the chairman announced that the central care committee was about to begin an inquiry into the whole question of industrial training, including apprenticeship, in Birmingham.

3. Clerical work. (St. Thomas's school care committee.)

Mr. Birch and other speakers said that the amount of clerical work falling upon honorary secretaries was very heavy, and that unless it could be reduced, or at least its increase arrested, it would become impossible for honorary secretaries to cope with

it. It was agreed that several forms recently supplied had appreciably reduced clerical work in certain directions. The following suggestions were made:

- (1) That the heading of the helpers' reports should be filled in at the office before issue.
- (2) That where a committee deals with more than one school, a registrar be appointed for each school or department.
- (3) That the cards for summoning meetings be sent from the office.

4. *Return of helpers' reports.* (Bournville and Stirchley school care committee.)

The discussion showed that the difficulty of getting in the helpers' reports is very great and a serious problem. Helpers who have taken cards or to whom cards have been sent have in numbers of cases failed to attend meetings or to send in their reports, even after repeated requests. One honorary secretary had been able to obtain the return of only 20 reports from 93 cases.

Suggestions.

- (1) Councillor Lord urged the necessity of holding meetings monthly on a recognized day, of handing out new cases then, and calling for reports on cases taken out at the previous meeting. This had proved useful in establishing the habit of attendance in the Sparkbrook district.
- (2) That on the next issue of helpers' report cards a note should be printed requesting the return of the report by a specified time. (The chairman stated that this had been done.)
- (3) That helpers should be supplied, where the honorary secretary deems it necessary, with stamped envelopes for the return of the reports by post.
- (4) That head teachers be requested to use every possible means to obtain and give the correct name of the organization to which a child belongs.
- (5) That honorary secretaries send to the central care department the name of any organization which does not return the helpers' reports.

5. *Second reports.* (Sparkbrook school care committee.)

Mrs. Jesper urged the necessity of the helper being in close touch with the child at the actual time of leaving school and commencing work, and of submitting a second report as soon as the child is placed at work. This is the critical time.

6 and 7. *Branch care committees.* (Sparkbrook school care committee.)

The formation of branch care committees was advocated, so that school care committees should cooperate and not work as separate units possibly in some matters in competition with one another. It was further advanced that it was a good arrangement to hold all meetings in a district on the same evening in the week but in different weeks for different committees. The chairman said the policy of the central care committee had so far been to set up branch care committees as soon as the demand for one arose in a district, and to leave school care committees freedom to make their own arrangements as to meetings.

8. *Periodical bulletin.* (Camden Street, etc., school care committee.)

- Mr. Mackenzie moved that the central care committee be recommended to issue a quarterly bulletin to helpers, giving instructions, notes and information concerning the school care committees and their work throughout the city. Many helpers are unable to attend meetings regularly, and either they lost touch with the work, or the honorary secretary had to send out periodically his own bulletin compiled from various communications, circulars, etc., received from the central care department.

The opinion was expressed that the bulletin, if issued, should be supplied gratis and sent direct by post from the central care department. It would relieve the honorary secretaries considerably and would keep the interest of helpers alive.

Recommendation (carried by 11 votes to 8, the majority not voting): "That the central care committee be asked to issue such a bulletin quarterly."

9. *Head teachers and the juvenile employment exchange.* (Camden Street, etc., school care committee.)

Mr. J. T. Booth, on behalf of his committee, raised the question whether the time had not now arrived when all applications from employers for boys and girls should be referred to the exchange. He stated that in numbers of schools very few, if any, children were placed through the exchange. Some head teachers would like to be relieved of the responsibility of sending children to work on request from employers, and also many children did not get the advantages the exchange might give them. Several head teachers spoke against the suggestion, and the feeling of the conference being against such a step at present, the matter dropped.

10. *School leaving age.*

The conference closed with announcements by the chairman concerning forthcoming lectures to helpers, the first by Mr. C. E. B. Russell, of Manchester. There was not time to deal with the concluding item of the agenda, viz: the present state of the central care committee's work.

CENTRAL CARE COMMITTEE.

Juvenile Employment Exchanges and Domestic Service for Girls.

Report of the special committee appointed to consider the draft scheme for the appointment of a domestic service subcommittee of the central care committee, to act with the juvenile employment exchange in placing girls between 14 and 17 years of age in domestic service.

Your committee met on February 5, 1913. * * *

The subcommittee were unanimously of opinion that full advantage should be taken of the permission now granted by the Board of Trade to juvenile employment exchanges to undertake, under certain conditions, the placing of girls in domestic service, and they accordingly recommend that measures be taken to commence such work as soon as possible. This recommendation is made on the following grounds:

(1) The local education authority has, through the medium of the exchange, been able to give guidance and assistance to girls leaving school in taking up every class of employment except domestic service, yet domestic service is a suitable occupation and one to be encouraged under proper conditions.

Both head teachers' and helpers' reports indicate domestic service as desired and desirable in a number of cases. It is inconsistent to refuse the helper and the child the same assistance as is available in every other occupation.

(2) The existing means and organizations for bringing employers and young girls desiring domestic service into touch with each other are inadequate.

(3) Judicious aftercare is desirable in the case of many girls placed in domestic service.

(4) Such a subcommittee would be able to ascertain what exactly are the facilities in the city for training girls for domestic service, and to make suggestions for extension and improvement from time to time.

Your committee examined the draft scheme, which in its general lines has already been approved by the central care committee, and are of opinion that but little alteration is necessary. They recommend that the subcommittee should consist of 20 members, instead of 12 to 16 as previously suggested, and that its constitution should be:

- 4 Members of the central care committee.
- 4 Representatives of the girls' friendly society.
- 2 Representatives of the Young Women's Christian Association.
- 2 Representatives of Roman Catholics.
- 1 Representative of Graham Street School.
- 1 Representative of the ladies' committee of the Sunday School Union.
- 7 Representatives of branch care committees and school care committees, one to represent each existing branch care committee, and one to be appointed from each of four other districts of the city.

Additions to the draft scheme, as referred to the subcommittee, are recommended to make clear (1) that the subcommittee shall have power to appoint or approve visitors, and (2) that in cases of girls placed by the juvenile employment exchange who belong to or may join certain organizations, e. g., the girls' friendly society or the Young Women's Christian Society, the supervision or aftercare shall be referred to the organization concerned, subject to such reports being made as the subcommittee may deem advisable.

The scheme embodying the suggested amendments would be as follows:

1. That a domestic service subcommittee be appointed, consisting of 4 members of the central care committee, 4 representatives of the girls' friendly society, 2 representatives of the Young Women's Christian Association, 2 representatives of Roman Catholics, 1 representative of Graham Street School, 1 representative of the ladies' committee of the Sunday School Union, 7 representatives of branch care committees and school care committees (one to represent each existing branch care committee and one to be appointed from each of four other districts of the city); and that the subcommittee have power to appoint or approve visitors.

2. That the functions of the subcommittee be as follows: (1) To make recommendations from time to time to the central care committee on matters of general policy. (2) To establish a rota, one member to be present at the exchange at such times as shall be arranged for the purpose of advising upon the placing of domestic servants.

3. The duties of the member present will be: (1) To discuss the vacancies notified to the exchange. (2) To offer such advice as she may deem desirable to the exchange officer. (3) To report on the work done to the next meeting of the committee. (4) To report to the committee any cases requiring special investigation.

4. The duties of the committee at its weekly meeting will be: (1) To receive a report as to the week's work. (2) To receive notifications from the rota members as to vacancies of which they have advised acceptance on their own responsibility. (3) To consider the vacancies referred to them for further investigation. (4) To arrange for any investigation that may be necessary with regard to these vacancies, and for the result of such investigations to be reported at once to the exchange. (5) To receive and consider reports on such vacancies as have been specially investigated. (6) To arrange for such supervision as may be necessary of the girls placed by the exchange, referring girls who belong or may become attached to the girls' friendly society and Young Women's Christian Association and similar organizations to these organizations for supervision and report. (7) To receive the reports from the helpers who have undertaken such supervision.

5. To confer twice yearly with the ladies acting as helpers in the case of girls placed in domestic service by the exchange, and with others specially interested in the question of domestic service as an occupation for girls and in the training necessary for it.

REPORT OF THE EXECUTIVE COMMITTEE TO THE CENTRAL CARE COMMITTEE.

To be presented at a meeting of the central care committee to be held on Monday, April 7, 1913, at 5 p. m.

1. *Domestic service subcommittee.*—The five organizations which were invited to cooperate with the central care committee in placing young girls in domestic service through the juvenile employment exchange have all intimated their willingness to do so, and to nominate representatives on the subcommittee. * * *

2. *Health week.*—It is the desire of the "health week" committee that the central care committee and the school care committees should assist in any way open to them in the propaganda of "health week" which commences on April 27. Your chairman has invited the honorary secretaries of school care committees to take part in a conference on the 11th instant, and to discuss the most effective means of helping in the work.

3. *Head teachers' reports—health section.*—The hygiene subcommittee have considered the resolution of the central care committee asking whether arrangements could be made for the final medical examination of school children to take place sufficiently long before the date of leaving to allow entries by the medical officers to be made on all head teachers' reports, which are forwarded to the office about four months before the children leave school. In response the hygiene subcommittee have passed the following resolution:

That the central care committee be informed that this subcommittee will place at their disposal the schedules of all children who have been examined prior to their leaving school, but that the examinations will have extended over the whole year and will not necessarily have taken place four months before the children leave school.

Your committee consider that the proposed alteration would give approximately only the same result as before, and would involve a much greater amount of work in the central care department than the present arrangement gives the medical staff. They therefore recommend that the hygiene subcommittee be informed that the central care committee would prefer the continuance of the present system.

4. *Free admission to evening schools.*—The attention of the technical education and evening schools subcommittee was invited to the recommendation of several school care committees to the effect that there should be means available to school care committees to obtain free admission to evening schools for children in cases where the investigations of the committees showed that children were actually prevented from attending such schools by inability to pay the fees. The technical education and evening schools subcommittee on the 10th of March resolved as follows:

That the central care committee be informed that this subcommittee are submitting to the education committee at its meeting on the 19th March an amended scheme of free admission to the evening and technical schools of the city.

This scheme has now been approved by the education committee, and empowers head teachers of day schools to award a certain number of free admissions to evening schools. There is also provision for award to scholars already in evening schools of free admissions to subsequent sessions of evening schools and to technical schools. Your committee recommend that a communication be sent to head teachers requesting that in making their award of free admissions they will have due regard to the recommendations of school care committees.

5. *Industrial arrangements in East Birmingham.*—The East Birmingham branch care committee have been successful in getting into touch with several of the large firms in the locality and securing their representation on the branch care committee, and on several school care committees. This action prepared the way for arrangements which have been provisionally completed with the Metropolitan Carriage & Wagon Building Co. (Ltd.) and the Wolseley Tool & Motor Car Co. (Ltd.) according to which these firms will engage all their juvenile employees through the juvenile employment exchange, giving preference to those recommended through the school care committee system of the district. Both firms will give facilities for the boys to attend evening schools and classes, and will encourage them to do so.

6. *Gathering of helpers at Uffculme.*—Through the kindness of Mr. Barrow Cadbury the application for the use of Uffculme for a gathering of helpers on September 6 next has been successful. Your committee have appointed Miss Barrow, Councillor Chamberlain, and the Rev. H. S. Pelham to make the necessary arrangements in due course.

7. *Trades for physically defective children.*—In response to a request from the special school after care employment subcommittee your committee recommend that in the pamphlets on local trades now in course of preparation an appendix be inserted giving advice in regard to suitable employment for deaf and physically defective children. The subcommittee mentioned will so far as possible furnish the matter for the appendix.

8. *Receipt of grant from board of education.*—The board of education have paid to the education committee the sum of £236 7s. 3d., being the board's contribution toward the salaries of the executive officers, from the approval of the scheme in July, 1911, to December 31, 1912.

9. *Assistant caretakers.*—It will be remembered that some time ago the central care committee made representations to the sites and buildings subcommittee concerning the position of assistant school caretakers, recommending that the practice of discontinuing their services at the age of 21 years should be abandoned, and that if suitable they should be employed until they could be absorbed as caretakers. The sites and buildings subcommittee were unable to see their way to make the arrangement suggested. Your committee have now learned that the subcommittee have decided to make such appointments in future subject to termination at 19 years of age.

10. *Pamphlets on trades for boys.*—Your committee have had before them a complete set of penny guides to trades and handicrafts for youths and girls leaving school, issued by George Phillip & Son, (Ltd.), of which about 20 have been published. They feel that a set comprising the books on each of the local trades would be of much value to the school care committees, and they therefore recommend that sufficient sets be purchased to furnish one set to each school care committee.

11. *Return based on head teachers' reports.*—The following is a statement compiled from the head teachers' reports received during February in respect of children due to leave school before the end of June:

	All schools.				Schools with care committees.			
	Boys.	Girls.	Total.	Per cent.	Boys.	Girls.	Total.	Per cent.
Number of cards received.....	516	514	1,030		359	331	690	67.0
Number of children attached to some organization.....	337	360	697	67.7	242	247	489	78.7
Number of children who promised to attend some evening school.....	279	154	433	42.0	199	110	309	44.8
Number of medical reports appearing on head teachers' reports.....	192	210	402	39.0	135	138	273	39.6
Number of those examined requiring medical attention.....	26	46	72	19.9	21	28	49	18.0

Number of cards marked with discriminatory letter.....	937, or 91 per cent.
Number of cards marked A.....	183, or 19.5 per cent.
Number of cards marked B.....	384, or 41 per cent.
Number of cards marked C.....	370, or 39.5 per cent.
Number of cards not marked.....	93, or 9 per cent.

School standard attained by children expected to leave school during June, 1913.

Number of cards marked, 954, or 92.6 per cent of total cards sent in.	
Number of children in—	Per cent of total.
Ex-seventh standard.....	51, or 5.3
Seventh standard.....	332, or 34.8
Sixth standard.....	280, or 30.2
Fifth standard.....	176, or 18.4
Fourth standard.....	81, or 8.5
Third standard.....	20, or 2.1
Second standard.....	6, or .7

12. *Return of employment obtained during February.*—The following is a statement concerning employment obtained during the month of February:

School children obtaining employment.	Total.	Percentage.
Number of children reported as having obtained employment on leaving school.....	752	.....
Reported by head teachers as having obtained employment through medium of the school.....	57	7.5
Obtained employment through the juvenile employment exchange.....	190	25.3
Reported by head teachers as having obtained employment by their own or their parents' efforts.....	505	67.2

13. *Juvenile employment exchange return.*—The following figures have been supplied by the juvenile employment exchange in respect of the four weeks ended Friday, March 28, 1913. viz:

	Applications by boys and girls.			Vacancies notified by employers.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Central exchange.....	200	53	250	279	87	366
Jewelers' exchange.....	33	42	75	40	99	132
Aston exchange.....	39	45	84	39	34	73
Handsworth exchange.....	36	10	46	15	24	39
Sally Oak exchange.....	41	45	86	20	37	57
Sparkhill exchange.....	28	22	51	5	14	19
Total (4 weeks).....	383	218	601	398	288	686
Corresponding totals for February, 1913 (4 weeks).....	500	384	883	468	367	833
Corresponding totals for March, 1912 (5 weeks).....	601	320	921	406	235	731

Vacancies filled by employment exchanges.

	Vacancies filled.			Vacancies filled by children direct from school.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Central exchange.....	173	44	217	50	22	72
Jewelers' exchange.....	25	19	44	10	9	19
Aston exchange.....	18	34	52	4	6	10
Handsworth exchange.....	2	17	19	7	7	14
Sally Oak exchange.....	19	35	54	8	22	30
Sparkhill exchange.....	5	4	9	.....	.....	.....
Total (4 weeks).....	242	153	395	72	66	138
Corresponding totals for February, 1913 (4 weeks).....	308	253	561	98	92	190
Corresponding totals for March, 1912 (5 weeks).....	304	153	457	.....	.....	84

14. *Helpers' reports.*—The number of helpers' reports received from school care committees during each of the last six months is as follows:

	First reports.	Second reports.	Total.
October, 1912.....	316	.....	316
November, 1912.....	702	141	843
December, 1912.....	403	107	510
January, 1913.....	278	19	297
February, 1913.....	449	28	477
March, 1913.....	518	93	608
Total.....	2,661	390	3,051

The relation of the Birmingham teachers to the scheme herein outlined is real and active. Many head teachers use commendable care in the reports on the children who leave school. These reports indicate the groups of children which in the teacher's judgment need a good deal of aftercare, those which need only a moderate amount, and those which need no aftercare except perhaps as to continued education. For the first eight months during which these records were kept, nearly half of about 9,000 cases were referred to the school care committees, which in turn called upon the helpers for assistance. Many organizations in Birmingham, particularly those interested in boys, have been enlisted in the scheme. Here social workers and teachers, as is the case in Boston, New York, Cincinnati, and other cities, have been giving their time and their energy generously to the work. Parents' meetings are carried on by many school care committees. Employers are often the speakers at such meetings.

It should be borne in mind that the Birmingham experiment coincides with an unusual state of industrial prosperity. There are more vacancies than there are boys. Such trades as the engineering, brass, jewelry, and silversmiths can not secure enough apprentices. They are glad to have the juvenile employment exchange select workers, even for the more advanced positions. This is due somewhat to the improved quality of the applicants who come to these labor exchanges. It has been the practice of teachers even in cities where labor exchanges are maintained to look after the brightest children themselves, or the favorites of the school, and leave to the labor exchange the difficult children. Obviously this is not cooperation. In Birmingham, on the other hand, many of the schools make a point of advising all the children who leave school to go with their parents to the exchanges. There is still a good deal of placement by the schools, and it is greatly to be hoped that this will in time diminish, if not wholly disappear.

With reference to girl labor, Birmingham presents the problem characteristic of our own American cities. The girls desire office work and too many take courses in shorthand and typewriting. The start in life for these girls is difficult indeed and the outcome quite unsatisfactory. The market for stenographers and office workers is overstocked. The element amongst whom the exchange renders its most useful service is that group of girls who, desiring a manual occupation, have been guided into the better trades, such as book-binding, leather stitching, etc. As in the case of the boys, there is a great demand for girl labor. The city has not adequately faced, and few cities have faced, the problem of vocational training for girls. Two useful handbooks have been issued by the central care committee as part of a series on the principal trades and occupations in Birmingham. One deals with the various trades for women and girls; the other on printing and allied trades. There is much effort to secure continued training in evening schools for the children placed.

