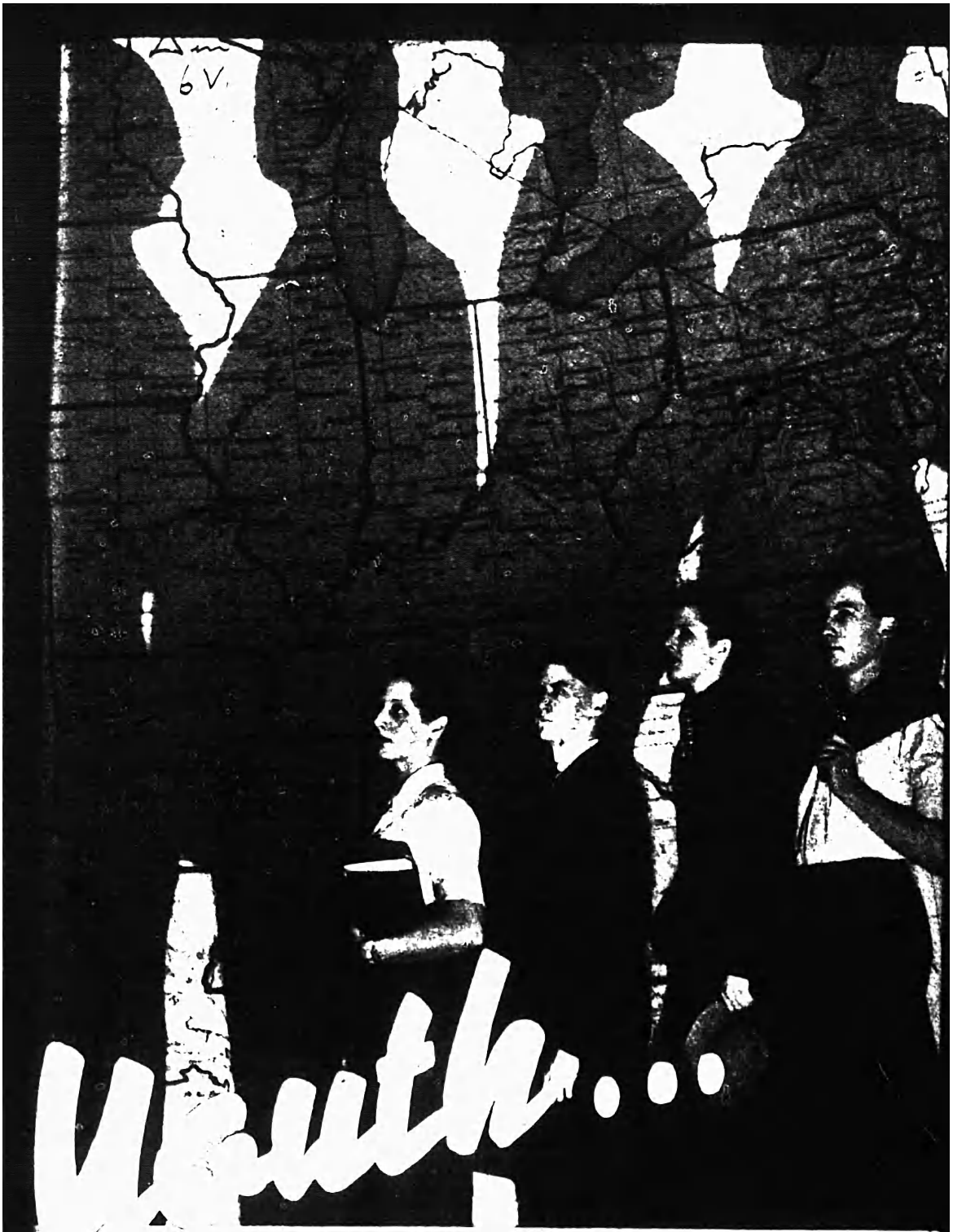

Youth...

...W COMMUNITIES CAN HELP

BULLETIN 18-I

YOUTH . . . HOW COMMUNITIES CAN HELP

STATUS OF AMERICAN YOUTH

EACH SYMBOL REPRESENTS 1,000,000 YOUTH, 16-24

BULLETIN 1936, No. 18-I

YOUTH . . . HOW COMMUNITIES CAN HELP

U. S. DEPARTMENT OF THE INTERIOR
HAROLD L. ICKES, Secretary

J. W. STUDEBAKER, Commissioner of Education

For sale by the Superintendent of Documents
Washington, D. C. Price 10 cents

OFFICE OF EDUCATION
COMMITTEE ON YOUTH PROBLEMS

This bulletin is one of a series of seven prepared by the Committee on Youth Problems. Bulletins to appear in this series on Youth will be on the following subjects:

* [1] How Communities Can Help
* [2] Leisure for Living
* [3] Education for Those out of School
* [4] Vocational Guidance for Those out of School
* [5] Employment Opportunities
[6] Health Protection
* [7] Surveys

[* *Published to date*]

U. S. GOVERNMENT PRINTING OFFICE: 1936

FOREWORD

WHAT happens to young people who leave school but cannot find jobs is a matter of national concern. During recent years the number of such youths has greatly increased. Nor can it be expected that this problem will disappear with the return of so-called "normal times."

In June 1934 the Office of Education, with the cooperation of other Government agencies concerned with youth, called a conference of representative leaders throughout the country to consider what steps might properly be taken to serve best the needs of youth. As one result of this conference a committee on youth problems was created in the Office of Education. A subsidy was secured for this committee's work from the General Education Board. The committee, among other things, has carried forward two studies, the results of which will be published in a series of brief bulletins, of which this bulletin is the first. The names of others appear on the back of the title page of this bulletin.

The main purpose of these bulletins is to assist communities and youth agencies, with the aid of youths themselves, to develop the best possible programs. Young people ask only for a chance. They are willing to work diligently to improve the conditions under which they shall spend their lives. It is hoped that in some small degree this series of bulletins will assist them and the communities and agencies with which they work to make the necessary adjustments speedily and wisely.

JOHN W. STUDEBAKER,
Commissioner.

CONTENTS

Part I · Coordinating Community Resources

Part II · Program Activities

Part III · Communities in Action

PART I

Part I

COORDINATING COMMUNITY RESOURCES

1929: PAGING YOUTH! Jobs are calling. This way to the nearest factory, office, shop. Schools, colleges pouring out two and a quarter million new recruits. A scramble for the most capable of the lot. Jobs plentiful, employers on the lookout, the way ahead seems smooth sailing.