An idea of the occupations for boys and girls and the number placed from June 1, 1911, to October 31, 1912, may be gained from the tables which follow, but it should be explained that the figures with reference to the messengers, stable boys, etc., apply mostly to boys over 16, and that many of the employers have placed the boys in these positions after an understanding with the labor exchange officials, that advancement was fairly certain after a few months.

Juvenile employment exchange return showing the number of vacancies notified and the number of vacancies filled, classified under different trades or occupations.

The numbers refer to all children placed from 14 to 17 years of age in the period June 1, 1911, to Oct. 31, 1912.

Trades and occupations.	Vacancies notified.	Vacancies filled.	Trades and occupations.	Vacancies notified.	Vacancies filled.
OCCUPATIONS FOR BOYS.			OCCUPATIONS FOR BOYS— continued.		
Telegraph messenger service.....	53	80	Laboring.....	239	122
Art, music.....	26	18	Miscellaneous employments.....	175	89
Hotel service.....	104	104			
Business clerks' work.....	151	346			
Van boys, stable and groom work.....	170	115			
Warehouse.....	334	235			
Messenger and porter service.....	581	431			
Rolling mills.....	115	90			
Tube manufacture.....	42	34			
Pattern making.....	11	7			
Iron foundry work.....	47	18			
Brass foundry work.....	554	266			
Blacksmithing.....	42	7			
Engineering (general).....	323	269			
Polishing (metal).....	270	183			
Drilling, milling.....	374	302			
Toolmaking.....	148	119			
Gun manufacturing.....	24	22			
Wire drawing.....	25	14			
Miscellaneous metal work.....	328	181			
Cycle manufacture.....	71	37			
Motor car manufacture.....	24	14			
Goldsmith, silversmith, and jeweler work.....	383	168			
Electrical apparatus making.....	40	29			
Carpentering and joinery.....	143	76			
Painting and decorating.....	55	20			
Plumbing and gas fitting.....	139	49			
Cabinet making.....	45	23			
Upholstering.....	26	9			
Wood carving and engraving.....	49	11			
Other work in wood.....	48	11			
Glass manufacture.....	75	43			
Soap manufacture.....	21	18			
Rubber work.....	33	23			
Leather-goods work.....	28	11			
Printing and bookbinding.....	175	92			
Tailoring.....	22	7			
Bootmaking.....	23	8			
Baking and biscuit manufacture.....	33	16			
Green grocery.....	27	8			
Cocoa and chocolate manufacture.....	161	150			
Butchering.....	26	9			
Brewing.....	28	19			
Electrical engineering.....	62	48			
			Total.....	4,302	3,063

¹ Under this heading have been included all trades and occupations in each of which less than 70 boys were placed. They include architecture, photography, gardening, assistant caretakers, railway service, colliery workers, die sinking, lamp making, motor and carriage building, ironmongers, scientific, surgical, weighing and electrical instrument making, bricklaying and plastering, brick and tile manufacture, French polishing, manufacturing chemists, candle and grease manufacture, paper, envelope, and cardboard box manufacture, drapery and clothing trades, japanning, pawnbroking, and various dealers.

² Under this heading have been included all trades and occupations in each of which less than 7 girls were placed. They include pupil teacher, theater service, telephone service, pen makers, wireworkers, opticians, shroud makers, glassworkers, brush makers, rope and canvas workers, milliners, mineral-water manufacture, restaurant workers, pawnbrokers, etc.

Returns showing the vacancies filled by children direct from school through the exchange.

The numbers are given in respect of the various trades and occupations, and cover the period Jan. 1 to Nov. 30, 1912.

BOYS.		BOYS—continued.	
Telegraph messenger service.....	80	Glass trade.....	3
Drawing offices.....	10	Rubber manufacture.....	8
Hotel service.....	10	Leather manufacture.....	3
Office work.....	114	Brush trade.....	1
Van boy and stable boy work, etc.....	3	Printing, bookbinding, etc.....	30
Warehouse.....	32	Tailoring.....	3
Messenger (preliminary to various trades).....	84	Boot trade.....	2
Gardening.....	2	Cocoa and chocolate manufacture.....	85
Tube mills.....	2	Grocery work.....	2
Rolling mill.....	3	Electrical engineering.....	12
Brass working.....	28	Laboring in factories.....	9
Blacksmithing.....	1	Total.....	683
Engineering (mechanical).....	54		
Polishing (metal).....	6	GIRLS.	
Tool making.....	48	Pupil-teacher work.....	1
Gun making.....	5	Theater service.....	1
Miscellaneous metal trades.....	23	Laundry-maid service.....	2
Cycle trade.....	5	Day servant work.....	21
Motor trade.....	9	Clerk work.....	50
Jewelry, silversmiths, etc.....	55	Warehouse-girl service.....	104
Electrical fittings manufacture.....	12	Errand service.....	6
Carpentering and joining.....	13	Florist service.....	1
Plumbing and gasfitting.....	8		
Furniture, cabinetmaking, etc.....	10		

The following circulars issued by the central care committee are of interest:

CITY OF BIRMINGHAM EDUCATION COMMITTEE,
CENTRAL CARE COMMITTEE.

To boys about to leave school:

1. You will be leaving school very soon—in a few months probably. It is most important that you should carefully choose the kind of work you want to do.
2. Talk over now with your parents and your teacher what sort of work you would like, and what would suit you best.
3. Think of the future. There are many well-paid jobs for boys which end when you are 17 or 18 years old, and which do not train you for anything else. If you go to work of this kind you will find it very hard to make a fresh start at 18. You will probably be out of work a good deal, and have low wages when you are a man.
4. Try to become a skilled workman. Learn a trade if you get the chance. Your wages will very likely be less while you are learning the trade, but you will be much better off later on. Aim at being a first-class workman, and do not be satisfied to become only half-skilled.
5. If you or your parents want to know more about different trades and occupations, go to the Employment Exchange for Boys at 168 Corporation Street, or to the exchange nearest to you. If you want help in getting a suitable situation, call at the exchange a week or two before you leave school and get your name put on the register. Ask your parents to go with you.
6. Some one from the school care committee will very likely call at your home to talk over your future with you and your parents, and to help you in any way he can.
7. Stay at the day school as long as you can. When you leave, join some evening school or class, and choose those classes which will help you in your work. What you learn will be a great help to you.
8. If your situation is a good one with a promising future, stick to it through thick and thin. Even if you think it is not a good one, do not leave it until you have got something really better.
9. Before leaving ask advice from your parents, your old schoolmaster, or your care-committee friend. Also go to the exchange some Friday evening between 6 and 7 p. m.

10. If you are out of work, go to the exchange any morning. The manager will be glad to see you and to help you to get a suitable situation. But beware of moving from place to place without good reason. It is sure to be a bad thing for you in the end if you do this.¹

CITY OF BIRMINGHAM EDUCATION COMMITTEE.

CENTRAL CARE COMMITTEE.

Juvenile employment—A word to parents.

To what work do you intend to put your children when they leave school? What trade or other calling have you in view for your boy, what employment for your girl? What are they best fitted for, and likely to succeed in? Have you carefully thought the matter out, and made the best possible plans? These questions are of the greatest importance to you and your children.

Many of you are probably undecided. Some of you perhaps do not fully know what the commerce and industries of the city have to offer in the way of employment for juveniles.

The education committee, acting with the Board of Trade, have adopted a big scheme for giving you information and for helping you to place your children in situations to the greatest advantage.

A central juvenile employment exchange has been opened in Corporation Street, with branches in different parts of the city. Your boys and girls up to 17 years of age are cordially invited to call at the exchanges when in want of a situation. You and they should go there when in need of information and advice about employment. Especially should you consult the exchange if you have a child who will be leaving school soon, and it is best to go some weeks before the child is due to leave.

You may ask why there is any need to change the present way in which children find work, i. e., by their friends or relations speaking for them, by looking in the papers, or by walking round the different factories in the district.

It is quite clear that you will have a larger number of situations from which to choose at our exchanges, as most of the good employers all over the town will be getting their workers from them. Your child will thus be more certain to get there a situation suited to its health, its powers, and its personal ambitions. If a child gets a job for which it is fitted and which it likes, it will do better and be happier than if it has to take a job in the casual and uncertain way which is now usual. Nor will it take so long or mean as much tramping about and so many useless inquiries as now.

You will also be able to find out more correctly and more fully the conditions and prospects in any trade, for the ladies or gentlemen in charge of the exchanges will always be glad to give you advice if you care to ask them.

In many of the schools we are also starting care committees, whose members will take a personal interest in the child during the first three or four anxious years of its working life. They will take especial trouble with children when they are about to leave the day school for good. Just before this happens some member of the care committee, perhaps already known to you, will be only too glad to talk over with you and your child the plans for the future; the teachers, too, have very kindly promised their help. This will be very useful to you, as they have great opportunities of finding out the sort of work at which the child will be happiest and do best.

We are also hoping that the care committee will be able to arrange for meetings of parents, when the different trades can be discussed and questions asked.

Everyone realizes that the way a child starts on its working life will settle its whole career, and that the time is the most important in its whole life. Unless a child

¹ A list of exchanges follows with the hours when open.

starts at the work for which it is best suited from the point of view of health, character, and ability, it will suffer throughout its life, and will be deprived of a real chance of success. Unless a child begins to learn a trade young, it will never learn it well. It is to help those parents who realize this, and to arouse those few who do not yet realize it, that we are starting this scheme, and we hope very much that you will support it in every way you can.

VI. GLASGOW.

Child-welfare activities in Scotland have for years enjoyed the advantage of the interest of women's organizations. The Scottish council for women's trades has been for a long time studying the various occupations open to girls. In its various branches have centered some of the most interesting guidance activities of Scotland. Perhaps the one person above all others to whom credit is due as the prime inspiration of this service, not only in Scotland but in England as well, is Mrs. Ogilvie Gordon, of Aberdeen. For nearly a decade Mrs. Gordon has been pioneering in what she calls "educational information and employment bureaus." In March, 1904, Mrs. Gordon, in a Glasgow lecture, suggested that school boards establish bureaus for the purpose of guiding boys and girls into suitable employments on leaving school and supervising their careers, so far as possible.

Her handbook of employments for the use of boys and girls, published in 1908 and prepared with the assistance of expert social workers in Glasgow, Edinburgh, Dundee, and other cities, has been the model for similar publications in other countries.

As has already been indicated, the Choice of Employment Act is operative only in England and Wales. The education act of Scotland, 1908, prepares the way for vocational advisory services in the Scotch school boards. With the establishment of labor exchanges in Scotland there has been an effort to work out a cooperative scheme between the Scotch Education Department and the Board of Trade, similar to the English plan.

The education (Scotland) act, 1908, which became operative on January 1, 1909, empowered school boards to maintain or combine with other bodies to maintain "any agency for collecting and distributing information as to employments open to children on leaving school." Thus it became possible for school boards to use, in their discretion, money from the school fund for this important purpose, and the Scotch Education Department has in two circulars, dated August 27, 1909, and August 10, 1910, respectively, impressed upon all Scottish boards the advisability of taking action. No special grant of money was, however, allotted for such purposes. It should be noted that the act refers to information as to employments.

The phrase might or might not be held to cover the detailed work of registration for specific vacancies.

There is a juvenile employment advisory committee which represents the school board of Glasgow and the labor exchange. Probably the main feature of this committee's work, as it is of every other such committee in Scotland, is the effort to promote attendance at continuation classes of young workers between 14 and 17 years of age. The forms and reports from Glasgow are similar to those already printed and to the Edinburgh material which is given in full. Therefore the account of the Glasgow work will necessarily be brief.

An interesting catechism in manuscript has been prepared dealing with the work and the policies of the Glasgow advisory committee, and is worth printing.

ADVISORY COMMITTEE FOR JUVENILE EMPLOYMENT IN CONNECTION WITH THE GLASGOW AND DISTRICT LABOR EXCHANGES.

Summary of answers by subcommittees to chairman's questions.

QUESTIONS.

1. What is the object of interference by the Board of Trade labor exchanges on behalf of—

(A) Young persons seeking employment?

(B) Persons seeking to employ young persons?

(C) Young persons not seeking employment and who ought to be at work?

2. What is the number of young persons leaving school between 14 and 17, and arriving in the city from outside—

(A) Who find employment for themselves?

(B) Who apply to the labor exchange—

(1) and find employment
(2) but who fail to find employment or refuse employment offered?

(C) Who do not find employment for themselves, and who do not apply to the exchange?

ANSWERS.

(A) To assist young persons seeking employment to choose suitable employment and to give advice and assistance to the Board of Trade in this connection with respect to the management of the labor exchange.

(B) To help employers to find suitable young persons whom they may employ.

(C) To induce young people to seek employment and to help them to obtain it. It is suggested that the "aftercare" committees might undertake this function.

Regular information is furnished by the school board to the exchange of all young persons leaving school and the records of the exchange supply the answers to the three branches of this question in respect of children leaving elementary schools in Glasgow. Certain outside boards are also supplying this information.

Summary of answers by subcommittees to chairman's questions—Continued.

QUESTIONS.

3. How far is interference possible or desirable in respect of—

(A) Choice or retention of employment?

(B) Preparation for industrial employment, specific or general?

(C) Securing an "opening"?

(D) Instructional facilities after employment?

(E) Physical conditions of employment?

(F) Health during employment?

ANSWERS.

(A) Compulsion ruled out as neither possible nor desirable. Information should be given regarding good and bad employments and peaceful persuasion used to induce the choice and retention of good and the rejection of bad employments. It is considered that these furnishings do not fall within the scope of the officials of the labor exchange; that they fall within the scope of the advisory committee, but the committee is not at present in possession of sufficient knowledge to perform those functions. It is desirable to inform juveniles in every branch of employment of the future prospects in that employment.

(B) Cooperation with education authorities recommended for preparation for industrial employments whether specific or general. Observation of statistics recommended for the acquisition of the necessary experience.

(C) The advisory committee might make inquiry as to openings in the colonies and other countries in addition to its present arrangements.

(D) Cooperation with education authorities recommended.

(E) It is considered that in respect of young persons employed in factories and workshops they are sufficiently looked after by the factory inspectors. If it should be found that there are dangerous trades not scheduled under the factory acts information may be tendered to the home office so as to have the omissions rectified. The committee might consider the advisability of appointing medical inspectors to examine the physical conditions of young persons in employment. Occupations should be classified with special reference to the number of juveniles who can be absorbed on reaching maturity.

Summary of answers by subcommittees to chairman's questions—Continued.

QUESTIONS.

4. In cases where interference occurs, what are to be the channels of operation in respect of—

(A) Cooperation with young persons?

(B) Parents, guardians, education authority, and factory inspectors?

(C) For children of idle and thriftless parents, orphans, paupers, defectives, etc.

5. How far is it desirable to employ voluntary assistance in dealing with the work of the exchange?

6. In advising young persons with respect to educational arrangements from the point of view of the exchange what are the general lines to be followed?

e. g., Are the young persons as a rule to follow "trade lines" or are they to seek development on lines distinctly removed from their daily occupations?

7. How far is it desirable to persist in the literary education of young persons who have failed to secure the merit or qualifying certificates?

8. What is to be the relation of the exchange to young persons, who having found employment, are compelled to attend continuation classes?

What is to be the point of contact between the exchange and the education department, in respect of this and other matters?

ANSWERS.

(A) School managers acting through teachers and "aftercare" committees.

(B) The education authorities have shown their willingness to cooperate with the advisory and district committees.

(C) The cooperation of poor-law authorities, industrial schools, public-health authority, police, education authority, churches, charitable institutions, should be sought as occasion arises, e. g., the poor-law authorities should be consulted with regard to defectives, public-health authority informed with regard to insanitary residences, police authority should be asked to deal with any cases involving criminal misdemeanor.

The employment of voluntary assistance is desirable so long as persons assisting are persons of skill and experience and are subject to the control or supervision of the advisory committee. The appointment of school committees is recommended.

Young persons as a rule ought to follow the course of training in the principles of their occupation.

The committee will be glad to have the school authorities consider this question.

This question has not been answered.

Summary of answers by subcommittees to chairman's questions—Continued.

QUESTIONS.	ANSWERS.
9. To what extent are educational grants available for the training of young persons who have to work during their industrial training?	The committee is unaware of any grants directly available.
10. Are there any bursaries available for the assistance of young persons at work?	Yes. There are many, certain of them are detailed in the minutes. A list of available bursaries is recommended to be kept at the exchange.
11. What is to be the policy of the exchange in respect to "trade instruction?"	Yes.
Should the exchange endeavor to meet the deficiency in supply by securing by cooperation with education department instruction in trade work?	It is desirable to consult the employers in respect to matters of education.
12. How far is it desirable to consult the wishes of the employer in respect to education?	Not answered.
Should the employer be asked to select the young persons and cooperate in their training from the time of selection of employment, or should the advisers of the young persons deal with the individuals more especially from the individual standpoint?	This question is answered by the census returns which have been specially prepared for the committee.
13. Should the labor exchange organize an official inspection of young persons whose training is being carried out under the advice and supervision of the exchange?	
14. What may be taken as a "general" classification of employments in the Glasgow district?	
e. g. (1) Directly productive industries.	
(2) Indirectly productive industries, such as transport of materials.	
(3) Occupations auxiliary to production and transport.	
(4) Distributive industries.	
(5) Clerical and commercial service.	
(6) Communal service.	
(7) Domestic service.	

Summary of answers by subcommittees to chairman's questions—Continued.

QUESTIONS.	ANSWERS.
15. Are there any employments which are suitable as temporary means of earning a livelihood during preparations for more permanent occupations?	Yes; but proper supervision is recommended while the young person is occupied in such employment.
16. Are there any employments which should be scheduled as unsuitable for young persons?	Yes.
17. What are the general lines on which the exchanges should proceed in distributing applicants to the various classes of employment, and how, and by whom are these lines to be applied to the individual applicants? e. g., Is it advantageous that the young person should follow an occupation similar to that of the parent?	Not answered.
18. Is the labor exchange to contemplate the provision of a supply of "unskilled labor" from the ranks of those who are under its guidance?	Not answered.
19. At what stage should differentiation of young persons in respect of their suitability for the various occupations be made?	At the stage of leaving school.
20. What should be the organic connection with employers, e. g., (1) In respect of young persons employed in "suitable" industrial work? (2) In public services of conveyance and transport? (3) In work which tends to prevent young persons from being suitably prepared for earning a livelihood after 17 years of age?	Not answered.
21. How are the remainder to be dealt with; i. e., those young persons who being willing and able to work fail to find suitable employment in their own district. Should they be encouraged to leave home to find employment? Should the exchange contemplate emigration?	If there is a surplus of labor of orphans and others whom it may be desirable to separate from their parents they might, as a general rule, be encouraged to emigrate under arrangements with colonial governments, but the sending of lads or girls from decent homes should not be encouraged.
22. What are the legal resources for dealing with young persons under clause (C)?	The solicitors to the board of trade can be consulted as need arises.