1935: PAGING JOBS! Youth is calling. Schools, colleges continue to pour out their millions, but factories, offices, shops are closed to them. The scramble is in reverse, youth is in search of jobs. The world they have prepared for greets them with a "not wanted" sign.

SINCE 1929 more than 12 million have left school, some returning because there is no other place to go—a population larger than that of Canada, or of the 11 Western States, as large as the total population of Norway, Sweden, and Denmark.

In times of war the older of these would be sent to fight for the Nation and to become its heroes.

In times of normal peace they are the fresh recruits for work, and in all previous periods of depression they have taken precedence.

In the economic dislocation as of the past 6 years they have become the "surplus population."

But youth is not surplus as are cotton, wheat, or pigs. They cannot be held in reserve nor put in cold storage. Nor can young people remain forever idle.

How to utilize instead of wasting their high-tide energies, how to help them to an intelligent and satisfying adjustment to life poses the major problem to be solved by this Nation in the immediate future. It must be the urgent concern of all communities—large or small, rural or urban.

THE CRUX OF THE PROBLEM

FIVE million young people—1 out of every 4 in the country—are without constructive occupation at school, work, or home. An examination of 1930 United States Census and Federal Office of Education figures, brought up to date by sampling studies in various communities, discloses that—

Of the 20,100,000 persons, 16 to 24 years of age, inclusive, in the United States today:

4,000,000 are in full-time schools and colleges;

500,000 without employment are taking part-time school work;

2,800,000 are young married women not employed and not in school;

7,800,000 are employed at full-time or part-time nonrelief jobs;

300,000 are out of school and unemployed but not seeking employment;

4,700,000 are out of school, unemployed, and seeking jobs.

The figures for employment and unemployment are estimates based on data from surveys of youth and employment in several parts of the country. Of the number that are wholly unoccupied, somewhat more than half are boys, although figures for the employed group show a reasonably equal distribution between the sexes.

The 1930 census classified a few more than 2 million persons of these ages as "not gainfully occupied", "not married" (females only), and "not in school"; hence, the figures for 1935, presented here, show an increase of nearly 150 percent in the unemployed group. At the same time, the Federal Office of Education reports as a tentative figure an increase of 13 percent in high-school enrollments from 1932 to 1934. Probably this rise is due largely to many persons remaining in school because of the difficulty of finding a job.

Independently conducted studies of the placement of high-school graduates in Baltimore, Denver, and Milwaukee in the year following their graduation show that approximately 43 per-

cent continue their education, 24 percent find remunerative employment, 2 percent are classified as married (females), unreported, or deceased, and 28 percent are unemployed. Comparable figures for high-school graduates and for the total youth population consistently show a higher proportion of employment and a lower degree of unemployment in rural areas than in the cities. This is probably due, however, to different interpretations of the term "gainfully occupied."

The greater need for further education and employment seems to lie in the 16- to 19-year group as against the 20- to 24-year group. Figures from the Massachusetts Unemployment Census (1934) show 51 percent of the employable workers, 16 to 19 years of age, unemployed, and only 30 percent of unemployment among the older group. This trend is borne out in other comparable surveys.

Meager as these figures are, they are definitely indicative of a problem that must be met immediately by educators, public officials, and private organizations with both a community-wide and Nation-wide attack. Some of these 5 million youths are in every town and hamlet.

YOUTH'S SITUATION IS NOT NEW

THIS challenge to the communities to help youth find their place in the sun has been aggravated by the emergency, but is not born of it. Jobs there have been for the young in the past, though not always the right or the fitting job; recreation they have had, of a kind, and a place in the scheme of things, but not always the best recreation nor the fitting place, either for their own good or for the good of the community.

Dislocation of youth antedated economic dislocation. One evidence alone bears grim witness to this dislocation, the recruiting of youth into the ranks of crime. The majority age among criminals has moved steadily downward until the peak of serious arrests is now at 19 years.

It costs a community no more to train a good citizen than to train a "good" gangster. At the end of his training the gangster is a heavy charge on the community. The good citizen at the end of his training begins to support the community, and contributes to its resources. *It costs society about $300 a year to maintain an adult*

prisoner in an institution, $400 for a juvenile delinquent. The cost of keeping a youth in school averages about $100 a year.

School-leaving age has been mounting up and up, from 14 to 16, in some States 18, but education has not been adapted in many cases to the interests of those who are held in school. Strong enough bridges have not been built from school to job. Child-labor measures have been taking youth out of shops and fields but have offered them no satisfactory substitute interests. These are not sudden changes. All that is happening to us today has been long on the way and its shadow lies far into the future.

PLANNING FOR YOUTH MUST BE CONTINUOUS

THE demand upon every community is twofold:

1. To help youth tide over the emergency period.
2. To devise, through long-range planning, ways and means to help youth adjust to life.

The responsibilities of the community to young people lie within the general fields of *education*, *occupation*, *recreation*. Some of these are definitely obligations of the community alone, some are obligations of the community in cooperation with homes, business, and private agencies, and with youth themselves—who are hardly to be separated from the fabric of the community.

Emergency measures must be set up to alleviate conditions as they exist at present, but such measures defeat their own ends if they throw a smoke screen over long-range needs. They should be looked upon as experiments toward more stable and far-reaching plans for youth. Planning which utilizes and coordinates all the agencies that touch the interests of youth offers the intelligent approach.

In many communities Y. M. C. A.'s and Y. M. H. A.'s, Y. W. C. A.'s and Y. W. H. A.'s, the churches and various young people's religious groups, the DeMolay, the Scouts, the 4-H Clubs, Future Farmers of America, and other similar agencies have done pioneering service, meeting the local needs for youth as best they could. Programs have been carried on under emergency conditions, often on an independent and self-sufficient basis, sometimes with little fundamental knowledge of facts or of

what other organizations were doing. The will to serve, at least, has been strong and these exploratory programs in many places are becoming the nucleus about which the community is organizing on a more permanent basis.

But it is now time to formulate related plans in order to deal more wisely with conditions which are outgrowing a mere emergency significance. Programs should be based on a knowledge of facts. Activities of neighboring agencies need to be correlated; those services which overlap eliminated. The separate threads which have been spun need to be woven together into a more complete pattern. Agencies are challenged to study and know their community and to evaluate results as a guide for a broader, more constructive approach to the situation.

ORGANIZATION FOR COMMUNITY ACTION

SINCE youth lives in an adult world with needs that cannot be segregated, sound community organization which deals with their problems must be concerned with all the related conditions that grow out of a common life. Community organization does not always come easily nor speedily. An intense interest such as war, an epidemic, the good of children, or people in grave need has usually been necessary to fuse people quickly into a spirit of cooperation, to arouse a willingness to give of their services to a common end. But more and more a genuine impulse toward cooperation is being manifested which does not need dramatic stimulation. The very urgency of common problems is spurring communities to coordinate their activities. Our intensified, complicated group living makes the individualistic, piecemeal handling of problems no longer practical nor adequate. Communities must gear to changing conditions.

In Flint, Mich., in the summer of 1933, the schools closed 2 months earlier because the city's treasury was in the red. That meant turning 32,000 children loose. The Parent-Teacher Association, the City Recreation Association, and other agencies took swift action. The recreation council, which is one of four community councils operating under the community fund leadership, coordinated the activities of these several agencies into an inclusive program, through weekly meetings, planning and launching a recreation program not only for children but for adults. This was the beginning of a

broad program in which every agency in the community that is in any way concerned with recreation is actively participating.

Community organization represents a circle; the interests of youth a segment of the circle. The whole circle is not formed at once, but one segment may be developed because of some acute need; as, organization for child welfare, for health, for recreation, for prevention of delinquency, or for solution of youth problems.

NEW METHODS HAVE TO BE WORKED OUT IN AN OLD FRAMEWORK

THE relationships within all communities are inheritances from the past. They may be ball and chain to eager hopes, but they also may act as a wholesome check against too swift changes. Readjustment calls for new devices. And the same device or procedure will not serve for all communities since the patterns of communities differ widely, affected by locale, tradition, and social and industrial factors. The failure to take account of these differences, of old antagonism and political conflicts, has caused the collapse of many initial attempts to bring about needed change. Bringing together a half-dozen static organizations does not make a dynamic group. The patterns are sometimes so fixed that it becomes almost impossible for the bodies attempting cooperation to tackle the new job in a creative way.

From Tompkins County, N. Y., where, since July 1934, a demonstration [1] in rural development has been under way, comes this comment from the executive secretary of the Development Association:

> For anyone who thought that the "model county" conception held a Utopia, there is probably disappointment. In the chaos of today, for any organization to bring forth a magic wand to rectify overnight the accumulated economic evils of several generations is more than can be hoped for. For any who may feel there should so soon evolve a definite goal or plan to work toward, there must be disillusionment. One individual expressed this desire for a definite goal by saying that if you were building a house, you must have a plan.

[1] A demonstration being worked out cooperatively with the New York State Temporary Relief Administration, the New York State Agricultural Advisory Committee, and the Tompkins County Board of Supervisors.

My answer is "yes", but you must know who and how many people are to live in the house, how they earn their living, how they are to pay for the house, and many other things before the house can be soundly planned. So with a definite set plan for a county, one must know the expected future population, the industries, the back-to-the-land or city trend, and many other factors before a definite goal can be established. We are attempting to plan social and economic phases as well as the physical, and certainly these involve more unknown factors. To have many plans ahead is good and possible, but to determine a definite whole plan may be academic.

ORGANIZATION MUST BE ADAPTED TO COMMUNITY CONDITIONS

THERE is no ready-made formula or prescription to offer for community organization, but communities can learn from the experience of others. The problems of youth which fall within the broad coverage of education, employment, and recreation touch nearly every agency within the entire community. As has been said, they are not problems that can be segregated from other needs within a community. For that reason it is logical that organizations already in existence, or the nucleus of organizations, be used as a starting point rather than beginning afresh with an organization framed specially to deal with youth or with any other specific problem.

The first thing to be determined is where logical leadership lies. In some places the official groups, such as schools, the welfare department, or even the probation department or juvenile court, supply the natural initiating leadership. In other places non-official groups, such as the council of social agencies, community council, or citizens' leagues, are stronger than the official agencies and, logically, leadership in a coordinated program should lie with them. A form of organization which has been developing recently is the coordinating council. In those coordinating councils which have come into prominence, particularly on the Pacific coast, leadership has been with the heads of official agencies. The leaders have successfully drawn into community organization representatives of the schools, the police, the health departments, the character-building agencies, churches, settlements, Big Brothers, service clubs, P. T. A.'s, and similar groups.

Under any circumstances, the schools are bound to play an important role in community organization for youth. It is suggested, therefore, that where no other agency has gone ahead, the superintendent of schools assume the initiative in setting up such an organization.

COORDINATING COUNCILS AS A TYPE OF ORGANIZATION

Berkeley, Calif., Community Organization

The Berkeley, Calif., Coordinating Council, a voluntary organization consisting of the heads of those publicly supported departments in the city which are particularly concerned with the welfare of children and youth, is organized about the objective of *making Berkeley a better place in which to live*. The specific purposes of the council are: To secure closer cooperation between the various city departments; to prevent overlapping in their duties; to familiarize each with the other's work and effect cooperation among the official groups and between the official and the semi-private agencies; to educate the general public to the end of improving Berkeley.

The beginning of the council reaches back to 1919 when the assistant superintendent of the public schools and the chief of police decided that work with problem children in whom they had a mutual interest could be done more effectively if they exchanged information. For some time the two met at lunch once each week to discuss their common problems; later they invited the director of the public health department and the head of the public welfare department to meet with them.

> From that informal group, meeting together regularly, the council developed, adding to its membership from time to time members of other public departments. Its membership now consists of: the city manager, superintendent of schools, chief of police, health director, chief of the juvenile probation department (representing the juvenile court, which is a county unit), director of playgrounds, recreations and parks, director of public welfare, and the judge of the justice court. Each department is allowed to choose, in addition to its chief executive, some other member to sit in as an assistant in council deliberations.

The council serves solely as a deliberative, counseling body, assuming no executive or official authority. To facilitate procedure and the recording of discussions, a chairman and secretary have been named, but the council does not vote on any question of policy relating to an individual city department nor attempt through combined effort to determine the policy of any department. It is not necessary that it should; since its membership includes representatives of the various city departments, there are within the group responsible individuals with authority to initiate any action in the city of Berkeley which is legally feasible and socially desirable. This form of organization makes it possible to function effectively without a budget.