Summary of answers by subcommittees to chairman's questions -Continued.

QUESTIONS.	ANSWERS.
23. Do the advisory committee desire the service of a special commissioner to assist them in formulating a policy by making special inquiry into the conditions of employment, etc., in this district, and of the questions raised in connection with the initiation of the work of the committee?	Not at present; but the consideration of subjects proposed for the investigation by a commissioner should be considered.
24. What is the effect upon employment of "defectives" of the employers' liability and workmen's compensation acts?	The effect is a considerable reduction of opportunities for labor to either the mentally or physically defective.

A summary of the topics considered at 10 meetings of the advisory committee during the years 1911-12, will give a clear idea of its activities:

ADVISORY COMMITTEE FOR JUVENILE EMPLOYMENT IN CONNECTION WITH THE
GLASGOW AND DISTRICT LABOR EXCHANGES.

June 8, 1911, to June 30, 1912.

(Ten meetings of the committee were held.)

Subjects.

Appointment of subcommittees.	Returns from school authorities classifying children leaving school and limitation of operations to those who register.
Statistical statements and records.	Influx of juveniles from outside areas.
Laws relating to education and employment of young persons.	Information to school authorities on employment.
Leaving cards.	Particulars of physique added to boys' records.
Facilities at exchanges.	Cooperation of civic guilds.
Arrangements with G. P. O.	Weekly issue of lists of vacancies to schools.
Migration and emigration.	Cooperation with country boards.
School committees.	Undesirability of casual employment as a permanent resort.
Cooperation by Board of Trade solicitors secured.	Conference with associations of employers, discussed and deferred.
Law publications secured.	District committees recommended.
Limitation of operations to juveniles who register at exchange.	Reports of school board operation regarding employment.
Reports on methods of dealing with juveniles by school board.	Attention of school authorities directed to labor exchange facilities.
Departmental committee on night work.	Census returns of employments.
Correspondence with central exchange.	Handbooks of employments.
Census special report secured copy requisitioned for each member.	Application to trade societies for wage rates and hours recommended.
Cooperation with school boards.	
Voluntary school committees and social and charitable agencies secured.	
Twenty-four special questions by chairman considered; and, for the most part, answered.	

Subjects—Continued.

Conference with school boards agreed upon, Partick Civic Guild and Boy Scouts invited to attend.	Investigation by visits and personal interviews on difficult cases.
Preparation of information as to employments arranged.	Causes of difficulty encountered.
Study of reasons for failure to obtain employment.	"Indifference."
Suggestion of special offer to deal with failures.	"Poverty" physical and mental defects.
Adoption of all cases of difficulty in finding employment after registration.	Cooperation with school authorities, poor law authorities, and charitable bodies considered.
	Study of law relating to children.
	Free postage of inquiries.

A sample of the records in the juvenile labor offices of Glasgow is here given because of the observations noted with reference to each applicant:

BOARD OF TRADE LABOR EXCHANGES.

ADVISORY COMMITTEE FOR JUVENILE EMPLOYMENT IN CONNECTION WITH THE GLASGOW AND DISTRICT LABOR EXCHANGES.

Statement as to juveniles who found employment in trades other than those for which they registered.

JANUARY 17, 1911.

1 Refer- ence num- ber.	2 Age of appli- cant.	3 Occupation for which registered.	4 Occupation in which "placed."	5 Remarks.
A. BOYS.				
1. Glasgow labor exchange.				
1	15	Apprentice tailor.....	Attendant in public baths.	Physically unfit for tailoring; fairly intelligent; desires to learn trade.
2	16	Bootmaker.....	Warehouse boy.....	No vacancies for trade desired.
3	15	Apprentice tinsmith.....	Message boy (temporary).	Indifferent; was previously employed by relative.
4	15	Apprentice plumber.....	Message boy (grocer).....	Indifferent; will call when age limit reached.
5	14	Apprentice brass finisher.....	Message boy.....	Small of stature; poor physique; unsuitable for trade.
6	14	Apprentice tailor.....	Apprentice upholsterer.....	Jew; difficult to place in consequence.
7	16	do.....	do.....	Satisfied.
8	15	Apprenticeship (printer preferable).	Message boy, with a view to entering branch of engineering.	Superior applicant.
9	14	Message boy.....	Apprentice model maker.	
10	15	Warehouse boy.....	do.....	Do.
11	16	Indefinite.....	Apprentice sawyer.....	Satisfactory.
12	16	do.....	Apprentice glazier.....	Do.
13	16	Van boy.....	Spirit store.....	
14	14	Factory worker.....	Apprentice cork cutter.....	
13	10	Warehouse boy.....	Apprentice tinsmith.....	
2. Partick labor exchange.				
1	16	Apprentice plumber.....	Message boy.....	Diminutive stature.
2	15	Apprentice fitter.....	Apprentice cooper.....	Unsuitable for engineering trade.
3	16	Apprentice cooper.....	Apprentice coach painter.	Undecided, but now doing well.
4	16	Apprentice grocer.....	Apprentice coach trimmer.	Do.
5	14	Apprentice electrician.....	Apprentice plumber.....	By request of guardian.
6	15	Apprentice sheet-iron worker.....	Handy lad in engineering shop.	Unsuitable for trade desired, as undersized.
7	16	Apprentice compositor.....	Message boy.....	Unsuitable; unintelligent.
8	15	Apprentice fitter.....	Van boy.....	Fairly suitable, but no opening at present; being kept in view.
9	15	do.....	do.....	Unsuitable; unsettled.
10	15	do.....	Message boy (until opening in desired trade).	Suitable.

Statement as to juveniles who found employment in trades other than those for which they registered—Continued.

1 Refer- ence num- ber.	2 Age of appil- cant.	3 Occupation for which registered.	4 Occupation in which placed	5 Remarks.
A.—BOYS—Continued.				
3. Parkhead labor exchange.				
1	14	Apprentice tinsmith.	Van boy.	No vacancies meantime.
2	15	Message boy.	Hairdresser.	
3	14	Van boy.	Basket factory worker.	
4	14	do.	Apprentice cooper.	Do.
5	14	Apprentice engineer.	Bottle worker.	
4. Ocean labor exchange.				
1	14	Office work.	Apprentice sawyer.	
2	14	Message boy.	do.	
3	14	Helper in sawmill.	Van boy.	
B.—GIRLS.				
Glasgow labor exchange.				
1	16	Shop girl.	Warehouse girl.	
2	14	do.	Hosiery machines.	
3	16	General work.	Restaurant.	
4	16	do.	Hotel worker.	

VII. EDINBURGH.

The best known of all the advisory and placement schemes is probably that which has been developed in Edinburgh. The thorough articulation of the advisory, placement, and continuation school activities, all fortunately centered in one place, namely, in the offices of the Edinburgh School Board, has materially helped the work in that city. Able school officials and an excellent advisory committee have centered their energy for the past two years on the promotion of the central information and employment bureau. The Edinburgh plan deserves detailed consideration.

As the result of conferences with social workers, educators, and such women as Mrs. Ogilvie Gordon, the school board decided early in 1908 to establish a bureau for vocational assistance. In that year the Scotland act empowered the school boards to use money from the school fund. No special money was, however, allotted. Information was the main purpose of the bureau. The organizer of continuation classes, whose work had brought him for several years in close touch with employers, was placed in charge of the new bureau. The first effort of the organizer was to direct those who were leaving for work to the opportunities of the evening continuation classes. In 1910 the Board of Trade opened a labor exchange in Edinburgh. This at once placed two agencies in the field, with much danger of duplication of labor. The school board's bureau had for some time done work of placing young people with employers, and was in fact largely used by employers who had vacancies to fill.

The problem of cooperation became a pressing one and was solved in a way apparently satisfactory to the interests concerned. A statement clearly defining the functions of the two agencies was then issued and deserves quotation. It is substantially as follows:

EDINBURGH SCHOOL BOARD.

Cooperation between the Educational Information and Employment Bureau and the Labor Exchange.

I. The question of the allocation of the duties and functions of these two organizations has been under consideration for some time; and the possibility of rivalry and overlapping of work has been clearly felt. It is therefore evident that some attempt should be made to arrive at a concordat by which the respective spheres of operation shall be defined. If the problem of registration be considered, it is plain that no solution will emerge unless the two bodies involved come to a specific agreement in the matter; and the employer and the parent have a right to expect that such solution be found at an early date. Two officers for juvenile registration in the same city would be very undesirable, and though strong arguments may be advanced on both sides, the public will expect that the balance of advantage should be ascertained and given effect to. A similar argument will apply to the other aspects of the work—advice to juveniles, promulgation of information as to the conditions of employment in the district, relation of juvenile labor to the system for further education. The need for a working arrangement is obvious both from the point of view of economy of public money and from that of healthy civic and industrial organization.

The problem is not a local one merely, though it arises at the moment from the conditions in Edinburgh. It is of national importance; for on the one hand laborexchanges exist throughout the country, and on the other, employment bureaus managed by the public educational authorities may, in a few years, be widely established under existing law in Scotland and proposed law in England and Wales. It is therefore desirable that a solution applicable to the whole country should be found, and this should be done at an early date before the authorities concerned commit themselves to steps which may have to be retraced. That Edinburgh may help toward this general solution is clear, if the fact that it was the first education authority in Scotland to establish a bureau be borne in mind. The actual experience of the working of such an organization in a city where a highly developed system for further education exists must necessarily be of great value. Further, it would be preferable that Edinburgh should propose a solution than that one should be imposed from either the Scotch education department or from the Board of Trade.

II. The problem of demarcation may be best considered if the functions of a juvenile employment organization are stated. These are briefly as follows:

1. Advice to juveniles as to the pursuits for which they are by ability, taste, character and education suited.
2. Advice to juveniles as to the opportunities which exist in the various occupations.
3. Collection and promulgation of general information in regard to industrial conditions.
4. Registration, i. e., bringing into contact the employer with a specific position to offer, and the juvenile suited for and desiring such a position.
5. The supervision, in certain cases, of the juvenile after he has obtained employment, so that he is induced to take advantage of all educational facilities pertinent to his work, and is advised as to the various steps in his industrial career.
6. The keeping of the system of further education in real touch with the industrial needs of the locality.

III. It will readily be admitted that in regard to Nos. 1, 5, and 6, the education authority should be the responsible body. All the special knowledge of the teachers

is at the disposal of the education authority, the parents have looked to the schools and to the headmasters for advice and guidance during the school period of the juveniles, the further education of adolescents is closely related to their employment, and generally the education authority already possesses so much of the field that these further areas naturally fall in. In regard to No. 5, it may be specially remarked that many education authorities are now establishing systems of local care committees, which exercise a supervision over all the philanthropic work of the schools, and the board has under consideration the formation of such committees as a system of care committees for the feeding work. These committees are obviously in a strong position to continue, after the school period, that activity which they have exercised during the years of compulsory attendance. A committee dealing with only one school may become a repository of knowledge of all the conditions of the child population flowing through that school, and may unify all the beneficent activities which stream upon it. Supervision of after employment and advice as to educational opportunities would appropriately fall within the scope of action of these committees.

On the other hand, No. 3 (collection and promulgation of information in regard to industrial conditions), evidently should be the duty of the labor exchanges. So much of this work is already done in connection with adult labor, and the business is so largely a study of economic conditions, that the education authority would not be justified in attempting it.

It is in the case of Nos. 2 and 4 that doubt arises, and that, therefore, detrimental competition might occur. On No. 2 (advice to juveniles as to general conditions of employment) it might be argued for the education authority that it is in loco parentis, that the juvenile is in any case coming for advice on other subjects (e. g., No. 1), that it has a knowledge and control of the whole outflow of juvenile population, that because children form its special business it can give to them a regard that the labor exchange, concerned mainly with adults, never will; that it can make a special study of the problem of juvenile employment on a higher plane than a body whose success is mainly measured by its rapidity in filling vacancies and placing applicants; lastly, that the body already in possession of functions Nos. 1, 5, and 6 should, for reasons of organic unity of working, take the others.

For the labor exchange, it may be said that its peculiar function is knowledge of industrial conditions, that it can draw upon the material collected over a wide area, that it can promote healthy fluidity of labor, because it is part of a national organization; that the juvenile after all becomes the adult within at most four years, and that the separation of juvenile and adult must not, if the industrial system is to be continuous, be pressed too far. Reasoning similar to this will apply on both sides to the remaining function No. 4 (the question of registration), with this added, on the one side that the employers are already in close and sympathetic relation with the education authority through the continuation class system; and on the other, that they are already in close and sympathetic relation with the labor exchange through their demands for adult labor.

IV. The balance of argument in regard to No. 2 seems to lie with the education authority, especially if it is borne in mind that juvenile labor must not be considered merely as an economic asset to be moved wherever demand arises. It is probably well that juvenile labor should remain in its locality and under the influences of the home, the city, and the educational system which have brought it thus far. If this be admitted, the argument that the labor exchange is national and the education authority bureau local loses much of its significance; for the local survey then becomes sufficient for the end aimed at. In any case, it would be perfectly easy for the labor exchange to place all its collected information and considered conclusions at the disposal of the education authority.

No. 4 only remains, and here a compromise is suggested. Registration is preeminently the function of a labor exchange; but there is an advantage in keeping juvenile

registration in a separate office from adult registration and in bringing a juvenile registration dealing with the whole outflow from the schools into close contact with the other parts of the work of the education authority's bureau. These points would be met if the registration clerk and machinery remained part of the organization of the labor exchange but were housed in the same office as that of the bureau. Close cooperation would thus be established; parent and employers would deal in one office with all the parts of the problem of juvenile employment, and yet the education authority on the one hand and the labor exchange on the other would each deal with that side of the work which was distinctively and naturally within its scope. This suggestion, due to Prof. Lodge, appears to lead to a satisfactory solution of this difficult and pressing problem.

In drawing up this memorandum careful consideration has been given to the special rules with regard to juvenile applicants published by the board of trade February 7, 1910, to the views of Mrs. Ogilvie Gordon ("Introduction to handbook of employments"), a pioneer in working out this problem, to the study of the subject by Mr. Frederic Keeling ("The labor exchange in relation to boy and girl labor"), and to the valuable data afforded by the actual operation of the Edinburgh Bureau.

The proposals in the foregoing memorandum were accepted by the Scotch Education Department and the Board of Trade and are now in successful operation. The items numbered 1, 2, and 3 were reserved for the school officials. The employment features were left to the labor exchange. Parents and children who come for advice and for situations report at school headquarters, where the organizer of continuation classes and exchange officer are on hand to render the service required. Under the 1908 act Scotch school boards may fix dates for leaving school. In Edinburgh children are permitted to leave to work only on the 1st of March, May, September, and December. The operation of the Edinburgh plan is as follows:

Several weeks before the next fixed date for leaving, each headmaster fills cards giving particulars of age, physical condition, ability, attainment, and employment desired, for all pupils who will leave. Each card also contains the opinion of the teacher as to the occupation for which the pupil is suited, notes as to proposed employment, suggestions for further education, and spaces for general remarks. These cards are sent in to the education officer, who files them in a cabinet.

Meanwhile the fixed date approaches. The parents of pupils leaving school are often invited to an evening meeting at the school. They are addressed by members of the board and by teachers. To these parents, and also to those who do not come to the meetings, a circular letter is sent.

The consequence is that a large number of boys and girls come to the board office to follow up the card. The candidate first goes to the exchange officer's room and receives his card stamped with the reference number of the occupation desired. He passes to the education officer's room and has a talk about his aims, his further education, and the suitability of the career for which he has expressed a prefer-

ence. The parents are urged to be present at this interview, but unfortunately do not always respond. The boy or girl then passes back to the exchange officer's room, and is definitely registered as a candidate for a particular kind of employment. The cards of those who have made this personal application are separated from the others, and they receive priority in filling vacancies.

A circular letter is sent to employers informing them of the joint arrangement and requesting their cooperation. When the employer writes or telephones asking for candidates for a certain position, the register of personal applicants is first consulted. Details of the request and also of the candidates sent are entered on the employers' card. Beyond the two sets of cards (both of which are filled by the exchange officer, but are always open to inspection of the education officer) no other registers are kept.

Both the education officer and the exchange officer make systematic visits to employers, the former to study industrial conditions of the employees, and to gain ideas for improving the continuation classes; the latter to bring to the employers' notice the facilities for securing suitable workers through the exchange.

The following circulars are sent to parents and children:

EDINBURGH SCHOOL BOARD.

DEAR SIR OR MADAM: The members of the board desire to call your special attention to the steps which they are taking to guide and advise young people regarding their future careers in life, and to provide for them the systematic training on commercial or industrial lines that will best fit them for the occupation which they elect to follow.

(1) Educational Information and Employment Department.

The Education Department has recently pointed out that it has been matter of frequent complaint that through want of information or proper guidance children, on leaving school, are apt to take up casual employments, which, though remunerative for the moment, afford no real preparation for earning a living in later life. The temptation to put a child into the first opening that presents itself is often very great. Due regard is not always paid to the capacities of the boys and girls concerned, with the result that many take up work which affords no training and is without prospect, while many others are forced into trades or professions for which they are unsuited by temperament and education, and for which they consequently acquire a dislike. The result is a large amount of waste to the community at large and misery to the individuals concerned.

In order to cooperate with parents in putting an end to this state of matters, the board in 1908 established an educational information and employment bureau. In 1909 the Board of Trade set up in the city a labor exchange whose juvenile department was intended to perform related duties so far as the employment of young people is concerned. It was felt that in the interests of economy and effective industrial organization a scheme of cooperation was desirable. An arrangement was therefore arrived at between the Edinburgh School Board and the Board of Trade whereby the work of both departments is carried on jointly in the present office of the school board, and all persons above 14 and under 17 years of age are dealt with there. This arrangement is working with the utmost smoothness and to the satisfaction of all concerned.

The new organization combines the functions of the educational information and employment bureau and of the juvenile branch of the labor exchange. Briefly these are as follows:

- (1) To supply information with regard to the qualifications most required in the various occupations of the city, the rates of wages, and the conditions of employment.
- (2) To give information about the technical and commercial continuation classes having relation to particular trades and industries.
- (3) To advise parents regarding the occupations for which their sons and daughters are most fitted when they leave school.
- (4) To keep a record of vacancies intimated by employers and to arrange for suitable candidates having an opportunity of applying for such vacancies.

The educational information and employment department (entrance 14 Cornwall Street) is open daily, from 10 a. m. to 4 p. m. (Saturday, 10 a. m. to 12.30 p. m.), free of charge, to parents and pupils wishing information and advice as to education or employment.

To suit the convenience of parents who can not call during the day, the educational information and employment department will be open from 7 to 9 on the following evenings in February and March: Monday, February 24, and Monday, March 3.

You are cordially invited to make use of the services of the department.

(2) Continuation Classes.

Boys and girls who have gone through the work of the day school soon forget much that they have learned if they have no opportunity of extending the knowledge which they have already gained. The board would therefore impress on parents the importance of their children joining a continuation school as soon as possible after leaving the day school.

As you are probably aware, children can now leave school only at certain fixed dates. In Edinburgh these are March 1, May 1, September 1, and December 1. In February of this year over 1,000 pupils may terminate their day-school career.

The close of the day-school course is probably the most critical period in the life of children. There is grave danger of educational and moral waste if they are suddenly set entirely free from discipline and instruction. Between the ages of 14 and 18 careful supervision and training are essential to the formation of character, the creation of a sense of personal and civic duty, and the production of skilled and efficient workmen. It is of the highest importance then that all parents should realize that there must be no break between the day school and the continuation school.

In order that the passage from the day school to the continuation school may be as easy as possible, the board have made arrangements for a short summer session of 11 weeks' duration in 10 of the continuation schools. The session will extend from Monday, April 7, 1913, to Thursday, July 3, 1913. There will be a fortnight's holiday in April. The fee will be 2s. 6d. (Boroughmuir and Royal High Schools 5s.), returnable to all who make 80 per cent of the possible attendances. The board trust that you will do your utmost to see that any of your family who are now about to leave the day school enroll in one or other of the summer classes. (For particulars see inclosed handbill.)

Your attention is directed to the special provision which is now being made by the board for giving in the continuation classes practical instruction having reference to the various crafts and industries in the city. In connection with the new supplementary school at Tynecastle, a number of workshops have been erected, in which over 500 apprentices are being taught the principles of their respective trades. In these workshops there is equipment for the instruction of plumbers, tinamiths, engineers, patternmakers, brassfinishers, molders, builders, joiners, cabinetmakers, tailors, tailoresses, upholsterers, French polishers, and plasterers. The board hope to be able to make provision of a similar nature in other parts of the city as oppor-

tunity occurs in connection with the building of new schools. For the benefit of apprentices in the south side of the city four temporary work-hops have been opened in connection with St. Leonard's School for the practical instruction of tinmiths, metal workers, tailors, upholsterers, and masons.

Details and advice regarding the courses of study most suited to prepare boys and girls for their prospective occupations may be had by parents or intending students on application to the director of the educational information and employment department at the school board offices. The head master of the day school will also be pleased to grant you an interview during the month of February regarding your child's future employment and education.

EDINBURGH SCHOOL BOARD.

EDUCATIONAL INFORMATION AND EMPLOYMENT DEPARTMENT.

Thoughts for a boy on choosing work.

1. Consider what you are best fitted for; ask your parents and your teacher what they think.
2. Think of the future. Many kinds of work done by boys, such as messengers, van or errand boys, end when a boy is 17 or 18, and then it is difficult for him to begin again. Many grown men are out of work who earned high wages when they were boys; but it was at work which led to nothing.
3. Learn a trade if you can get the chance. Think how good it is to know a trade at which you can get work in other parts of the country as well as where you live now.
4. Whilst you are a boy learn to work with your hands—that will make your brain strong. With clever hands and a strong brain you have a double chance in life.
5. Stick to your school till the last possible moment, and make good use of it. And "keep it up" by going to a continuation school when you leave the day school, or you will find, in a year or two, that you have forgotten much that you knew.
6. Remember that in the continuation school you can receive instruction in courses of study directly related to the trade or business which you propose to learn, and that you can continue at a very moderate cost the advanced stages of these courses at the Heriot-Watt College or the College of Art.
7. If the work you take up does not suit you, or does not seem to lead to any hopeful future, stick to it till you get something really better. Do not wander from one work to another, but come back to your school and tell your teacher; he may be able to direct you to those who can advise you in choosing your next work more carefully. You will find nothing perfect; but a good fight and a hard one before you are 18 will make the rest of life more easy.
8. The educational information and employment department, 14 Cornwall Street, is open daily from 10 a. m. to 4 p. m. (Saturday, 10 a. m. to 12.30 p. m.), and on certain Monday evenings from 7 p. m. to 9 p. m. You can there obtain—free of charge—advice and information as to suitable employment and further education, and through the agency of the department you may obtain employment for which you are fitted.

Thoughts for a girl on leaving school.

1. Consider what you are best fitted for; ask your parents and your teacher what they think.
2. Choose healthy work; remember that domestic service offers food, home, and comfort as well as work and wages; that it is the training for the future home life of a woman; and that, with character and ability, it will command good wages in any part of the country.

3. If you prefer a trade, choose one in which you will be likely to find employment anywhere and at any time, learn it thoroughly so that employers will value your services. Do not change from one thing to another without good reason.
4. Stick to your school to the last possible moment, and make good use of it; later on you will see, better than you do now, how much the school work has helped. And "keep it up" by going to a continuation school when you leave the day school.
5. Remember that in the continuation schools you can receive instruction in subjects which are directly related to the various occupations open to girls and young women, and also the domestic training which will enable you to discharge with intelligent interest the responsible practical duties of the home.
6. If the work you take up is not satisfactory, stick to it till you get something really better. In any case come back to the school and tell your teacher how you are getting on.
7. Be brave and cheerful in whatever work you choose. You will find nothing perfect; but perseverance and hard work during the first few years will make the rest of life more easy.
8. The educational information and employment department, 11 Cornwall Street, is open daily from 10 a. m. to 4 p. m. (Saturday 10 a. m. to 12.30 p. m.), and on Monday evenings from 7 p. m. to 9 p. m. You can there obtain—free of charge—advice and information as to suitable employment and further education, and through the agency of the department you may obtain employment for which you are fitted.

In the summer of 1910, before the Edinburgh plan had gone very far, the school board undertook a census of the employments open to minors. The report is worth reprinting, as it shows the range of industrial opportunities in the city, and suggests the type of further schooling required for advancement in the skilled occupations:

Occupations in respect of which more than 500 young workers were found.

	Boys.	Girls.
Helps at home.....	1	856
Dressmakers, etc.....		649
Clerks and clerksesses.....	699	489
Messengers.....	931	361
Shop assistants.....	105	578

Between 200 and 500 workers.

Domestic servants.....	2	207
Engineers and pattern makers.....	244	...
Factory workers.....	100	297
Printers.....	176	147
Compositors.....	83	131
Bookfolders, etc.....	2	240
Tailors and tailoresses.....	92	238
Van boys, etc.....	213	...
Butchers.....	214	...
Grocers.....	205	...

Between 100 and 200 workers.

Bakers and confectioners.....	116	19
Hosiery knitters.....	6	108
Laundry workers.....	5	169

	Boys.	Girls.
Painters.....	124	...
Plumbers.....	113	...
Rubber workers.....	45	107
Stationers.....	54	63
Messengers, telegraph and G. P. O.....	150	1

Between 50 and 100 workers.

Hairdressers.....	58	...
Joiners.....	76	...
Laborers.....	68	...
Machinists.....	...	55
Railway servants.....	88	...
Tinsmiths.....	50	...
Tobacco workers.....	1	51
Warehouse attendants.....	45	40
Drapers.....	55	21
Typists.....	...	86
Chemists and druggists.....	54	23
Blacksmiths.....	50	...
Bookbinders.....	39	33
Bottle makers and workers.....	89	...
Brass workers and finishers.....	50	...
Dairy workers.....	13	82
Electricians.....	56	...
Paper rulers, stampers, envelope makers.....	11	77
Upholsterers.....	28	25
Waiters.....	30	21

The remaining occupations, all employing less than 50 young workers, are as follows.

Bag makers.....	...	38
Boot and shoe makers.....	27	...
Box makers.....	7	29
Brewery workers.....	26	...
Builders, bricklayers, masons, etc.....	21	...
Cabinetmakers.....	29	...
Cap makers.....	...	40
Case makers.....	6	17
Coach builders, painters, trimmers, etc.....	22	...
Coopers.....	46	...
Dental mechanics.....	24	6
Engravers.....	21	...
Gardeners.....	36	...
Glass makers, workers, and blowers.....	18	2
Iron workers and molders.....	28	...
Jewelers.....	24	1
Lithographers.....	28	9
Miners.....	31	...
Packers.....	7	28
Page boys.....	32	...
Photographers.....	12	15
Shirt makers and cutters.....	1	20
Watchmakers.....	23	1
Booksellers.....	87	1

	Boys.	Girls.
Fruiters.....	9	34
Hawkers.....	28	8
Ironmongers.....	28	...
Dentists.....	24	...
Draftsmen.....	18	...

All the Edinburgh schools have received copies of the occupational census, besides a series of booklets for boys and for girls. The girls' handbook, entitled "Occupations for girls," is similar to that used in Glasgow. A copy is sent to each girl approaching the leaving age. The boys' booklets thus far issued are: "How to become an engineer," "How to become a printer," and "How to enter the civil service." In the 20 or more pages of these booklets the following points are covered:

1. List of industries, trades, and professions of the town or district, with names of chief employers.
2. Local demands for young workers in the various trades and industries.
3. Qualifications most required in the various occupations.
4. Conditions of apprenticeship for each trade, etc.
5. Beginner's weekly wage.
6. Minimum and maximum rates of remuneration.
7. Possibilities of promotion, etc.
8. Statements regarding further educational courses and the requirements of employers.

Follow-up work, as it is known in Birmingham and London, does not exist in Edinburgh, but the interest of the advisory council in its work is as great as that of any committee. The function of this council is that of advising the board as to matters connected with the training required for the occupations open to Edinburgh boys and girls, the conditions of employment, and general matters of school efficiency. There are sectional committees of the council composed of employers and workers, with an educator or other specially qualified persons added.

The following is a list of the sectional committees:

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|--|-------------------------------|
| 1. Printing. | 12. Upholstery. |
| 2. Engineering. | 13. French polishing. |
| 3. Brass finishers' work (Tynecastle). | 14. Baking and confectionery. |
| 4. Tinsmiths' work (Tynecastle). | 15. Tailors' work. |
| 5. Tinsmiths' work (St. Leonard's). | 16. Hairdressers' work. |
| 6. Molders' work. | 17. Art. |
| 7. Building construction. | 18. English. |
| 8. Plumbers' work. | 19. Commercial subjects. |
| 9. Plasterers' work. | 20. Domestic subjects. |
| 10. Carpentry and joinery. | 21. Trade dressmaking. |
| 11. Cabinetmaking. | 22. Physical exercises. |

There are members on these sectional committees who have been exceptionally active in the work. The visits of these committees to

the continuation classes have resulted in excellent suggestions, while an important by-product has been to educate public opinion to a remarkable degree in favor of the city's vocational enterprises. It may be fairly questioned, however, if there has not been overorganization, and a rather unwieldy advisory agency established. Without a much greater office force it is impossible to vitalize so extensive a committee system. Nevertheless, the reports of some of these sectional committees show good work done, and selections are here given from a few:

Report by engineering sectional committee.

Mathematics and drawing.

There seems to be a general feeling amongst the teachers that the scheme of instruction in engineering drawing and mathematics might be improved. For example, in drawing, simple machine details are mentioned in the first-year syllabus, but bolts, nuts, and similar details are deferred until the second year. The geometrical drawing of the first year might be more closely related to engineering drawing, and a little solid geometry might be included in the second year engineering drawing.

The syllabus for mathematics is rather vague as to the amount of work to be covered, and no mention is made of graphs in the second year.

Workshop practice.

The first-year's syllabus is intended evidently for boys who have not yet started, or are just beginning, their apprenticeship, and for such it should be useful, as it will make them familiar with the ordinary engineering tools. The second year's work, however, might be of a more advanced character, as it must be remembered that if a boy is in an engineering workshop his training there continues during the summer six months.

A greater interest might be taken in workshop practice if students had a more definite object in their work, such as the making of parts suitable as drawing models. Thus it was noticed in some of the schools that examples of lewis and rag bolts supplied to the drawing classes were not of the usual pattern, and even the making of simple parts of this kind would be beneficial to young students if forged, machined, and well finished exactly to sizes given on a fully dimensioned drawing; perhaps previously made by the same student. The necessity of having the holes in the plates of a riveted joint absolutely fair and free from ragged edges might be brought home to students by purposely putting the holes out of line and then sawing through the joint after riveting to show the distortion of the rivet.

More advanced work might be given, such as the making of simple plummet blocks—say for a 2-inch shaft—right-angled stop valves, 1-inch to 2-inch bore; but the time which any student can spend at a turning lathe is very limited, and each piece of work should be such that it can be made completely in a session by a small group of not more than three students.

High-class tools likely to be of subsequent use to students might also be made in the workshop. Thus a built-up steel square provides excellent practice in filing, scraping, and riveting.

Polished steel bars of suitable sizes can be obtained now for very little more than the cost of raw material, and thus the student could acquire a valuable tool for a few pence.

The time available for this work is about 25 nights of 2 hours each session. In order that a class of 25 students, working in groups of two when at the lathe or forge,

should have 13 nights at fitting, 10 nights at turning, and 2 nights at forge-work, 5 lathes would be required. There are at present 4 lathes, but 2 of them have not slide rests, and are only suitable for hand turning. As there are generally more than 25 students in the workshop, the time which each individual student gets at turning just now is probably not much more than 2 hours each session. More lathes are therefore required.

The question of workshop instruction for young journeymen or boys well on in their apprenticeship who are mentally unable, or who have no ambition, to become anything but artisans, is one which in the first place might be referred to the Heriot-Watt College. It is evident that a different course of instruction is necessary for such students, and an attempt might be made to obviate the effects of specialization in their daily work.

For ambitious boys, on the other hand, mathematics and drawing are more important than workshop practice as a preparation for the theoretical classes of the Heriot-Watt College, and workshop practice, therefore, should be optional in order that such boys may have the same amount of time at drawing in all schools.

Since the above notes were written, the committee have learned that additional engineering workshops will be erected during the summer months.

Report by molders' work sectional committee.

The committee met at Tynecastle School and visited both the molding shop and the pattern shop and found an intelligent interest being taken in the work by a large number of boys.

The molding shop is not yet equipped with a furnace, consequently the instruction in molding is still, from a practical point of view, almost useless. The committee understand that it has been decided to erect a cupola as suggested by them.

One point that greatly commended itself to the committee was the way the pattern-making and the molding classes interchanged, the committee being of opinion that this was the best means of making both trades understand common difficulties.

Report by tinsmiths' sectional committee (Tynecastle).

There is one recommendation we should like to make, viz, that the hours be altered. As most of the boys are free at 5 o'clock at night, and require to be at work by 6 o'clock in the morning, they ought to be in bed at 10 o'clock if health is to be considered. Therefore we recommend that the closing hour should not be later than 9.15 p. m.

Report by plumbers' work sectional committee.

The committee visited Leith Walk, Tynecastle, and South Bridge classes. They were pleased to note the interest which the students took in their work, and also the good attendance at both theoretical and practical classes. The committee desire to make the following recommendation: That at the practical classes the students be allowed to work with larger sizes of pipes—say 4 inches—for bending work.

Report by carpentry and joinery sectional committee.

This committee have paid one visit to each of the classes in South Bridge, Stockbridge, Bruntsfield, and Tynecastle schools. We desire to express our appreciation of the efforts made by the board to give effect to some of the suggestions made in previous reports, and venture to hope that the others may not be lost sight of, especially those contained in the three concluding paragraphs of last year's report.

The increasing interest of the lads attending these classes points to the conclusion that in the near future the board will be faced with the necessity of still further increasing the accommodation for them. Generally, we are of opinion that the prog-

ress of the pupils is commensurate with the conditions and possibilities of the instruction given, but we are also of opinion that the results might be greatly improved by the introduction—

- (1) Of some method of grading the pupils.
- (2) Of some more uniform method of imparting the necessary instruction.
- (3) Of affording opportunities, to the higher grades, of displaying and developing originality of design and construction.

The necessity for giving effect to the first of these will be evident if we state that an elementary teacher who was called upon to teach in the same room, and at the same time, classes with three, four, five, and six pupils, would be exactly in the same position under that arrangement as the teachers of the carpentry and joinery classes to-day.

In regard to the second, if a more uniform system of teaching, based probably on an approved textbook embodying Scottish as well as English methods and names, were adopted, comparison between the different classes would be much easier, and the possibility of introducing examinations in practical work would be at once established.

In regard to the third recommendation, the committee early in the session were impressed with the necessity of encouraging some originality in design and construction in the higher grades, and toward that end suggested to the board that in each of the classes two or more of the more advanced lads should be asked to design and execute to sizes given some piece of work, for permanent use in some of the schools presently under construction for the board. It is thought that if this were done the interest of the lads in their work would be stimulated, and a healthy emulation among the schools set up. This could only be taken in hand, of course, at the beginning of a session.

In regard to the question of examinations in practical work, this committee are of opinion—

- (1) That an examination in practical work for each trade should be held at or near the close of each session.
- (2) That this to be effective must be preceded by a system of grading of pupils, and the introduction of a more uniform system of teaching in the various classes.
- (3) That the tests should be the same for each parallel grade in all the classes.
- (4) That these tests should be set by the class teachers in each trade, collectively, and in consultation with the sectional committee.
- (5) That each sectional committee, with or without expert assistance, should judge and classify results.
- (6) That all the boys taking part in these examinations should have the examination day off work, the examination to be held during the day in preference to in the evening.

Report by upholstery sectional committee.

The committee, having on various occasions visited the workshops at Stockbridge and Tynecastle, desire to express their satisfaction with the work done by the classes, the pupils being most attentive, and the progress satisfactory.

Both teachers are most enthusiastic, and do their utmost to make the work interesting and instructive.

Some of the frames used for upholstery were quite unsatisfactory, and the committee think that wherever possible, all frames and other materials should be submitted, before being purchased, to the inspection of one or more members of the advisory council. It is quite impossible for boys, or men either, to do good work on bad frames.

In consequence of the different stages at which the boys are, it is difficult when classes are large for teachers to give the practical supervision which is necessary to

each individual member. We would therefore suggest that whenever the class exceeds 10 boys an assistant teacher be provided.

Report by baking and confectionery sectional committee.