Among the results of the council's activities have been research projects and field studies to reveal community conditions needing attention, a child guidance and behavior research clinic, a community forum, meeting once a month, to provide opportunity for the democratic discussion and consideration of problems of wide public concern, and a junior council to assure youth participation in community affairs.

The Community Forum.—To prepare programs for forum discussions and to carry the responsibility for forum presentations, committees of interested citizens have been formed on: Facts; placement; recreation and leisure time; educational opportunities; delinquency; charity and relief counseling; guidance and adjustment; health; city administrative activities for youth; clubs and fraternal organizations; religious groups; *youth participation;* publicity. All programs of the community forum are open to the general public, and informal participation in discussion is encouraged.

Berkeley, Calif., Junior Coordinating Council

Developing early in 1934 from the community forum committee on youth participation, a junior group was organized, restricting membership to young men and women between 18 and 25 years of age. They chose to designate their organization as the Berkeley Junior Coordinating Council. Differing from the senior council, its membership goes beyond public or official departments and includes representatives from 21 youth organizations such as Y. M. C. A. and Y. W. C. A.; Y. M. H. A. and Y. W. H. A.; Catholic youth organizations, the student body of the University of California, church groups, athletic clubs, the 20–30 Club, and the Junior Chamber of Commerce.

Its purposes have been outlined as follows:

To recognize and study problems of social, political, industrial, and cultural importance which particularly affect youth.

To discuss and disseminate facts relating to these problems for the purpose of stimulating participation on the part of youth in community activities;

To assist, as a cooperative and participating group, the leaders of the city of Berkeley now in charge of social, economic, industrial, and public affairs.

An executive committee of 17 members of the junior council was set up especially to serve in an advisory capacity for the senior coordinating council. This executive committee is authorized to bring before the senior group any and all problems it may wish to discuss; at intervals it is invited to sit with the senior coordinating council and participate in the general deliberations on city affairs.

Some studies and youth participation projects, based on the junior council's outline of purposes, are actively under way. Among these are the following:

Study of recreational and leisure-time activities for young women.

Analysis of the counseling services available to youth in Berkeley through the churches, lodges, schools, and all groups that attempt to give counseling service, with the objective of setting up a central clearing house for all youth who do not now belong to an organization which offers such service.

A plan by which a group of young women, working under the direction of the junior high school counselors act as "big sisters" to girls whom the school counsel reports as needing companionship.

A similar plan with a team of 8 or 10 young men who work specifically with probation officers, each young man acting as big brother to some boy who is under court supervision and needs friendship and guidance.

Studies and reports on juvenile delinquency in the community.

Committees of three from the university student body to work with the heads of departments to plan research projects and term papers which will be of practical aid to junior council activities.

An interdenominational plan, under which definite progress has been made in bringing about a united program of the religious groups to discuss and attack the religious problems of youth.

A speakers' bureau, composed of young men and women, who are available to any adult organization in the city desiring information on the work of the junior coordinating council, and on topics such as, recent social legislation in the State and Nation, what youth would like to do in cooperation with adult groups, the objectives of youth of college age in the light of present unemployment.

Oakland, Calif., Coordinating Council

Different patterns of coordinating councils have developed since the Berkeley council was started. In Oakland, within the same county, the council is divided into three groups: An executive group made up of public officials: a case study group drawn from both public and private agencies, which includes professional people who are dealing directly with youth; a supporting group, including citizens interested in child welfare, and representatives of all social agencies. Seven district councils have been organized around the seven senior high schools and conforming with the districts of the city. One objective of the district councils is to make each senior high school a community center to meet the needs of the young people of the neighborhood.

Los Angeles County Coordinating Council Plan

In considering the coordinating council as a device for harmonizing community activities, it seems important to weigh the values of the different types of organization, and to make the beginning carefully and according to the plan which seems most serviceable in meeting local needs. Somewhat detailed description of Los Angeles' procedure is therefore included, followed by brief statements of adaptations by communities elsewhere.

A plan for the development of coordinating councils in Los Angeles County was launched in April 1932. An initial council was organized, utilizing the Berkeley idea of public leadership, but adapting it to the needs of the local situation by expanding membership to include representatives of child welfare and youth organizations, settlements, churches, P. T. A., and civic and service groups.

The first objective of the Los Angeles Coordinating Council was to check juvenile delinquency; but from the very outset its purpose has been to change home and community conditions contributing to maladjustment, and *to make the community a better place in which to live.* Leadership for extending the original plan was taken by the juvenile court and its probation department, with a competent director in charge of further organization.

The method used in initiating a council has been to call together a group representing community agencies concerned with the welfare of children and young people and present the plan of the coordinating council. This is usually done by the director of the coordinating councils. From the nucleus of this small group new members are invited until the new council adequately represents officials of schools; police, probation, and health departments; executives of character-building agencies and civic organizations; churches; settlements; and P. T. A.'s.

After the first few councils were organized the results were such as to stimulate the formation of others on local initiative. There are now 62 councils in operation in Los Angeles County. The success of each council and of the entire county plan depends upon the exchange of the accumulated experience of the councils among themselves. This is accomplished through county-wide conferences and through the publication of a bulletin by the juvenile research committee of the coordinating councils.

Most local councils have the same three committees—adjustment, character-building, and environment—but the actual work differs greatly.

There is a central committee for the entire county, which is the organizing and policy-forming group, and there is an executive board made up of the chairmen of the local councils and representatives of the participating official and semi-official agencies.

In carrying out projects within the neighborhoods of the local councils many relief workers have been used. Under the leadership of the director of the coordinating councils they have initiated and been responsible for such projects as special studies of the community, making spot maps, developing playgrounds and recreation areas, clearing delinquency areas, promoting camps for underprivileged boys, waging campaigns against the sale of liquor and salacious literature to minors, interpreting youth needs to the community, and securing the help of various agencies in youth programs.

The juvenile research committee conducts studies and surveys into problems related to juvenile delinquency and publishes a bulletin which gives reports of its studies and news of current developments among the coordinating councils.

Other Council Developments

Other coordinating councils are being developed as a means of community organization, most of them on the Los Angeles plan. In all there are 81 in California communities, one each in Highland Park, Mich., Seattle, Wash., Portland, Oreg., in other cities of the Pacific Northwest, and in several New Jersey counties.