The committee beg to report that during the session they have visited the classes presently conducted at the Fountainbridge Center, and have been present at the lectures and practical lessons. It is a matter of sincere regret to find that the number of pupils on the roll, and hence in attendance, shows a falling off as compared with previous years. Probably the solution is due, and may be traced, to the new regulations now in force and more still to the want of a properly equipped bakery workshop, such as is provided for and is now enjoyed by nearly all other branches of industry, notably a kindred one—cookery. Bakery and confectionery are not of less importance to the general community. It is our duty to direct attention to this fact, to remind the board of the recommendation approved last year, whereby they agreed to erect a bakery and class rooms, laboratory, etc., at Fountainbridge, and again to express the hope that this will soon be given effect to. Mr. Norman Robinson, Greenock, has proved himself a most capable and highly efficient lecturer, and has thus fully justified all expectations. The teachers, baking and confectionery, in their respective departments, continue to carry on their work in an efficient manner.

The committee are in favor of holding examinations both in written and practical work.

Further, they are of opinion that in the erection and equipment of the bakery, and in the selection of suitable ovens and other necessities, they having practical experience and skill in these matters, might be consulted. The practical knowledge of the committee should prove both helpful and useful to the board or the committee dealing with the question.

Report by Trade Dressmaking Sectional Committee.

The members of the sectional committee have during the session visited Boroughmuir, Bruntisfield, Tynecastle, and Stienies evening schools. Bruntisfield School is the only school in which at present there is a class which might come under the description of a trade dressmaking class, viz, a trade blouse-making class.

The committee carefully examined the work done by the blouse-making class and the system of teaching, and were well satisfied; but blouse making is a very small part of trade dressmaking, and the committee think that the other branches of the business ought to be included in the syllabus.

The members of the committee on their visit took the opportunity of inspecting the work of certain other classes to some extent allied to trade dressmaking, particularly domestic dressmaking and trade tailoring. The system of teaching domestic dressmaking did not appeal to the committee as being suitable for the trade class, but they considered that the method of conducting the trade tailoring classes makes these of much benefit both to the pupils and to the trade, and they are of opinion that trade dressmaking classes should be conducted on similar lines.

The committee would therefore respectfully recommend that the classes for trade dressmaking should be in three sections—(1) bodice making, (2) skirt making, and (3) sleeve making. Pupils engaged in business as bodice makers would take the courses in skirt making and sleeve making, and pupils whose business is skirt making or sleeve making would take bodice making and sleeve making, or bodice making and skirt making, as the case may be. In this way, assuming that the pupils had all an experience during the day in one or other of the branches of the business, they would only require to attend two sessions to acquire a knowledge of the other branches, but the committee think that in addition to what may be called the elementary classes there ought also to be an advanced class, which a pupil would take during a third session,

and which would include all three branches in their practical application. A pupil in the third session ought to be qualified to make a complete afternoon or evening dress, should at the same time be able to acquire a general knowledge of practical fitting, and should be able to pass on to a class such as is conducted in Gilmore Place School in dress design.

The committee would further like to suggest that the teachers chosen for each section of the trade should be qualified assistants, with experience of the special branches, in the business houses in the city. The committee would be glad to be of assistance to the board in the selection of suitable teachers.

Report by the Commercial Subjects Sectional Committee.

The commercial subjects sectional committee have this year visited the three commercial institutes—Sciennes, where only first year's work of the commercial curriculum is carried on, Boroughmuir, and the Royal High School.

The committee in their report last year expressed their dissatisfaction with the present scheme of coordination between Sciennes and Boroughmuir commercial institutes. By this scheme pupils take the first year of their subject in Sciennes, and are then required to proceed to Boroughmuir for their second and succeeding years. This simply paves the way for what is a very serious and grave matter in connection with continuation class education, viz, the enormous leakage of pupils that is yearly taking place after one year's attendance at the classes. From an economic point of view it means considerable waste of money and energy when something like 50 per cent of students qualifying in the first year of the subject do not return. Out of the 200 pupils enrolled in Sciennes last year in the commercial course, 126 could not be traced as having returned for the second year of their course.

For this very serious state of affairs a remedy must be found. Perhaps one way would be to grant certificates to those students only who had completed the full course of two or three years; or to repay the fees only to such as complete that course. In any case something ought to be done to minimize this evil and waste.

The committee notice, with gratification, that the number of students taking commercial English is on the increase, as this subject, along with arithmetic, must at all times be the basis of a good sound commercial education.

The committee again this year, as last, found that unfortunately it is still necessary to devote a considerable amount of valuable time in the commercial English classes to spelling. How this weakness arises is difficult to understand, as students can not be admitted to a first year of the commercial course unless they are in possession of the merit certificate, or a certificate of attendance at a higher grade school, and one has every right to expect better things from pupils possessing either of these qualifications—requiring in the one case a primary school education extending to 7 or 8 years, and, in the other, a primary and intermediate education extending to 9 or 10 years.

The committee would like to see arithmetic taught to the students in a more interesting way. At present it is treated too much as a subject by itself, rather than as a subject correlated to the daily requirements of the students. If it were made more practical, greater interest would be taken in its study by the pupils.

The committee notice that the Scottish phonographic association have acquiesced in their last year's suggestion to base the examination in shorthand at 60 words a minute on purely business matter. No doubt this action will prove a more satisfactory test to the students, who are chiefly engaged in commercial work.

The committee would again urge the necessity of the school board being the authority for junior commercial education, and taking powers to grant the junior commercial certificate, without the one year's attendance at the Heriot-Watt College. This certificate would also include the subjects of typewriting and shorthand. At present there is no certificate for typewriting. A special examining body coopted from the various com-

mercial societies established in the city might be the examining body for the granting of this certificate.

If such a certificate could be granted by the school board it would mean that more enthusiasm and zeal would be evinced by the students, not only to finish the junior course in the commercial institutes, but to proceed to the Heriot-Watt College with a view to earn the senior commercial certificate. With this double qualification in their possession, there is no doubt that the successful students would be better equipped for securing good appointments in commerce.

The main effort of the advisory council is directed toward the promotion of attendance at the continuation classes and at other institutions in which Edinburgh is fortunate. The aggressive policy followed for the past two years with reference to the evening instruction of all working minors has resulted in the enrollment of a large number of young people. Aided by the law of 1908, section 10 of which permits the framing of rules for compulsory attendance at evening school, it is quite likely that Edinburgh will in time enroll all working minors in evening classes, just as Glasgow is attempting to do. When this stage is reached it is to be hoped that the energy and public interest thus far manifested in this city for the evening instruction of working children will be devoted to the raising of the school age and to the daylight rather than the evening instruction of at least those children between 14 and 16. The present arrangements take more out of the growing children than the community should be willing to permit. No 14 or 15 year old boy can be safely confined to about 10 hours of office, factory, or other work and for 2 hours or more at mental labor in a classroom.

The importance of this matter has been recognized in Edinburgh with reference to the teaching staff. The severe strain on continuation school teachers who have other work to do throughout the day has led the school board to decide that the head teachers of the largest schools shall be relieved half time from day-school work on such days as they are engaged in the evening school. Some such safeguard might well be applied to the growing adolescent in wage earning at this period of peculiar moral and physical strain.

The relation of the continuation classes to the guidance and placement work in Edinburgh is so close that some of the circulars dealing with the continuation classes are here given.

EDINBURGH SCHOOL BOARD.

EVENING CONTINUATION CLASSES.

DEAR SIR OR MADAM: By the Education (Scotland) Act of 1908 there has been laid upon school boards a definite responsibility for the further education of adolescents. It is now the duty of a school board to make suitable provision in continuation classes for the instruction of young persons above the age of 14 years with reference to the crafts and industries practiced in the district. Power has also been given to school boards to require the attendance at such classes of all young persons between the ages

of 14 and 17. The development of a system of continuation-class instruction adapted to the needs of young people, to the convenience of employers, and to the requirements of local trades and industries is now engaging the attention of educational authorities throughout the country.

During the last five years there has gradually been established in Edinburgh between employers and the school board a system of cooperation which has enormously increased the attendance at the continuation schools, and which has enabled the board to organize more completely the systematic and scientific training required by those who have entered upon an occupation.

Your special attention is drawn to the following figures, which are conclusive testimony to the success which has attended the system of cooperation set up between the school board and the employers of the city in 1906 and extended during the following years:

Sessions.	Enrollment.	Increase.	Per cent of increase.
1905-6	3,722	228	
1906-7	4,516	794	21.3
1907-8	6,477	1,961	43.4
1908-9	7,621	1,144	17.6
1909-10	8,789	1,168	15.3
1910-11	10,099	1,310	14.9
1911-12	11,755	656	6.4

During the last six years the enrollment has increased by 189 per cent. It is gratifying to learn that the methods by which this success has been achieved have commended themselves to the highest educational authority, and that other parts of the country are now adopting the same policy modified to suit their particular circumstances.

There are still, however, in Edinburgh almost 6,000 young persons between the ages of 14 and 17 who are receiving no instruction either in subjects of general education or in the technical principles of their daily occupation.

In their annual reports on the work of continuation classes the Scotch Education Department refer in the following terms to the progress made in Edinburgh, viz:

Good organization, the cooperation of the education authority with employers, and a public opinion increasingly alive to the importance and necessity of the work have combined to secure a very rapid development of the continuation-class system in Edinburgh. The Edinburgh school board maintains a position in the front rank of enlightened educational authorities by the unstinted exertion and enterprise with which it has grappled with the very difficult problem of continued education.

Without the whole-hearted cooperation of the employers in the city the achievements of the past six years would have been impossible. The board desire to express their appreciation of the important part which employers have taken in increasing the enrollment and improving the efficiency of the classes, and to appeal to them for a continuance of their valuable assistance.

Among the ways in which employers can assist the board at this time the following two may be mentioned:

1. *Guarantee of fees of employees.*—Last year 124 employers became surety for the fees of their young workers. A summary of the attendance and progress of those students show that the guarantee system is attended with great success, and that the guarantor incurs little or no financial loss. In the event of your deciding to adopt the system, kindly fill up and send the inclosed form to Mr. John Stewart, deputy clerk to the Edinburgh School Board, Castle Terrace. At the end of the session you will be asked to pay the fees only of those who fail to make 80 per cent of the possible number of attendances, and of those who, being over 20 years of age, enroll in one of the centers for adults (Broughton H. G., Gilmore Place, and Waverley Park Schools).

2. *Meetings of work people.*—In September, 1911, 125 such meetings were held, with the result that interest in the continuation classes was greatly stimulated. It will be a great favor if you grant permission for a member of the board to address your employees.

In conclusion, the special attention of employers is directed to the efforts of the board to provide proper facilities for elementary trade instruction. During last winter session over 400 apprentices received a certain amount of practical training in the 18 workshops which have been erected at Tynecastle. It is the intention of the board to build in other districts such workshops as appear to be required for the instruction of young persons engaged in the local industries.

The winter session of the classes begins on Monday, September 23, but students should enroll on Thursday, September 19, or on Friday, September 20.

EDUCATIONAL INFORMATION AND EMPLOYMENT DEPARTMENT.

The bureau established by the board in September, 1909, has been largely made use of by the employers in the city. Since its opening vacancies have been intimated to the bureau by 2,826 individual employers, and 4,565 boys and girls have been enabled to enter upon occupations for which they appear fitted.

No fee is charged for utilizing the services of the bureau.

TO EMPLOYERS IN EDINBURGH.

EDINBURGH SCHOOL BOARD.

CONTINUATION CLASSES.

DEAR SIR: The school board desire to thank the various trades-unions of the city for the keen interest which they have shown in the work of the continuation classes and of the educational information and employment department, and to again ask their cooperation and assistance in the fuller development of these two agencies.

By the Education (Scotland) Act of 1908 there has been laid upon school boards the duty of making suitable provision in continuation classes for the further instruction of young persons above the age of 14 years with reference to the crafts and industries practiced in the district. Power has also been given to school boards to require the attendance at such classes of all young persons between the ages of 14 and 17 years.

During the last six years the Edinburgh school board have been endeavoring, with the assistance of employers and workers, to develop a system of continuation class instruction adapted to the requirements of the trades and industries of the city. They are pleased to be able to announce that arrangements have been made for carrying on the following trade and technical courses during the coming winter session, viz:

- | | |
|----------------------------------|--|
| 1. Engineering. | 14. French polishing. |
| 2. Physics. | 15. Course for compositors and printers. |
| 3. Brass finishers' work. | 16. Printing machinery course. |
| 4. Tinsmiths' work. | 17. Bookbinding. |
| 5. Molders' work. | 18. Breadbaking. |
| 6. Mining. | 19. Confectionery. |
| 7. Building. | 20. Flour-millers' work. |
| 8. Carpentry and joinery. | 21. Tailors' work. |
| 9. Plumbers' work. | 22. Tailoresses' work. |
| 10. Gas lighting and appliances. | 23. Hairdressers' work. |
| 11. Plaster work. | 24. Agricultural science. |
| 12. Cabinetmaking. | |
| 13. Upholstery. | |

The special attention of the members of the various trade societies is directed to the fully equipped workshops at Tynecastle, where practical instruction is given by qualified workmen commanding the confidence of the trades concerned to apprentice engineers, brassfinishers, tinsmiths, molders, carpenters, cabinetmakers, upholsterers, French polishers, builders, plumbers, plasterers, tailors, and tailoresses. The board hope to have ready within a year or so, in the northern and southern districts of the city, such workshop facilities as appear to be required for the instruction of apprentices in the local industries.

The organization of general knowledge courses for those who intend to enter certain professions or the civil service, but who are not in a position to pay the fees for private classes, will no doubt be of much interest to your members.

Though the enrollment in the continuation classes has risen from 3,494 in 1905 to 10,755 in 1912, there are still in Edinburgh almost 6,000 young persons between the ages of 14 and 17 years who are not in attendance at either day or evening classes. It is now the endeavor of the school board to bring as many as possible of these within the influence of the continuation classes, and the board feel that the secretaries of the various trades-unions can lend most valuable help in making the classes known, and in encouraging the lads and girls, the young men and young women connected with their societies, to attend one or other of the schools for the purpose of completing their general education, or of specializing in that course of study which bears directly upon the occupation in which they are engaged.

Full information regarding the classes can be had from the prospectus, copies of which may be obtained free of charge from the janitors of the various day schools, or at the school board offices, Castle Terrace. Parents or intending students requiring advice or guidance in regard to the choice of a course of study should consult the organizer of the classes—Mr. David M'Nally—who will be in attendance at the Educational Information and Employment Bureau, Cornwall Street, on the evenings of Monday, September 9, and Tuesday, September 17.

Special attention is directed to the fact that the fee of 5s. (Milton House, North Canongate, and Towerbank 2s. 6d.) for the session is returned to students making 80 per cent of the possible attendances, except in the case of those over 20 years attending the three special centers for adults—Broughton H. G., Gilmore Place, and Warrender Park Schools.

The schools reopen on Monday, September 23, and pupils can be enrolled then, or on the evenings of Thursday and Friday, September 19 and 20, from 8 to 9.30 o'clock.

We shall be favored by your bringing this circular and the inclosed prospectus before the first meeting of your society. We are sure the members are fully convinced of the necessity for proper supervision and guidance of young persons between the ages of 14 and 17. All will agree that these are the years when much may be done toward the formation of right habits of life and a true sense of the duty of the individual to himself, to his fellow-workmen, to his employer, to his city, and to his country.

TO SECRETARIES OF TRADES-UNIONS IN EDINBURGH.

EDINBURGH SCHOOL BOARD.

CONTINUATION CLASSES.

REVEREND SIR: On behalf of the Edinburgh school board we desire to thank you for the interest which you have displayed in former years in the evening continuation schools. We shall be much pleased if you can continue to give your assistance in making these classes known.

It will be a great favor if, from your pulpit on Sundays, the 15th and 22d instant, you will intimate that the evening schools for young men and young women will

reopen on Monday, the 23d instant, and at the same time urge the young people of your congregation to take advantage of these opportunities for improvement.

It has been pointed out by the Scotch education department that school boards in industrial districts have no more important or pressing task before them than the fostering by all means in their power of a movement for the better use of the years of adolescence as a preparation for adult life. To accomplish this great end school boards must join hands with every agency having for its object the industrial efficiency and social well-being of the community. The Edinburgh school board therefore appeal with confidence to the clergymen of the city to aid them, in their efforts to stop the educational and moral waste consequent upon neglect to use properly the all-important years between the ages of 14 and 18. Careful supervision and training during these years are required for the formation of character and for the creation of a sense of personal and civic duty.

In the continuation schools much may be done to fit our young men and women for their duties as citizens and for their occupations in life, and generally to counteract the evil influences so prevalent in crowded cities.

You are probably aware that it is now the duty of a school board to make suitable provision in continuation classes for the further instruction of young persons above the age of 14 with reference to the crafts and industries practiced in the district. The Edinburgh school board have now made arrangements for giving instruction bearing upon nearly all the local trades and industries. Eighteen workshops have been erected at Tynecastle for the practical training of apprentices in the western districts, and the board hope to have within a year similar facilities in the north and south of the city.

Though the enrollment at the continuation classes has risen during the last seven years from 3,494 to 10,755, there are still in Edinburgh almost 6,000 young persons between the ages of 14 and 17 who are receiving no systematic training. The board are now endeavoring to reach these, and they make an earnest appeal for your assistance.

Inclosed is a general handbill and a copy of the prospectus, from which you will see that, in addition to the ordinary classes for young men and young women, special classes are to be held at Broughton H. G. School, Gilmore Place School, and Warrender Park School for adults over 20 years of age.

Thanking you in anticipation for your kind help in this matter.

TO ALL CLERGYMEN IN EDINBURGH.

The directors' statement regarding the work of the educational information and employment bureau to March, 1913, is as follows:

EDINBURGH SCHOOL BOARD.

Director's statement regarding the work of the Educational Information and Employment Bureau.

	For 4 weeks ending Mar. 14, 1913.	Total since Sept. 1, 1912.	Total since opening, Sept. 6, 1909.
Number of pupils reported as leaving school at or since summer holidays 1909, and concerning whom bureau cards have been received.....	683	1,333	12,435
Number of above who have stated their intention to enroll in continuation classes.....	438	891	7,724
Number of above 12,435 who have made personal application to the bureau for employment.....	195	1,321	6,712
Number of above 6,712 who have entered on an occupation.....	202	1,332	6,076

Kinds of employment above 6,075 are engaged in.

Apprenticed.	For 4 weeks ending Mar. 14, 1913.	Total since Sept. 6, 1909.	Apprenticed.	For 4 weeks ending Mar. 14, 1913.	Total since Sept. 6, 1909.
Printing and allied trades	18	699	Embroiderers		5
Engineers	15	318	Saddlers		5
Domestic servants	14	311	Hosiery makers		5
Dressmakers	7	233	Plasters		5
Tailoresses	10	113	Gilders and picture framers		5
Plumbers	5	81	Machinists		4
Tailors	3	74	Surveyors		4
Stationers		71	Art designers		4
Joiners	2	67	Piano tuners		3
Brass finishers	1	62	Iron molders		2
Grocers		53	Pattern makers		2
Tinsmiths	2	52	Portmanteau makers		2
Draughtsmen		51	Organ builders		2
Painters	2	49	Barbets and hairdressers		2
Bakers and confectioners	2	49	Glass cutters	1	2
Electricians		47	Mantle makers		1
Butchers	1	45	Typewriter mechanics		1
Drapers and clothiers		41	French polisher	1	1
Milliners	1	41			
Blacksmiths	1	38		110	2,985
Upholsterers	1	34			
Laundresses	3	37	Office work:		
Instrument makers	1	35	General business houses	10	913
Chemists		31	Legal offices	7	85
Booksellers	1	29	Insurance offices		4
Photographers		28	Public or municipal offices		4
Ironmongers		26	Railway service		3
Cabinetmakers		26	Banks		
Watchmakers and jewelers	2	26		17	1,649
Gunsmiths		18			
Masons	1	17	Girl probationers	7	7
Boxmakers	7	13	Telephone operators	2	2
Gardeners		12	Telegraph messengers	17	92
Wireworkers		12	Shop assistants	7	423
Boot manufacturers		11	Miscellaneous	9	611
Coopers		10	Temporary work	33	946
Architects	1	10	Number of employers intimating vacancies	139	3,765
Couch builders		9	Number of vacancies intimated	181	4,269
Engravers		9	Applications for advice regarding education and employment (about)	192	8,100
Page boys	6	7			
Furriers		6			
Shirtmakers		6			
Leather merchants		6			
Fishing-tackle makers	1	6			
Glass blowers		5			

Employment and vacancies.

	For 4 weeks ending Mar. 14, 1913.	Total since Sept. 1, 1912.	Total since opening, Sept. 6, 1909.
Apprenticed	110	605	2,985
Office work	17	178	1,009
Girl probationers	7	7	7
Telephone operators	2	2	2
Telegraph messengers	17	63	92
Shop assistants	7	106	423
Miscellaneous	9	158	611
Temporary work	33	206	946
Number of employers intimating vacancies	139	777	3,765
Number of vacancies intimated	184	951	4,269
Number of applications for advice regarding education and employment (about)	192	1,135	8,100

In concluding this account of the Edinburgh plan, it may be of interest to reproduce the regulations and suggestions pertaining to

the working of the educational information and employment department:

REGULATIONS AND SUGGESTIONS AS TO WORKING OF THE EDUCATIONAL INFORMATION AND EMPLOYMENT DEPARTMENT.

1. Duties of director.

1. To interview and advise boys and girls, and their parents or guardians if possible, with regard to (a) the occupations for which the boys and girls are suited by ability, taste, character, and education; (b) the further educational courses which bear directly on these occupations; and (c) the opportunities which exist in the various occupations.
2. To prepare leaflets and pamphlets or tabulated matter giving information to the scholars about continuation work.
3. To keep a record of all pupils who leave school; their educational attainments, the employment they enter upon, and their progress at continuation classes.
4. To send reports to employers when desired as to the progress and attendance of the employees at classes.
5. To organize such supervision, as is approved by the board, of boys and girls after they have obtained employment both in regard to attendance at continuation classes and progress in their industrial career.
6. To act as organizer of the continuation classes, and to keep the system of further education in real touch with the industrial needs of the locality.
7. To report periodically on the work of the department.

2. Duties of headmasters.

1. To see that the registration cards for pupils leaving school are duly filled up and forwarded to the director.
2. To furnish such additional information regarding leaving pupils as may be required.
3. To cooperate with the board in their special efforts to guide boys and girls into the continuation classes as soon as possible after the termination of their day-school career.
4. To arrange meetings of leaving pupils and their parents to be addressed by the visiting members of the board in the month of November, or at such other times as is found more convenient.
5. To address collectively before the summer holidays the senior pupils on the question of choice of suitable occupation and early enrollment in continuation classes.
6. To grant to the parents of leaving pupils an interview to discuss the future of their children.
7. To give to pupils in their last year at every suitable opportunity advice regarding suitable employment and education.

3. Duties of parents and pupils.

1. To give all information required for filling up the registration cards.
2. To make application to the headmaster or director for information and guidance.
3. Parents to see that their children stay at school until suitable employment has been obtained.
4. To intimate to the director particulars as to employment when it has been found.
5. Parents to see that their children pass on to continuation classes immediately on leaving the day school, and remain in attendance until they are eighteen years of age at least.

4. Suggested action by employers.

1. To notify all vacancies for learners or apprentices, wherever possible, some time in advance.
2. To furnish details as to the rates of wages and conditions of employment in their respective trades, professions, or callings.
3. To apply for information regarding applicants for employment.
4. To encourage attendance of employees at continuation classes by one or more of the following methods, viz:
 - (a) Guarantee of fees.
 - (b) Special rewards.
 - (c) Exemption from overtime.
 - (d) Payment of extra wages to those who reach a given standard of attainment.
 - (e) Opportunities for promotion to specially qualified pupils.
 - (f) Facilities to attend classes during work hours.
 - (g) Direct personal interest shown by periodic visits to the continuation schools.
 - (h) Arranging meeting of workers to be addressed by a member of the board and the organizer of continuation classes.
5. To offer suggestions as to the equipment and schemes of work for trade and technical classes.

VIII. MEDICAL INSPECTION AT THE START IN LIFE.

Every part of the United Kingdom has its certifying factory surgeons, so called, appointed by the chief inspector of factories. There are altogether 2,000 of these officers who are frequently also medical officers of health, and, most unfortunately, are paid for the examination of children by fees from the employers. The duties of the factory surgeons, under the Factory and Workshops Act of 1901 and 1907, and the order of the Secretary of State, are:

(a) To examine every child or young person under the age of 16 within 7 days (or 13 days in the rare cases where the surgeon's residence is more than 3 miles from the place of work) of his commencement of work in a factory or in any workshop where one or more of the following processes are carried on: File cutting, carriage building, rope and twine making; brick and tile making; making of iron and steel cables, chains, anchors, grapnels, and cart gear; making of nails, screws, rivets; baking bread, biscuits, or confectionery; fruit preserving; making, altering, ornamenting, finishing, or repairing wearing apparel by the aid of the treadle sewing machines.

(b) To make certain examinations and inquiries in connection with accidents, workmen's compensation cases and dangerous trades.

It should be noted that, under the Factory and Workshops Act, a worker under the age of 16 must be reexamined each time he changes his place of employment. "Half-timers," that most pitiful class of spent children, must also be reexamined when they commence employment as "full-timers." Something like 500,000 examinations are made annually. In 1910 nearly 8,500 children were rejected as being physically unfit for employment. In about 6,000 cases the surgeons exercised their powers with more or less care under the Factory and Workshops Act (1907) to grant "conditional certificates,"

e. g., pass the child for employment subject to exclusion from certain processes entailing danger. In 1911 the number of young persons rejected from employment amounted to 10,000. Some juvenile advisory committees have undertaken to follow up cases of boys and girls rejected by the certifying surgeons and to find them suitable employment if any employment is desirable. There is very great need of coordinating the activities of factory surgeons, medical officers, and the advisory committees. No one more keenly appreciates the present unsatisfactory situation than does Sir George Newman, the chief medical officer of the board of education. In the United Kingdom, as in the United States, there has been little intelligent effort to correlate the work of employment health inspection with the social needs of the children.

Cooperation is essential from every viewpoint. There is nothing to prevent the child rejected at the factory gate by the factory surgeon from obtaining employment in an occupation outside the factory act and removed from any legal scrutiny, employment often infinitely more harmful physically than that from which he has been rejected. Because the home and the school figure so little in the present methods of medical factory inspection, the rejected child is frequently unable to explain to the parent the physician's reason for rejection. The factory act stipulates that a written explanation of the reason for rejection shall be given, but this provision is a dead letter. An exceptional illustration of the cooperation here suggested may be found in the efficient work of the medical officer (school) for Dewsbury. In this instance there is the fortunate fact that the medical officer is also the certifying factory surgeon, a situation which gives him the opportunity to see the child in school before employment, and in the places of employment at the time of being engaged.

This physician has made it his business, wholly on his own initiative, to notify the Dewsbury advisory committee for juvenile employment, of the rejections made which needed the attention of the committee. The committee's secretary or some member visits the parent until the children obtain suitable employment or medical treatment. In addition to giving information of rejected cases, another group of children are also reported to the advisory committee. A certifying factory surgeon meets with certain children who may have some defect which careful treatment can remedy and thus prevent later and more serious obstacles to passing a medical inspection.

The following table shows the cases of all kinds reported by the Dewsbury certifying factory surgeon to the advisory committee and dealt with during the year 1911 to April, 1912:

Cases notified as rejected from employment.....	52
Cases where conditions have improved and the children are now in suitable employment.....	19

Cases where children have received medical treatment and are now in suitable employment.....	31
Cases of children unfit for employment.....	2
Cases of delicate children in employment notified.....	24
Total number of cases rejected and delicate visited and reported on.....	76

The following is an interesting table of cases in connection with the Dewsbury work, interesting because of the comments recorded on the conditional certificates:

Year.	Reason	Work allowed.	Work forbidden.
1908	1. Lateral curvature of spine.....	Attend loom.....	Not to lift heavy baskets, etc.
	2. Defective vision.....	Folding blankets.....	Machine work.
1909	1. Defective vision, lateral nystagmus (congenital)	Simple handwork, and general errand work in patent-glazing factory.	Work with machinery.
1910	1. Mentally somewhat dull.....	Paper-box making by hand.	Anything to do with cutting or machinery of any kind.
	2. Too young.....	Making firewood into bundles.	Not to chop wood, work at machinery, or carry heavy weights.
	3. Small stature.....	Errand boy.....	Do.
	4. Do.....	do.....	Do.
1911	1. Left knock-knee.....	Fringing machine, as this allows sitting.	Work necessitating prolonged standing.
	2. Operation for hernia years ago.	Ordinary work.....	No lifting or carrying weights.
	3. Small stature.....	Giving in.....	No weight lifting or work with machinery in motion.
	4. Knock-knee.....	Sew buttons on blouses.....	Not to use machines.
	5. Heart disease.....	do.....	Do.
1912	1. Small stature.....	Giving in.....	Nothing else in connection with weaving.
	2. Do.....	Windliff.....	Nothing entailing overreaching or weight lifting.
	3. Post laparotomy scar.....	Light work in connection with printing.	Prolonged standing or machine work.

The Dewsbury advisory committee has made an investigation not only of working children, but also of school children who work out of hours, an evil which does not as a rule come to the notice of the medical or any other officers.

These surveys of the range of employments in which children are found, and of the working hours of children whose energies are presumed to be dedicated to the State in the work of growth and self-improvement, are suggestive of the possible disclosures, once advisory committees, schools, and medical officers unite, as they should in a comprehensive policy of protecting youth. There have been not a few investigations into the physical condition of working school children. While differences in the health of such children have been found to be dependent in part upon the nature of the occupation, the strain, confinement, etc., all indications point to beginning work at too early an age as a prime source of breakdown and later incapacity. There is a wealth of suggestive material to be found in the reports and investigation of a number of school medical officers. One of them will be briefly summarized.

(a) Paper boys, 89. Get up between 5.30 and 6 a. m.; usually have a piece of bread and perhaps some tea before they leave home; hasten to the station or news-agent's shop, which may be as much as 2 miles away from their homes, for bundles

of papers, take the papers to various houses; length of round varies; time taken varies accordingly from 1 to 2½ hours; then a hasty breakfast at home before going to school. Many of the boys have an evening round also. The average wage is 2s. 6d. per week; some of the boys who sell papers, in addition to delivering them to regular customers, get a commission on the number sold, and earn from 4d. to 6d. per week. Their corrected average height was 1 inch, and weight 2½ pounds less than those of the 383 boys not employed out of school hours. Slight spinal curvature was found to be more frequent among these boys than among those employed otherwise, owing to the heavy bundles of papers carried.

(b) Milk boys, 37. Get up between 4.30 and 5.30 a. m.; have a morsel of food before leaving home, rounds generally take 3 hours or longer, afterwards a hurried breakfast, often eaten on the way to school. Some of these boys go around again during the dinner hour, some when afternoon school is over. Their average wage is 2s. 6d. per week. The corrected average height of these boys was 1 inch, and weight ½ pound less than those of the 383 boys not employed. Those who had worked for two years or more were found to be 2 inches and 3 pounds below the average.

(c) Errand boys, 66. These boys spend most of their spare time in the dinner hour and in the evening in delivering parcels or baskets of provisions; they often carry heavy weights, and are apt to take very hurried meals. They generally earn 2s. or 2s. 6d. a week. Their average height and weight were not found to differ much from the normal, but some who had worked for two years or more were found to be as much as 1½ inches and 5 pounds below normal.

(d) House boys, 77. Employed in the early mornings to clean boots and knives, carry coals and so forth, in private houses. Get up about 6.30; work for 1 or 2 hours before school; are often provided with breakfast by their employers. They earn about 2s. a week. These are picked boys who work under good conditions. Those examined were found to be on the average ½ inch taller and 2 pounds heavier than the nonemployed boys.

(e) Boys employed in miscellaneous occupations, e. g., garden boys and barber's boys, 41. Little or no difference was found between these and the nonemployed boys.

(f) Boys employed on Saturdays, and sometimes Sundays as golf caddies or as errand boys (38) were found to be of normal height and weight for their age.

The success of the experiment in Dewsbury has led the advisory committees in other places to seek the cooperation of certifying surgeons. Some sort of cooperation has been secured or promised in Huddersfield, Leeds, Halifax, Nottingham, Northampton, and in other towns. In Huddersfield the education committee passed a resolution authorizing the school nurses to assist the secretary of the juvenile employment advisory committee in following up cases.

The relation of medical supervision to the right start in vocation is clear enough. Inspection at the leaving stage is indispensable. All vocational counseling, labor exchange service, and aftercare must take their cue from the physician's report. Examination at this stage reveals the results of school life, home environment, incidental employment, and the inheritance of the candidate for a calling. This examination, furthermore, is of peculiar interest to the English people, because the children of this age are nearing the insurable age under the Insurance Act. At no other period in a youth's life is medical supervision more necessary, and from a public viewpoint

more urgent. The prevailing practice in all the countries studied, as with our own, shows a too slight regard for this vital matter. The whole scheme of factory legislation, vocational schools, and social legislation in general, rests on insecure foundations if the medical supervision of adolescent workers is inefficient. Medical investigations in England have shown that physically unfit children are liable to a high degree of accident in the course of their work. An intrinsic value in medical supervision is that it supplies a method of individual selection of the worker, something no general provisions, such as factory acts, can as well accomplish.

The Employment of Children Act, 1903, contains the following provisions:

A child shall not be employed to lift, carry, or move anything so heavy as to be likely to cause injury to the child.

A child shall not be employed in any occupation likely to be injurious to his life, limb, health, or education, regard being had to his physical condition.

If the local authority send to the employer of any child a certificate signed by a registered medical practitioner that the lifting, carrying, or moving of any specified weight is likely to cause injury to the child, or that any specified occupation is likely to be injurious to the life, limb, health, or education of the child, the certificate shall be admissible as evidence in any subsequent proceedings against the employer in respect of the employment of the child.

The local authority is thus given ample power medically to guide the young work seeker. Instances are unfortunately too few where the physician has thoroughly exercised this power.

What may yet be accepted as a necessity in the English scheme of vocational assistance is the appointment of special medical officers for the advisory committees, who shall act in a coordinate capacity with the school medical officer and the factory surgeon. These medical advisers would probably be assigned to work in connection with all the various types of schools, such as evening schools and trade schools, and with the children who use the labor exchanges.

Inspection at the place or time of employment goes only part way. The child-helping schemes so extensive throughout England and Scotland need above all else the reinforcement of a medical department with full powers to investigate occupations in their relation to a sound physical development. The absence of a medical research and health guidance department in almost all vocational assistance enterprises is responsible for much of their ineffectiveness.

IX. COMMENTS.

The preceding pages have attempted to show the magnitude of the schemes now under way in England and in Scotland and to set forth the details so far as possible by means of original documents. Difficulties in the development of these schemes have necessarily absorbed

the energies of hundreds of people interested in boys and girls. To carry out a national project whereby every boy and girl and parents may learn what the employments are, and how to qualify for the desirable opportunities, has been a labor of immense difficulty, as it has been of social and educational value.

Information is being collected about juvenile employment which in time will be of immense use in further legislation. The work of the volunteers, who are getting both experience and training in their association with the advisory committees of the schools, will in time become the nucleus of important movements for improving the conditions of juvenile employment. The devoted volunteer service is certain to work out a technique through more definite schemes of preparation for the important duties it involves. The fact should be borne in mind that advice, training, or placement can not alone reform the existing unsatisfactory conditions of child employment. There is much to be said in favor of the labor exchange, whether it be for juveniles or adults. It is certain social waste to leave the labor market unorganized. From the viewpoint of the child-welfare worker, however, and of the educator, the success of a placement scheme lies not in the increasing number of vacancies which are filled, but in the diminishing of the causes which send young people into premature employment. Working conditions are only slightly and indirectly affected by the kindly supervision of an advisory board. It may be that in time certain labor exchanges, through exceptionally powerful advisory committees, will control the local labor supply to the extent of compelling more favorable conditions precedent to placement, but this is a long, uncertain, and roundabout method.

Experience teaches that legislative action alone can best cope effectively with so complex a situation. Evening industrial training for young workers can not be regarded as more than a passing solution. The growing tendency in the most advanced American school systems is to exclude children under 17 from the evening schools. In the minority report of the royal commission on the poor laws will be found several paragraphs which sustain this position. The report states:

Useful as evening continuation classes may be to particular individuals, it is impossible for boys who are exhausted by a whole day's toil to obtain either physical training or the necessary technical education. We have, therefore, come to the conclusion that if we want to turn into competent and trained workmen the 300,000 boys who now annually in the United Kingdom start wage earning at something or other, there is only one plan. We must shorten the legally permissible hours of employment for boys, and we must require them to spend the hours so set free in physical and technological training.

This report, therefore, recommends:

- (1) The statutory prohibition of the employment of any boy in any occupation below the age of 15.

(2) The limitation of the hours of employment of any youth under 18.

(3) The compulsory attendance of boys between 15 and 18 at a suitable public institute, giving physical training and technical education.