Durham, N. C., has a coordinating council with three committees similar to the Los Angeles councils—environment, adjustment, and character-building. It was organized by the judge of the juvenile court, who happened to be a woman. The Durham council has both a white and a Negro council. The two units, while working separately, operate under the same advisory committee. With certain common problems this unifies the activities and is an economy in many ways. In each council the three committees—environment, adjustment, and character-building—have 15 members each.

The advisory committee is composed of the judge of the juvenile court, the superintendent of city schools, the chief probation officer, the superintendent of city recreation department, the chief of police, the principal of Negro schools, and a representative from the Negro unit. The advisory committee holds monthly meetings to discuss problems and plan committee programs.

Nashville, Tenn., has worked out a plan of community organization under the Council of Social Agencies. The council is divided into four sections. The section on leisure-time education and recreation serves as a clearing house and a coordinating agency for all activities for youth.

In five geographical areas community social welfare councils have been organized and these are concerned with local problems. One objective is to prevent juvenile delinquency by providing recreational activities for those youths in danger of becoming delinquent. Another, to provide a general leisure-time program. These community councils are made up of ministers, social workers, recreation leaders, school teachers, and parents. They work out ways and means of meeting the needs of their area and ulitilizing its resources and leadership as they think best.

To each of these area committees are assigned three F. E. R. A. students from Vanderbilt University to carry on such detail work as the committee decides upon. An executive from each of the leisure-time character-building agencies and a board member are assigned to each of these areas for consultative purposes.

The supervision of the community leisure-time education and recreation project is in the hands of a committee appointed by the Council of Social Agencies and Vanderbilt University. The project was suggested by the council and is one of the results of the work of the social planning committee and a survey made for them to lay the foundation for a planned social economy for Nashville.

GETTING UNDER WAY

THE chicken or the egg? Goals first, then organization; or organize first and then set goals? Which is the approach to community organization? The first way has been the usual procedure, as where the coordinating councils have organized to attack delinquency problems and have gradually expanded their programs to the general objective of a better community. A cooperative attack upon some immediate and vital problem is an excellent first move toward more general community programs.

With cooperative organization becoming a prevailing mode, communities may very well move from organization to goals, and from goals to programs. That trend is evidenced in the national movement toward planning. The first wide spread expression of this tendency some years ago was in city planning, which dealt almost solely with zoning of business and residential areas and beautification of communities. Gradually it is proceeding from physical toward social planning.

With the State planning boards which are rapidly covering the country, the approach is first to survey the State—evaluating human as well as physical resources—and, upon ascertained facts, to build up coordinated plans which will correct old mistakes and yield a better basis on which people can live together, work together, and play together.

The Survey as a Starting Point

Fact-finding through the survey and making conditions visual through spot maps, are tactics in community organization taken

over from other fields. Shelby M. Harrison, of the Russell Sage Foundation, says:

> The survey is an attempt in the field of civic and social reform to do what the civil engineer does before he starts to lay out a railroad, what the sanitarian does before he starts a campaign against malaria, what the scientific physician does before he treats a case, what the careful financier does before he develops a mining property, what the modern manufacturer does before he locates a new manufacturing plant. . . . The survey is, in short, an attempt to substitute tested information for conjecture or mere belief.

As the first question in any survey is "A survey *of* what?" the second is "A survey *for* what?" Surveys are of no value unless action sets in from the point where the survey leaves off—action with the high-powered charge of community interest behind it.

Edmund deS. Brunner, in *Surveying Your Community; a Handbook of Method for the Rural Church*,[2] gives these steps of major importance in surveying a community:

1. Framing the schedule to be used by the surveyors.
2. Limiting the area to be studied.
3. Securing and training the workers.
4. Preparing the publicity.
5. Preparing the report and building the program.

Knowledge of the community's resources and the opportunities it affords for youth might well be obtained through the following types of surveys:

1. A study of youths themselves as individuals and in groups.
2. A listing of educational and recreational facilities.
3. A study of the activities being carried on for and by young persons.
4. An investigation of employment possibilities, whether urban or rural.

Not every community will want to make all of these types of studies, yet these data are essential for setting up a complete

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[2] Brunner, Edmund deS. Surveying Your Community; a Handbook of Method for the Rural Church. Institute of Social and Religious Research. New York, George H. Doran Co., p. 19.

community program. Surveys dealing with the problems of youth are comparatively new. They have been made in a number of places, but definition of terms and age groupings in survey forms have varied widely; therefore, the information gathered has been to a large extent incomparable in a national situation where comparable data are of tremendous value to all concerned.

Before a community can build a program designed, for instance, to meet the educational needs of out-of-school youth, information must be available regarding (1) the nature of the program desired, preferably gained from the persons who are to participate; and (2) the kind of facilities available throughout the area to be served.

A city-wide or county-wide survey aimed at obtaining the needed facts is oftentimes the first plan that comes to mind. In order to be most useful in program building, however, these facts should be secured and conditions studied on a community basis. In other words, a survey need encompass not a wide area but rather the natural population grouping which will serve as the sphere of action in program building later on. In rural areas a natural community is relatively easy to define in terms of the radius of influence of the village church, the district school, and the crossroads store.[4] In the city a community may consist of a racial group area or other population grouping within which the people are congenial among themselves.

It is not the purpose of this pamphlet to enter into the technique of surveys, for there are many useful guides available on the subject. (See References, p. 69.)

Like any tool, the survey is meant to be put to use. Whether made by experts and technicians from outside the community or

[3] A series of youth surveys has been made in cooperation with the Committee on Youth Problems. These several surveys were planned to comprise a sampling which was designed to reflect all the major characteristics of the youth population of the United States, each in its proper proportion. A youth census schedule was developed with the assistance of a committee of the American Sociological Society and many educators and others for use in these surveys. The results of these surveys will be published shortly by the U. S. Office of Education. Communities wishing to study the circumstances of their youth by means of a survey are invited to use the schedule with such adaptations as may be desirable. Further assistance in organizing surveys can be had from the U. S. Office of Education.

[4] Brunner, Edmund DeS., and others, American Agricultural Villages. See References.

the newer type of home product, its primary purpose is to awaken public interest and get a working platform for better conditions. The more the community knows about a survey and participates in it, the more quickly facts will lead to results. But it is important to avoid the danger of a contagion of "surveyitis"—of getting so intoxicated with fact-finding that the community is tricked into feeling the job will take care of itself.

Discussion Groups as a Device

The survey offers a logical basis for discovering the needs; the forum a starting point for laying plans. Community forums or discussion groups are devices to build up public interest around the objectives of a community program, to shape opinion and to stimulate action. The radio broadcast, the press, the use of public channels such as clubs, libraries, and community centers are other devices.

The Berkeley Coordinating Council forum, where the senior and junior councils meet with other interested citizens and discuss common problems with the result that vital accomplishments are effected, offers an example.

Fall River, Mass., has a civic forum, of which there is a young people's division comprised of a leaders' group of 30 college students and a lecture group of 120 out-of-school youth, one purpose of which is to develop interest in community problems among the younger people.

Michigan Youth-Adult Hearings

Youth-adult hearings have been successfully used in the State of Michigan as a means of focusing attention upon the needs of youth. These hearings are intended as first steps in a more comprehensive program, exploratory in nature, furnishing an opportunity to lay the groundwork for necessary plans. The Michigan hearings, or conferences, are held in places where interest in youth problems is active. They have been planned to draw participants from a region of 40 or 50 miles.

> The Michigan hearings have been developed on a carefully worked out pattern to avoid the danger of impulsive or unfortunate elements taking control. Each conference has been planned by a committee representing both youth and adults of as wide interests as possible. A secretary skilled in

conference procedure is loaned by the State Y. M. C. A. to each group sponsoring a conference. Local leadership is used as much as possible in planning and carrying through the conferences. The youth and adults agree upon leaders and speakers.

Seven regional conferences were held during 1935, culminating in a State conference at Michigan State College on September 28.

At this conference there were about 500 registrants, representatives of education, religion, government, business, men and women's civic and service agencies—and a large representation of youth. They came from all parts of the State and some from outside the State.

The hearing lasted morning and afternoon, followed by a dinner and summarizing meeting in the evening. During the morning six youth speakers of the youth panel discussed their problems under the following topics:

Youth's Situation Regarding Work and Employment
Youth's Problems of Leisure and Recreation.
Education and Youth Today.
Youth and the Political Situation.
The Church and the Social, Recreational, and Religious Needs of Youth.
Youth and International Affairs.

At the close of the speeches the youth groups, each with a youth leader and an adult adviser, met and discussed the various aspects of their particular subjects, with possible solutions. The adults did the same in another group. After luncheon 6 other young persons and the 6 leaders of the youth groups, representing the youth panel, presented summaries of the group discussions and formulated their questions to the hearing board.

The hearing board then took the platform and, with a chairman directing the discussion, tried to answer the questions put to them by the members of the youth panel.

Following the hour allotted to the hearing board for answering questions, there was an action planning discussion in which a continuation committee was appointed to take action on the findings of the hearings.

These conferences are serving to crystallize opinion on the problems of youth and to set in motion action among the official agencies and various organizations. It is early to sum up results, and some of the effects are not such as can be concretely defined. Already curricula in schools and colleges, recreational programs, and programs in various clubs and organizations are being influenced. Youth is becoming

more articulate, is having more of a voice in affairs, and a foundation is being laid for a coordinated attack upon community problems by young people and their elders.

New Jersey Trial, Youth vs. Society

A trial by jury of the case of Youth *vs.* Society in Orange, N. J., served as a bold and compelling move to educate public opinion on the subject of social problems, and more specifically youth problems, and to break ground for constructive community action along definite lines.

This was not a mock trial, but, through the dramatic proceedings of a court trial, actually weighed in the balance the specific points on which five communities—the four Oranges and Maplewood—in April 1935 stood accused of failing their young people. The trial was not hasty, but was preceded by careful preliminary groundwork in the way of a survey or appraisal: On the part of youth seeking to find the evidence for points of accusation; on the part of adults to find evidence to defend the present situation.

The sponsoring body of the trial was the Council of Social Agencies of the five communities. Its members felt the gains from a public analysis of local youth services would outweigh any embarrassment from criticism of deficiencies.

The prosecution and the defense set up committees to marshal facts and testimony on the following subjects:

Employment Marriage Friendship

The Moral Code Leisure Time

A sixth, Health, was added, but it proved to be of only minor concern to youth.

During the last 10 days of the investigation all evidence collected by the youth groups was reduced to writing and called in. The trend of the indictment was made known to the defense committee leaders a week before the "grand jury" met, thus making it possible to point the defense to counter the specific charges.

The grand jury met in private session. It was composed of two representatives (including the leader) of each of the participating youth discussion groups. The case against Society was presented and cause for indictment was found. Four days later the trial began.

Few court trials in the State have stirred greater public interest. Newspapers carried bold headlines. At each of the three sessions, held on consecutive evenings, the attendance was in the thousands. Police were forced to close the doors, turning hundreds of persons away. A judge of the court of common pleas presided over the trial. The jury panel was drawn by lot from a group of 90 nominated by the member organizations of the Council of Social Agencies. Six practicing lawyers, each under 30 years of age, conducted the prosecution. Two able lawyers were assigned to the defense. Thirty-four witnesses were called for the prosecution and 2[illegible] for the defense. These included such prominent citizens as the principal of the high school, the president of a local college, and the warden of the county jail.

No attempt was made to indict society as a whole, of which, indeed, youth is a part; the argument was confined entirely to the community of the Oranges, and Society was described as the majority influence of the community which said to Youth, in effect, "These things were good enough for us, they are good enough for you."

The first session was occupied by the presentation of the case of Youth. In the second, Youth completed its testimony and Society opened its case. On the final night Society closed its case, and the summations were heard.

The jury returned a verdict convicting Society on 6 of the charges in the indictment, acquitting it on 9. No verdict was rendered on one of the charges. The judge sentenced the defendant to 1 year on probation, and remanded it into the custody of the chief probation officer of the county for that period. At the request of this officer, the Council of Social Agencies undertook to supervise Society during the year of probation.

While the trial was frankly a device used largely for its publicity value, the nature of this community study of youth problems was far from being a mere publicity stunt. Before the proceedings 32 groups of youths between 18 and 25, associated with local churches, community houses, "Y's," etc., did careful work for the prosecuting side. They were under adult leaders, and the secretary of the Y. M. C. A. served as their chairman and acted as guide and counselor. These groups prepared opinions and assembled substantiating evidence. The lawyers who were to present the case at the trial worked closely with the representatives of the groups. From 6 to 8 weeks were occupied in the work of investigation. Neither in the collection and arrangement of evidence nor at the trial was there any adult censorship. The final decision

regarding what testimony to include and what to exclude lay with the attorneys.