Every vocation scheme for the benefit of young people must inevitably reach these conclusions. Both the voluntary principle and the principle of benevolence break down or are thoroughly ineffective when confronted with the large mass of children whose energies and futures need to be protected. Nor can apprenticeship be regarded as a solution of the juvenile employment problem. England, like America, is quite in the dark as to what skilled and unskilled occupations really are, and consequently is little prepared to formulate the kind of training needed. Moreover, there has been during the last half century an ever-increasing demand for low-skilled labor as a substitute for the handworker employed before the widespread application of power, ingenious machinery, and new systems of operation. It is of course true that the right working out of the present labor registry and advisory plans must help better working conditions, as has been the case in the post-office messenger-boy service. But the fact remains that industry will continue to use an enormous and increasing amount of unskilled or partially skilled labor, and it is inevitable that a large number of young people, probably, the vast majority, will for a long time find their only opportunities in this field.

The most immediate problem with respect to these children is not an extension of evening training facilities so much as it is a thorough-going scheme of protection; not the acquisition of manual skill, as it is the conservation of their physical and moral vitality. Industry holds out diminishing educative possibilities. In the majority of occupations, indeed, there is no place for apprenticeship. Yet service to an individual or a group of individuals is none the less valuable because it fails to solve the problems of a multitude. It is much to be hoped that the excellent skilled apprenticeship and employment committees of London and the provinces will extend their work. They are helping many young people to a more favorable start in life than would have been possible for them without this assistance, while in the performance of their duties those committees are gathering useful data as to modern industrial conditions. Their members have been invaluable, too, in the development of the plans of the boards of trade and education. Apprenticeship provisions should by all means be furthered, but as a general scheme for altering the present stage of non-educative and subdivided employments, it is an impossibility. What the schools must ask of employers, however, in view of industry's vanished old-time educational returns, is at least a revival of the spirit and the motive in what was best in the old apprenticeship. The

employer's contribution to this end is made up of two important factors; he must provide the leisure, through shortened workdays, and give his practical cooperation to the school authorities, who are bound to take in hand the drifting adolescent. Sooner than many people realize, the schools will be required definitely to perform some of the functions which have hitherto been distributed among such agencies as the home and shop. To accomplish this, the schools must undergo changes, as they have already changed in response to other social demands made upon them for a generation past. Comprehensive vocational assistance through specially trained teachers and others must become a part of the new machinery of service—service which should begin in the elementary grades and continue at least to the period of young manhood and womanhood. This seems to be the conviction of thoughtful people everywhere.

There are committees with no very deep conception of their duties. Critics of the Board of Trade point to them as arguments against the entire scheme. It is true that some committees and some bureaus do the perfunctory and conventional work of superficial advising and job finding. But it is hardly just to indulge in sweeping condemnation because there is lack of vision and understanding in particular instances. The best of the committees know that the school age must be raised, that volunteer advisory service must at least be reinforced by the responsible service of the paid specialist, that opportunities for vocational training must be indefinitely extended, that young workers should attend compulsory, daytime vocational and other educational courses, and that no young people should be employed except through the direction and with the guidance and supervision of juvenile advisory committees.

The question is sometimes asked as to the place of the parent in so comprehensive a plan of helping children vocationally. Those who face the facts of modern life know too well how little the parent figures as a directive influence under present conditions. The children practically do all the deciding, the parents even remaining in dense ignorance oftentimes as to what their children are doing. Among the contributions of the vocational-assistance movements in America, England, Scotland, and Germany not the least are the awakening of an efficacious sense of responsibility on the part of parents and the fresh guidance resources brought into the home.

X. NOTES ON GERMANY.

Although German literature on the subject of vocational counseling and the choice of a life career is considerable, and some of it of a most thorough and excellent character, there is at the present time not more than a beginning of distinct and organized activity in this field. German social enterprise has concerned itself, thus far largely,

among other things, with the immense task of establishing the continuation and part-time school system, which has become a world model, and the system of labor bureaus which place boys and girls who seek work.

Nevertheless the schools have not been indifferent to the career problems of the children. Before the school-leaving period draws near, and shortly before the fourteenth birthday, teachers and others call attention to the various wage-earning opportunities open to the children. They describe the supplementary training provisions of the municipality and the procedure in getting work through the labor exchange. In a few cities and towns municipal vocational information offices have been started—usually in connection with some well-established agency, such as the statistical bureau—for the purpose of advising parents, children, and teachers as to industrial conditions, the state of the labor market, and the nature of the demand for workers. These “consultation hours for parents,” so called, are among the most interesting and promising activities in the recent German movement for organized vocational guidance. A notable instance of this type of work is to be found in the city of Halle, where the director of the statistical bureau, Dr. Wolff, has for several years conducted on his own initiative a department for vocational counseling. The abundant economic material of the office is made available to those who seek information as to the nature of various employments. Office hours are advertised when the director or an assistant will be found on duty for vocational counseling.

The schools, too, are keenly interested in preventing the children from becoming careless job seekers, and they take a personal interest in directing children to the nearest labor exchange and to other placement agencies. Parents are invited before the children leave school to attend informal conferences, at which a brief talk is given to point out the mischief of drifting into employment without forethought and plan. Pamphlets are often distributed showing what the various occupations are and their educational requirements; also the institutions, public and private, which give the required training. Specific advice is avoided by German teachers, who realize that giving occupational information is the work of a specialist and that people unprepared for this task should not assume the serious responsibility it entails. The school authorities nevertheless endeavor to use their influence in securing attendance of the leaving children at the labor bureau until they have been placed.

Once started in employment, the boy, and in some places the girl, will be required to attend the appropriate continuation or part-time vocational school for two or three years four or six hours a week. If the boy is in mercantile work he will go to a commercial school,

and if in industry he will attend courses dealing with the practical or related theoretical work of his trade. For that army of children who are in unskilled callings classes are formed to give instruction in subjects common to a large group of miscellaneous occupations and helpful also in developing character and citizenship.

The question as to what further instruction a boy or girl is to receive is settled by the nature of the employment undertaken. Therefore, it is not the choice of a career which confronts the average German schoolboy, but the question as to how well he will do the work he is almost destined for. To be sure, the children have some choice as between entering the ranks of the skilled or the unskilled pursuits, the latter paying children, as is everywhere the case, relatively more attractive wages than the former. But for the most part, the social and economic position of the children settles the general class of employments which they are likely to go into.

In this fact lies the explanation for the absence thus far in Germany of a scheme of guidance comprehensive and supported by law. Guidance, it has been thought, was a somewhat needless procedure in the case of young people whose career was more or less a predetermined matter. Recent events show the discontent of thinking Germans with such a mischievous assumption and the situation which it has created. Many towns are distributing occupational handbooks and a large number of social agencies are working for organized schemes of vocational information and guidance to precede the employment stage.

Certain far-reaching changes in industrial conditions have brought about the new demand for vocational guidance. Germany's most successful part-time vocational schools are to be found where the factory system has not yet transformed the old-time methods of production. In southern Germany, where shops employing from 10 to 50 workers are the prevalent type, apprenticeship is still a possibility. Individual skill counts for much where the worker is not altogether a process or an automatic worker. Initiative and manual dexterity find scope in the small shop, where often a variety of tasks are to be performed by an individual. This is not the case in the factory-dotted areas of north Germany.

The part-time school as a State enterprise in apprenticeship training is only a logical continuation of the system which the employers themselves not very long ago supported in self-interest and managed as part of their function.

But in the rapid changes, from small to large methods of production, from a rural and semirural to an urban and mobile population, and with increasing subdivision of labor, an apprenticeship system can not alone meet the needs of thousands of young people facing the wage-earning life. Nor does the apprenticeship system, even though

supplemented by the vocational school, assure a right start in life for all classes of children. Criticism has therefore grown in volume, and in the public addresses of leading German economists, educators, and social workers will be found cogent arguments for the establishment of supplementary guidance plans to help children and parents.

Despite the admirable placement and training provisions to be found in a number of German States, the fact remains that there is an unregulated and menacing drift of young people into trades, a drift which causes oversupply of workers in some industries, while in others there is a scarcity of workers. The economic results of this chaos have been pointed out at recent conventions of economists and labor organizations. The probable breakdown of training provisions and a condition of chronic unemployment and underemployment for a large percentage of the workers are the consequences. Thinking Germans no longer rely on the law of supply and demand to work magic in correcting the maladjustment. The tendency on the part of those leaving school to make straight for the immediately profitable unskilled occupations threatens the efficacy and appeal of the vocational school. In the trade and labor census of 1907 there were 350,000 young people noted as employed in miscellaneous callings, aside from the familiar trades. Of these not more than about 150,000 had had any vocational training, the rest being employed as helpers, in no need of specific efficiency training. There is no reason to believe that the number of such neglected factors in the working population has diminished. On the contrary, all indications point not only to an increase in their number, but to the possibility of a majority of young workers finding themselves before many years in the ranks of the blind-alley workers. Neither well-disposed individuals nor local communities are strong enough to deal with a situation whose roots are deep and wide. For this reason a number of experiments have been undertaken for the purpose of trying out what it is hoped may lead to a State-wide or Federal plan for vocational guidance.

Of late years, in Munich and in Pforzheim, parents, teachers, physicians, and officers of the labor bureau and labor unions have cooperated in conferences for the purpose of emphasizing the thoughtful selection of life work and of calling attention to less familiar and to overcrowded trades. Several labor organizations, too, have attempted a counseling service, but with little success, owing to their inability to give this work the time and resources which it requires. In 1908 the Halle bureau of statistics, already mentioned, opened its office evenings to information seekers. The schools were notified of the bureau's readiness to give information as to wages, conditions, and apprenticeship requirements of the various industries in the city. A secretary now keeps records of the advice

given and endeavors to follow the progress of the children who have been counseled. The local labor bureau, of course, mediates in placing the children. The organizer of this experiment, Dr. Wolff, believes that the child's natural counselors, the parents, are often too busy and too little informed as to the nature of the various employments to be effective advisers. Parents' consultation hours were therefore established in the director's office to enable fathers and mothers to discuss with experts the vocational problems of their children. The consultation office has been open also to adults who sought information about various trades and conditions. The work has developed beyond the stage of mere information giving, definite suggestions being now given to young applicants, based on the bureau's study of their educational equipment, health, personal inclinations, and the financial condition of the family. When the decision is finally made by the parent and child, the help of the bureau is sought in securing an opening, and especially an apprenticeship opportunity for the boy. Private agencies and individuals are often enlisted in the search for a promising place. The bureau of statistics endeavors to keep its advisory material fresh by frequent study of the labor market, of demand and supply, and the promising avenues of employment. A record is kept of employers who will cooperate in an apprenticeship agreement. Various trades and commercial organizations have been enlisted in assigning members to give public lectures on the various trades, businesses, and professions. In 1908, the year of opening, 27 applicants made use of the Halle consultation hours; 54 in 1909; 79 in 1910; and 104 in 1911. The range of visitors to the office has now grown to include a large number of business men, manufacturers, teachers, and public officials who desire help in a large variety of occupational problems. Of 264 individuals counseled during the first three years of the consultation hours' service, 128 had had only elementary schooling, while the others were distributed among the higher schools. Two-thirds of all who applied were 14 years of age or under. Eighty-five were started in life under apprenticeship arrangements.

Halle has not neglected its girls. Consultation hours for girl apprentices have been started by a body of public-spirited women, while the task of starting girls as domestic servants is looked after by the housewives' association of the city. Halle's example has been followed by half a dozen other cities, the statistical bureaus, which in Germany represent a high type of efficiency, usually acting as centers of vocational information for schools, parents, and children.

At the conventions held during recent years by associations of labor-exchange officials, of economists and social workers, notably those held in Dusseldorf in 1910, and more recently in Breslau and

Elberfeld, the papers which attracted particular notice were those advocating municipal vocation bureaus.

This proposal has borne fruit, for we find similar recommendations appearing in the political platforms of various parties, especially in relation to social policies for cities and towns. In August, 1913, Dusseldorf opened a guidance office for the city and surrounding districts, accompanied by placement bureaus for apprentices. Frankfurt is carrying on a series of motion-picture lectures showing the various employments, the object being to interest boys and girls in thinking about their future vocations. The Berlin labor-bureau central office conducts public motion-picture shows with a like purpose, the first of these having been given in May, 1913. In 1912 the Leipzig manufacturers' association started a guidance bureau for young people. In this enterprise they have not had the support of the workingmen, for one reads in their organ, the Leipzig Labor Daily (Leipziger Volkszeitung) of May 14 and 15: "The vocational-guidance bureau ought not to be in the hands of an employers' organization until we secure a very effective law for the protection of apprentices against overwork and underpay;" and "Such bureau should be a State or municipal institution."

There are other advisory offices throughout Germany, too numerous indeed to record in this brief survey of significant beginnings in organized vocational guidance inspired by social service aims. Some of these offices are supported by philanthropic societies, some are connected with established charities, some are employers' devices to get more suitable employees, and others are slight experiments looking to a public undertaking of the work.

The vocational guidance service of some of the German labor bureaus has been so excellent that a brief account of their work will be of interest. In Strassburg, since 1902, the municipal labor bureau has endeavored, with the official support and direction of labor organizations and the chamber of commerce, to start boys in life as well as possible. The control committee is made up of employers and employees from various occupations of the district. This committee seeks information as to suitability of the employers who announce the vacancies. All boys who are about to leave school, whether with work in prospect or not, are obliged to report themselves with their parent to the labor bureau, the school officials taking pains to secure this attendance. The teacher distributes cards to be filled in by all the boys and girls leaving the elementary schools, and their parents are summoned for an evening conference with the school authorities, who explain the purpose of the cards. Within a few days the cards must be taken to the labor bureau. Each boy at leaving time is examined by the health officer as to his physical condition, and notes are entered upon the boy's card. This card is

examined by the labor bureau officials, as well as by employers' committees. All boys and girls report back regularly with their control cards until they have been placed as suitably as circumstances permit. To help in cases where poverty would force an unwise choice of employment, scholarship grants, or subsidies, have been started with Government aid, and there are other instances of special financial assistance to start the boy properly.

The Munich labor bureau, like that of Strassburg, just described, works in intelligent cooperation with the school department. The boys go out of school to a large variety of apprenticeship openings, such as mechanics, bakers, locksmiths, woodworkers, etc. They are carefully examined medically. Every effort is made to prevent waste and drifting in undertaking employment. The German people have a horror of waste in any form, particularly the waste due to intermittent employment. Everywhere vocational advice stresses the importance of preparation for permanent work.

Germany, like England and our own country, is not without its grievous problems of child labor. Not all the children can avail themselves of the advice given; and there are instances enough of parents who are ignorant and irresponsible. Efforts toward better regulation of juvenile employment, the raising of the compulsory school age, and the prohibition of certain employments to minors are energetically going forward. Nevertheless, Germany has laid foundations of social and educational policy which are of immense assistance in the present efforts for vocational guidance. It is a truism in German educational thought, that no occupation, whatever may be its character or problems of organizations, can be permitted to go on indifferent to the developmental needs of its young workers. Compulsion has long been looked upon, at least in some parts of Germany, as the foundation of success in any scheme of training young workers. This principle is becoming the universal practice in the Empire. Influenced by this, there are advocates of a like policy with respect to the start in life of the boys and girls; that is to say, while decision must always necessarily be a free act, and besides the free act of parent and child, there should be suitable provision, publicly supported, for the supplying of vocational information and expert guidance to young people who are headed for employment. While the industrial field is an object of special emphasis with the leaders in the German movement, there is no failure to recognize the fact that such guidance is indispensable to all career seekers, whether in the professions, commerce, trades, or Government service.

When contrasted with the widespread organization of counseling service in the United Kingdom, the foregoing account of German beginnings would seem to indicate a rather tardy recognition of the problems which confront the school children at the transition stage.

Such impression would not do justice to the facts. The truth is that in no other country is there a larger body of intellectual leaders who have been thinking deeply on this transition problem. University professors, recognized authorities in social and civic affairs, distinguished economists, party leaders, publicists, and men and women at the forefront of advance movements in the Empire are among the conspicuous participants in the beginnings which this chapter has only briefly sketched.

XI. SCHOOL AND EMPLOYMENT.

Some of the instructive experiments by school and other agencies abroad have now been described and their social bearing noted. This final chapter will attempt to suggest an outline for an American school policy with respect to the relation of our schools to the start in life of their children, profiting so far as possible by the lessons and cautions of foreign experience. In the absence thus far in this country of considerable experience in connecting schools with employment and in organizing safeguards for the start in life, it is of course obvious that little more than a tentative draft of a policy and of the possible next steps can be ventured; yet for all that actual practice may suggest in the way of detail, machinery, and administration, there are certain principles, fundamental to any service connected with the start in life. Experienced social workers, educators who make their school work function as social service, and efficient workers connected with the movements for vocational guidance and education are in no doubt as to the need of taking the next steps and as to what at least one or two of these steps should be.

To competent students of the problems considered in this study, it is clear that a thorough scheme of vocational advising and of training necessarily involves provisions for placement, for supervision, and for methods of organized study which are calculated to yield material for enlightening public opinion and for legislative action. Vocational service of any kind is so large an undertaking that specialized phases of it may well occupy the whole time of any organization, but it is submitted that any scheme of vocational service which does not in some way come in direct contact with the problems connected with the actual start in life of youth is in danger of finding itself an unreal undertaking, busied with lifeless abstractions regarding shadowy beings, instead of men, women, and children.

Participation, then, is here advocated as fundamental to any successful scheme of vocational service; such participation as we know to be the best feature of the neighborhood worker's activities.

Contact with the practical world insures that salutary concreteness of criticism and appraisal which sound growth requires. Some personal touch with boys and girls and men and women, and the trying out of one's theories and capacities as a vocational counselor in real experience, are the key to successful vocational assistance.

Workers in the fields of vocational education and guidance, therefore, whether they be in vocational schools, labor exchanges, advisory committees, or vocational guidance enterprises, are expected to face their task from two standpoints when helping young people to a start in life. They are forced, necessarily, to deal with the working world as they find it, and they are equally obligated to illumine their work with an ideal of what ought to be the conditions. A knowledge of existing conditions is the foundation of the daily, personal service, which a vocational agency is called upon to render; but without the corrective of a social vision any vocational scheme, whatever may be its immediate practical benefits, can hardly be regarded as an important instrument of human conservation. The knowledge here suggested can not be based on mere fragmentary accumulation of many kinds of occupational details, gathered in the course of visits to work places; it must be knowledge founded on organized data gathered by the specialist trained in the technique of vocational investigation. The vision and ideal here suggested must not be a vague and futile longing for something different, but an intelligent purpose founded on clear sight of a goal, and expressing itself in aggressive and telling ways.