The trial has proved to be a quick and effective means of remedying certain elements in the local youth situation. The novelty of the presentation, the dramatic nature of the testimony, and the courage displayed by the many witnesses who publicly stated their views, made a deep impression on the community. Before the trial was completed organized groups were initiating action. The sale of obscene literature was stopped; bagatelle machines for gambling were banned; the Chamber of Commerce began to investigate the charges of employment at starvation wages; the health group of the council made plans for an institute on family relations to meet the demands for further preparation for marriage; a business group offered jobs to boys on probation. These activities are planned to continue throughout the probationary year, and others will be initiated. A follow-up committee has been established.

The expenditure in connection with the trial was $377, contributed by social agencies.

Organizations desiring to conduct youth trials in their communities should know that at first there will be considerable difference of opinion as to the merits of the project. Conservative elements fear that publicly to debate the case will accentuate the lack of harmony which already exists between youth and adults, and that unbridled youth on the stand will reflect many of the radical issues of social, political, economic, and religious thought, which would result in a storm of public disapproval of the project. The Orange experiment has shown that these fears can be made groundless by exercising proper precaution. Because of the careful planning of all phases of the trial in advance, there was no opportunity for impulsive or undesirable elements to gain control of the proceedings. Admission was by card only. Despite the absence of censorship, much potential testimony was ruled out by the insistence of the lawyers on both sides that only opinions supported by facts admissible in a court of law be offered as testimony.

PART 2

Part II

PROGRAM ACTIVITIES

IT TAKES consummate intelligence to help youth through the crisis of today and avoid crippling them for tomorrow. Any implication that young people are on relief has serious dangers. It is not charity but opportunity that is due them. A chance to help themselves is youth's supreme right. Work should be on a basis of cooperation rather than patronage. Communities in organizing may well keep in mind that those projects in which there is an element of give as well as take have the soundest psychological base, those which swing young people into the active, vital current of community life and make them a participating part of it. *Self-help*, *service*, *creativeness*, *work* should be the watchwords. Get youth off the bleachers and into the game.

There is a Scylla and Charybdis between which those who are desirous of helping youth have to steer with care. One is that in hesitating too long or waiting to frame effective organization nothing is accomplished. The other is that in too hasty, spectacular action the public is anesthetized into thinking the problem is solved and work toward a long-range program for youth's permanent needs is delayed or blocked.

The present situation is partially of an emergency and transitional nature but two things must be kept in mind. One, *the agencies that have to be summoned to support a program are those permanently rooted in the community;* they have an experience and background which it would be folly not to utilize to the utmost. Two, that in most of the activities planned *there should be the kernel of a permanent objective to be carefully kept in mind and preserved after the peak of emergency need has receded.*

Activities for youth are inaugurated under many different auspices: Official agencies, voluntary groups, citizens' committees,

social and welfare organizations, individuals. Under whatever sponsorship, they fall into the general classifications of:

Education Guidance Placement Recreation

Within these classifications there are certain type activities which are being carried out in many places because they have proved to meet the most general needs, but they break down into wide variety and adaptation. These activities which are already being demonstrated offer suggestions for program building.

EDUCATION

CURRENT educational provisions for out-of-school youth fall within two general divisions: (1) Those offering regular courses intended to substitute for college or university education, on credit basis; (2) supplementary courses for special training or general or avocational interest, on noncredit basis.

The educational opportunities are offered through:

Emergency colleges, sometimes called community colleges, freshman or junior colleges. The credit received in these community colleges is generally extension credit, which is available if and when a student matriculates in the accrediting college or university. Students may obtain from 1 to 2 years credit toward a baccalaureate degree in the community colleges.

Correspondence study courses and extension work, to individual students or groups. These are sometimes supervised by a local instructor. Credits earned may be applied toward college entrance or baccalaureate graduation.

Radio junior colleges, instruction by means of the radio broadcast from a university, students taking the work individually or meeting in groups.

Additional vocational training and retraining offered by regular schools.

Part-time work and part-time education through cooperation of schools and industries and business.

Library reading or study courses, prepared either for use of individuals or groups, according to their needs and interests.

Forums, for discussion of subjects of special interest to youth, on current topics, for cultural purposes, or for study of and participation in community problems.

Study clubs.

Institutes.

Leadership training courses, having definite aims, such as training for recreation and camp personnel, for supervising playgrounds, etc.

Handicraft classes, shops, or clubs, for teaching handicrafts with an educational, recreational, avocational, and vocational significance.

Retraining classes and schools, in community centers, "Y's," or settlements.

Training in camp schools, with intensive courses for young men and women over a short period of time.

Training classes offered by trades and industries.

Centers for training girls in homemaking and domestic service, tearoom work, beauty culture.

GUIDANCE

GUIDANCE activities in behalf of out-of-school youth are of several kinds:

Occupational surveys, a running inventory of work opportunities in the community available to young people. These should record the nature of the work, the qualifications and preparation necessary, number of persons that can be accommodated, and other pertinent information, such as busy seasons, compensation, and miscellaneous advantages and disadvantages.

Career institutes, consisting of talks by successful citizens or technical experts on their respective occupations, followed in some cases by consultation with a guidance expert.

Industrial trips to factories or industrial establishments as a means of guidance. They may supplement occupational talks or career institutes.

Job-finding and other vocational problems provided by various agencies and organizations to impart information about how to look for work and how to hold it when found.

Individual counseling, as provided by many agencies, offers a great variety of possibilities. To be effective, however, it must be supported by the fullest obtainable information on occupations, employment needs, and on the youth himself. Its maximum usefulness depends upon the expertness of the counseling.

Guidance centers, undertaking all or any combination of the foregoing activities; in addition they may be equipped to do testing for skills and aptitudes.[1]

EMPLOYMENT

EMPLOYMENT projects for out-of-school youth include the following:

Employment Bureaus.—Employment services to youth are provided through many agencies: The schools, public and private employment agencies, and various social service and character-building agencies. Junior employment services are being developed in connection with State employment services, located in some instances in the schools; in others, in the employment offices. The whole function of employment of juniors is undergoing revision, since it is recognized that it cannot be separated from counseling nor from education and must include careful follow-up, research, and the accumulation of an expanding file of information in regard to employment opportunities, local trade conditions, and records of the history and aptitude of applicants.