It is now trite to say that school life is sharply ended at the option of children who go to work as soon as the law will let them. Likewise is it now a truism that this leaving time has been mostly neglected and the children exposed to peculiar dangers. The child's entry into working life has not been on the whole looked upon as a special concern of the school. Individual teachers and school principals have always, doubtless, taken an interest in individual children, or even in entire classes. But, outside a few cities in this country, one will not find any systematic and worth-while effort to compile and interpret the work histories of children who have left school for employment; and few indeed are the agencies which concern themselves with the transition problems of youth in the abyss between school and work. There are, to be sure, the vocational schools and vocational departments of our high schools, which, as a matter of course, are more or less active in securing employment for those whom they have trained. Not many a school has gone beyond the mere placement stage for its pupils, and not many have scrutinized the occupations sufficiently to influence their own curriculum. But if the vocational schools, close to work conditions though they

presumably are, and more pressingly required than other types of schools to concern themselves with the start in life, have, on the whole, so little organized the machinery and formulated the principles of service in helping young people during the transition period, what shall we say as to the public schools generally?

The children who leave the schools of our country, whether they graduate or drop out, are obliged to find themselves, somehow or other, as workers. The schools have done little, specifically, to point the way. In a sense, the schools deserve much praise for the little they have been doing toward a vocational start in life; for with no resources, time, or preparation, their efforts in this difficult field could only have been absurdly inadequate and possibly harmful. Several causes account for the failure on the part of the public to support the schools in organizing the much needed start-in-life service. In the first place, the schools have been kept so busy with what is called preparing for life, that the teachers have been given no leisure for more active contact with that life. On the whole, the American public has not called too vigorously for such vital participation on the part of the teachers. In fact, the situation has not been greatly encouraging to that growing number of teachers who are disheartened over much of the present lifeless routine of fitting for life. The community has been, on the whole, too little alive to the moral hazards and the hard perplexities which the young job seeker experiences. Finally, a persistent idea regards work seeking and employment as a private concern of the individual, and the employment bargain and all that follows it as nothing more than the personal affair of the bargaining parties.

Now our best practice and belief continually belie this obsolete notion. That society feels its vital stake in all that attaches to the employment contract, particularly of minors, is abundantly demonstrated by the great variety of protective measures going forward, such as school-working certificates, health and factory inspection, licensing rules for employment agencies, and the increasing number of child-labor laws and of State-aided vocational training opportunities.

The English system of juvenile advisory committees rests on a clear recognition of society's duty to protect and befriend its young work beginners. The increasing importance of school people in the work of these committees is suggestive of the place which the schools will occupy in the near future as guardians of the adolescent.

From two directions the schools are compelled more and more to consider their relations to the start in vocation. On the one hand, the movements for vocational training and guidance bring the school face to face with the occupational world; on the other, the organization of the labor market through public employment offices, a field

in which we have been thus far lamentably backward, will oblige the schools to work out a policy with respect to these agencies. As yet few States maintain public employment offices; but, doubtless, there will be many more, as the wastefulness of present work-seeking methods is realized. Nevertheless, not many schools will be satisfied merely to refer their leaving children to a near-by public employment office, with no voice, oversight, or power.

To a considerable degree the success of vocational guidance and training efforts is conditioned by the thoroughness of their articulation with working conditions and with social movements. Within a well-defined sphere of its own in the school system, vocational service is of the utmost value. It endeavors to help pupils to self-knowledge, and to reconstruct school programs in order that they may more sensitively minister to the self-discovery and economic needs of different pupils. Vocational service—both guidance and training are here included—is an instrument for talent saving, and for interpreting school life in terms of career building. In its larger relationships, however, vocational service is only one phase of the social organization of school and vocation. It introduces into education the motive of the life career and the idea of fitness of the individual, apart from class or group; it introduces into employment the idea of fitness of the task, and appraises the occupations in terms of career values as well as social worth.

The passing of the labor exchanges act was facilitated by the belief that a personal advisory service in connection with work seeking would help lessen the waste due both to job hunting and to misemployment. No little addition to the volume of unemployment comes from what Mr. W. H. Beveridge, director of the labor exchanges, calls "qualitative maladjustment." No more promising institution than the public school exists to undertake the task of qualitative vocational adjustment. The question arises as to whether the public-school system would best undertake alone to deal with the start in vocation or leave it to other agencies, while reserving for itself the task of providing for needs which arise in the course of employment, such as further training opportunities. It is submitted that the schools will have to concern themselves, actively and dominantly, with every phase of the vocational start in life. Is the average school system ready to undertake this new and enormously difficult business? It is not. Indeed, so little is it prepared to do this work at the present time that a hasty undertaking of it would probably indicate a lack of understanding. It is doubtful, in the first place, if a school department can alone effectively organize the labor market for young workers. The pronouncements on this subject by Scotch and English authorities, given in preceding chapters, are convincing. On the whole, experience seems to support the proposition that the

school system is not the most suitable agency to attempt the organization of the labor market for the young, and the correlative proposition that the carrying on of juvenile employment agencies without control over them by the school, is not in the best interests of the children.

It is assumed that work seeking in this country will more and more be under the direction of the public through State or possibly municipal agencies; for we are almost the only advanced industrial country to continue the present demoralizing chaos of an unorganized labor market. Public labor bureaus, when rightly managed and properly understood, are capable of considerably larger services than labor registration, important though this is. Developments in the best of these bureaus in England and in Germany promise a new type of civic center and agency for industrial betterment. Everywhere the best practice is to separate the juvenile from the adult departments of these bureaus, and the girls' from the boys' departments. More and more the young work-seekers' problems are being treated as something distinctly different from those of adults. We are confronted, then, with the need of not only organizing placement provisions for the young, but, in addition, a comprehensive instrument of social and educational protection.

The public school must remember the fact that, primarily, an educational institution with social aims. What a century of child-welfare effort and experience has taught the friends of working children, the schools can, least of all, afford to ignore. More than any other institution, the school must stand for a high minimum of protection for all children. It is not to the credit of our schools that, on the whole, they have been unaware of a situation which many an employer has known for some time, and this is, the economic uselessness of children from 14 to 16. Schools have sometimes been willing to plunge into small or large employment schemes as if full-time work were the right thing for growing children.

Of the public schools, more than of any other institution, public or private, we have the right to expect a clear vision and a determined stand with respect to the interests of childhood and youth. Private societies do and may, by way of experiment, make concessions and compromises in order to carry out their various purposes, but in the practice of the public-school system we look for exemplification of the permanent principles which should control all the activities in which young people find themselves.

There are three distinct aspects of the problem of adolescent employment: The educational, economic, and social. Through extension of vocational training opportunities, and especially through the provision for prevocational schools, which, when their purposes are better understood, will become *self-discovery schools*, and as such

afford young people and their teachers a most important basis for vocational guidance, the schools are beginning to deal with the first of the three aspects named.

As public labor offices grow in number, the economic side of the problem will be given at least a preliminary treatment. This will be not more than preliminary, however, for a juvenile employment department is, notwithstanding general opinion, a placement agency only secondarily. It is in facing the third or social aspect of the entire problem that we find the basis for satisfactory organization.

This proposed social basis for juvenile labor organization is intended not so much to protect the boy worker or girl worker under 18 against employers as against themselves. The greatest difficulty in dealing with the boy who is about to leave school for work lies in the fact that he regards himself as a worker who has outgrown the learner. Not until disastrous experience has overtaken many of these children do they begin to realize how much a learning attitude would have meant in building a career. A large part of this difficulty is due to leaving the question of the boy's future unconsidered until school-leaving time.

As we do things piecemeal in this country, we are likely to find in a number of places a vocation bureau in the schools, with perhaps a number of vocational training classes; a separate employment bureau of the city or State to which boys are sent or drift; and perhaps a private or semipublic advisory body with no real power, making futile efforts to help the troubled children with a disorganized machinery of service.

We need to write into the law establishing labor offices that a juvenile department shall be managed by a central executive committee appointed by the school system, which committee shall be made up of school people, employers, social workers, and employees, to advise as to the school vocational guidance and training activities on the one hand, and manage the occupational research and placement supervision activities of the labor bureau on the other. This committee should be empowered, through health officers and other trained specialists, to study children; to take them out of work places, if need be; and through scientific investigations to list occupations from the viewpoint of opportunity as well as their manifold reactions on the worker. Children under 16 are to be under training, part time at least, until the public is ready to care for their entire 14 to 16 year period.

From what has been said regarding the duties of a juvenile employment agency, with its suggested two-fold powers, namely, close supervision of the vocational activities of the school system and control over placement and its associated features, it is clear that "employment agency" is a misnomer. Perhaps a better name for such a

body and agency would be the "vocational service bureau." Service, intelligent, deliberate, and coordinated with the work of all existing up-building agencies, is indeed the main business of an employment office for minors. There are problems connected with such employment of the greatest importance to the public, and on these we have little or no information. These are the amount of juvenile underemployment, misemployment and unemployment; the causes of maladjustment and how far training and what kind of training can lessen these causes; and the specific, thoroughly analyzed requirements of the occupations. To enlighten the public as to these matters and secure such constructive legislation as may be necessary is perhaps the most far-reaching work which such a service bureau can do. It is not difficult to conceive that a public enterprise which combines help to groping youth with social planning will in time have laid foundations of a service which will safeguard, strengthen, equip, and inspire boys and girls for their appropriate work to an extent nowhere as yet to be found.

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- Report on Scotland. 1909. London, Wyman & sons. (Cd. 4922.) (2/8.)
- Scottish education department. Mem. on the medical examination and supervision of school children. Issued 31st March, 1909.
- Circular 433. Aug. 10, 1910. Continuation classes and employment agencies.
- Standing committee on boy labour in the Post office. London, Wyman & sons, 1913. 20 p.

LIST OF WORKS IN GERMAN.

Albrecht. Berufsberatung. (Sammlung) Kultur und fortschritt, nr. 382-83. Gautech b. Leipzig, F. Dietrich, 1911.

Shows the advisability of guidance offices, directed by properly instructed persons, in contrast with service given by employment agencies. In the same publication has appeared: Fuerth, Henriette. Die berufstätigkeit des weiblichen geschlechts und die berufswahl der mädchen mit wegweisern für die weiblichen.

Altenrath J. Berufswahl und lehrstellenvermittlung. M. Gladbach, Volksverein, 1911.

This treatise gives a very good survey of the development of the apprentice system; it treats of the difficulties in unguided choice, and regards organized guidance as the foundation of an up-to-date apprenticeship movement.

Arbeitsmarkt. W. 35 (Jahrgang 1910).

Bechtold, F. Der volkwirt als ratgeber bei der berufswahl. In den Volkswirtschaftlichen blaettern, 1911. N. 11.

Beitraege für jugendfuersorge. Nuernberg, K. G. Fischer, 1910. (Jugendfuersorge und lehrstellenvermittlung.)

Bericht über den kaufmännischen lehrlingsnachweise der handelskammer in Bochum für 1911. (Arbeitsmarkt jahrgang 15, seite 425. Berlin W., Georg Reimer. 35.)

Bericht über die taetigkeit der lehrstellenvermittlung des staedtischen arbeitsamtes Stuttgart. (Arbeitsmarkt jhr. 15 S. 537.)

Report of the apprenticeship agency of the Stuttgart labor office from October 1, 1911, to July 31, 1912.

Die berufswahl der schulentlassenen jugend. (Sammlung) Kultur und fortschritt, Gautzsch, bei Leipzig.

This volume shows what callings pupils from the towns of Breslau, Wiesbaden, and Berlin have chosen on leaving school. The pupils not only of the board and intermediate schools but also of higher educational institutions are recorded.

Centralisierte auskunftsetelle für frauenberufe.

Berlin gives special information to the parents of girls who leave school, and to all that demand advice in these matters about vocational guidance of women, in a special office.

Deutscher ausschuss für technisches schulwesen. Berlin, Charlottenstrasse, 85.

Hahn. Die berufswahl und koerperliche anlagen. Heft II des deutschen Vereins für volkshygiene. Muenchen und Berlin, R. Oldenbourg, 1904.

The author shows the relation of physique, etc., to the vocations. Vocations for the handicapped are discussed.

Hampke, Th. (Hamburg) Lehrstellenvermittlung.

Handbuch für jugendpflege, herausgegeben von der deutschen centralstelle für jugendfuersorge. Langensalza, Hermann Beyer und sohne. -

Jahresbericht des verbandes deutscher arbeitsnachweise für 1910 und 1911. Berlin, 1912.

The apprenticeship work of the Board of workmen (craftsmen) at Breslau from October, 1910, till July, 1911. Arbeitsmarkt no. 15, page 85 (S. 88).

Die jugendlichen arbeiter in Deutschland. Jena, Gustav Fischer, 1911.

Kaup. Sozialhygienische vorschlaege zur ertuechtigung unserer jugendlichen. Berlin, C. Heymann, 1911.

The most interesting chapter is the second. School medical inspection, supervision, and instruction are discussed. What England and a large number of German cities have done on this subject is described. The author pleads for the activity of the school doctor not only in behalf of pupils in school, but also when they have left it. They ought to give regular reports about the health of the pupils, and these should be an essential help in the question of life work.

Das lehrlingwesen und die berufserziehung des gewerblichen nachwuchses. Berlin, C. Heymann, 1912.

A report of the fifth conference of the Public statistical officers, July 19-20, 1912, in Elberfeld. Contains also discussions. The report is written by Dr. Altenrath, of Berlin. The address of H. Wolff, of Halle, deals with vocational guidance and agencies for apprenticeship.

Lehrstellenvermittlung und arbeitsnachweise der handwerkakammern und innungen, 1909, bearbeitet vom deutschen handwerks- und gewerbekammertag.

Levy-Rothenau, Josephine. Die deutsche frau im beruf. Praktische ratschlaege in der berufswahl. 3. auflage, Berlin, W. Moesser.

This third edition gives, like the preceding one, a good description of women's work. As the director of the board of female vocations of the German women's associations, the author has had ample opportunity to secure practical data. This book covers the range of women's vocational activities, and treats of the changes of the last few years. Besides the description of the training demanded, the length of special instruction, expenses, prospects in getting situations, there is a detailed statement of the individual demands, and the mental and physical requirements for the different vocations. This book is intended as a guide for parents, women's guidance agencies, the labor office, agencies for procuring apprenticeships, social workers, teachers, clergymen, physicians, guardians, etc.

Manual for the special care of youth. Ed. by the German central association for the special care of youth. (Dr. Frida Duersing.)

CONTENTS.—Part I. (a) The young people in the country. (b) The youthful workmen in the cities and capitals. (c) The metropolitan girl of the lower class. (d) The sons and daughters of the citizens. (e) The students in the colleges and universities. (f) The school girls and grown-up daughters of the well-to-do families.

The psychology of the age of development: its physiology; its hygiene.

The young people in the eyes of the law and the state: (a) The minor in private law (adoption; the right of guardians); the care of the orphans and professional guardianship. (b) Compulsory education. (c) The minor in the penal law. (d) The youthful idler; the vagabond. (e) The minor in the law of trade. (f) Service in the army and navy. (g) The law about unions.

The youth in economic life: (a) The youth as a part of the population; statistics of births, deaths, immigration. (b) The young people as a national asset; the cost of degeneration; the cost of infant mortality. (c) The adolescents in working life; conditions. (d) Vocational guidance based on statistics and school reports.

Training: (a) Pedagogy of the age of transition. (b) Aims, principles, and problems of training of the men and women of the higher classes. (c) The same of the middle and lower classes.

Part II. The special care of youth and its aims: (a) Unions of youth and homes for youth. Example—The union of apprentices and assistants of Hammerbrook. The Wartburg union of Frankfurt, M. (Jugendpflege). Special care of the youth of the Protestant church parish, Kupper, O. L. The Girls' friendly society, Rotenburgart (Hamburg). The Girls' congregation and the Girls' school for further instruction in Hochhaenkuer, etc. (b) Special care (Jugendpflege) for the youth in primary and in continuation schools. Example—The clubs of Berlin for the youth (Schneidemuhl, Krefeld). (c) Special care for youth in the largest manufactories (Großindustries). Examples—Special care of youth in dye factories (Fr. Bayer & Co. at Leverkusen, near Muelheim on the Rhine). (d) Special care for youth in vocational organizations. Examples—Adolescents of the German national union of the assistants of commerce. (e) Other youth organizations. Examples—Special care for youth at Oberrealschule in Muelheim and the Ruhe river. (f) Special care for youth in the administrative districts of the state. Example—Special care for the youth of the town of Govlitz-Giesia.

Part III. Duties in the special care of youth: (a) Religious and moral care for youth. (b) Culture of youth; the theater of youthful actors and for youth; good music in boys' clubs; visits to museums, etc. (c) Scientific instruction; special classes and teaching. (d) Exercises in manual skill. (e) Evenings for pleasure, conversation, and other recreation: 1. Bodily exercises—Games, gymnastics, sports. 2. Sports—Rowing, sailing, swimming, rescuing, cycling, skating, winter sports. 3. Walking, military games, dancing, Dalcroze (Dresden) exercises. (f) Vocational guidance—labor offices. (g) Offices for apprenticeships.

Mischler. Aid for apprentices. Special publications of the Labor exchange magazine. Wien, 1911.

The author shows how the town of Gratz (Steiermark) has carried out the idea of joining the agency of training apprentices with the Labor exchange.

Programm der gewerbe- und handelschule fuer maechchen in Cassel.

This school prepares girls for trade, household duties, commerce, and for governess examinations. It places the pupils who leave school.

Soziale praxis. Berlin, W. Duncker und Humblot.

Gives numerous papers on vocational guidance. No. 20 contains two essays on advising adolescents (minors) in England. German title—Abhandlung ueber die beratung der jugendlichen bei der berufswahl in England.

Tauch. Das gewerbliche lehrlingswesen in Deutschland seit dem zuktretreten des handwerkergesetzes vom 26. Juli 1897, mit besonderer beruecksichtigung Badena. Freiburg, Herdersche verlagshandlung, 1911.

In a general sketch of apprenticeship a chapter is devoted to cooperation in placement work, and vocational guidance; labor exchange officers are criticized for lack of personal relation to the parents and young people with whom they come in contact.

Wolff. Elternsprechstunde und berufswahl der Stadt Halle a. S. Heft 2 O. S. 87.

These papers show how the town of Halle provided consulting hours for parents; report on progress is given. In the annual statistical reports in Halle details are regularly reported as to the age, sex, schooling, and vocational plans of those who seek advice.

Zucker, Gertrude. (Charlottensburg) Die beratung bei der berufswahl mit besonderer beruecksichtigung der weiblichen jugend.

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1914.

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