Apprenticeships.—The old system of apprenticeship training is capable of considerable expansion in many branches of commerce and industry. In even a small community a variety of opportunities are being developed for acquiring such skills as stenography and office management. Local government departments afford a valuable means of training in governmental technique; in some instances, young persons work without pay in non-profit-making agencies, as museums, libraries, welfare and health departments, solely for the experience which may be acquired.

Paid Work Projects.—Communities are developing ways to employ young people in work of value to the whole community, such as surveys and statistical studies of cost of living, delinquency areas, activities of character-building organizations; work in public parks; teaching in part-time schools and extension colleges; organizing Scout troops; supervising village playgrounds.

Organizing Odd Jobs.—For work requiring no particular skill, as cutting grass, running errands, washing automobiles, etc., a

[1] The National Occupational Conference offers a free consultation service to organizations which are planning to undertake organized programs of vocational guidance. Address 551 Fifth Avenue, New York City.

small employment exchange organized for supplying this type of service may be useful. Boys with some special skill, as in woodworking or metal working, can be encouraged to manufacture salable articles by having the facilities of the vocational training shops of the public schools placed at their disposal during odd hours. Hobby or craft groups are sometimes organized along financially profitable lines and provided with instructors; a storeroom where handicraft products can be displayed for sale and people can leave objects such as furniture or pottery to be mended is helpful.

Maintaining Employability and Skill.—Classes to help unemployed young people maintain their skills in such fields as typewriting and other manual occupations are maintained by many agencies.

Retraining.—Classes are established in trades in which it is expected that a shortage will develop, as metal work, aircraft, and persons who have little chance of employment in the fields in which they are qualified are retrained along lines which seem to offer better prospects.

RECREATION

RECREATIONAL and leisure-time activities of interest to youth are almost too numerous and varied to list. They are being provided by many different agencies, official and voluntary, on large scale and small. In general they include:

Community Events.—Celebrations of special holidays; athletic meets and field days; pageants, plays, musical events; fairs, festivals, dramatic tournaments, contests, and competitions.

Playground and Community Center Activities:

Athletic games and sports.
Crafts.
Forums and discussion groups.
Drama groups.
Music activities.
Nature study.
Clubs, organized for a wide variety of interests.
Any of these activities may form the nucleus of a club.

Camping Activities.—These offer many possibilities, from the private camps of long duration to the short-term camps of 1 or 2 weeks, even of 3-day and 1-day camps, operated by various public agencies; summer camps of various organizations, as 4–H, Scouts, "Y"s; and camps of young people's religious groups; camping in municipal, State, and national parks, and under private and public auspices.

Hikes and Hiking Clubs.

Hobbies and Hobby Fairs.—Interest in hobbies is continually expanding to include an infinite variety of hobby groups and clubs.

Aquatic Sports.—Swimming, boating, regattas, excursions.

Dramatics.—Interest in dramatics includes study of drama, stagecraft, little theater groups, and drama workshops, in which the participants do all the work of painting and designing the scenery, making the costumes, as well as acting and directing, in some instances writing plays; marionette and minstrel shows

Music.—This includes a wide range of activities—symphony orchestras, choral unions, bands, glee clubs, carol clubs, study of music—organized sometimes as part of a community recreation program, sometimes under direction of the schools, settlements, community centers, or other agencies.

Arts and Sciences.—Museums have greatly extended their facilities in classes, formation of study and hobby clubs, educational tours, lectures, movies, archeological tours and projects.

Crafts.—Many classes and shops have developed for the teaching of crafts, jewelry making, iron and metal work, pottery, basketry, woodwork and carving, domestic arts and textiles, furniture remodeling, puppet making. In some instances these are organized merely for recreational interest, in others for the teaching of a vocation and for sale of products, toy-making and remodeling, making of novelties and souvenirs.

Social Events.

SELF-HELP PROJECTS AND INDUSTRIES

BESIDES these more general provisions, there are many original and individualized projects being successfully carried out to solve special problems or meet particular needs. Some of these have sprung out of youth's own initiative and are directed by youth under adult guidance. Young people, on their own or with some friendly help, have found a way—organizing, developing interests, creating opportunities for themselves and for others. These self-help projects indicate a wholesome tendency.

Youth, Inc., in Michigan

Youth, Inc., started in Ferndale, Mich., as an attempt of young people to solve their own difficulties in their own way. Having

no money at the outset, which proved to be at least a moderate necessity, they found an interested sponsor and together they have discovered ingenious ways to overcome difficulties. Canvassing the needs of their own age group, the greatest necessities were to provide worth-while outlets for young people along the lines of informal education, recreation, and service. Youth's own definition of this organization is: "A nonpartisan, nonsectarian organization of out-of-school youth offering a worth-while program in education, recreation, and service." Two important planks in this youth platform are: (1) Each unit doing something for its community, (2) demonstrating a practical cooperation between youth and maturity.

There are now 9 units of Youth, Inc., in 9 different Michigan communities in the vicinity of Detroit. Each unit has a membership of young people with interested, cooperating adult sponsors. These groups have united in an interclub council, so that each unit has the benefit of the experience of the others.

These youth groups have done many ingenious things. They have found old or unused buildings and rooms and have fixed them up as clubrooms and headquarters. They have sponsored varied recreation programs of a nature that young people themselves wanted; they have provided a wide range of educational classes, cultural, vocational, and avocational; they hold monthly conferences on vital subjects, have held jury panels, forums, fireside chats, and presented important speakers. The most significant accomplishment has been the education in working together and in accomplishing goals together which the Youth, Inc., units have fostered.

Service to one another and to the community has been a strong motivating force in these groups from the outset. Service may mean presentation of free entertainment to the entire community, maintenance of clubrooms for youth, employment, placement, engineering the community fund drive, furnishing Christmas baskets, or serving as volunteer leaders among younger groups.

Whatever youth need appears on the horizon these groups attempt to find a solution. Youth, Inc., is an attempt on the part of out-of-school young people to experiment, to try out their own abilities, to achieve independence and develop leadership.

Washington, N. C., Amateur Museum

The Bug House Laboratory in Washington, N. C., is the story of how a hobby grew into a museum. In this little town with a population of 7,000, the interest of a group of young people in bugs, birds, and natural science has, through the cooperation of the school and the community, developed into the largest amateur museum in the country, entitling it to membership in the American Association of Museums and recognition from the North Carolina State Museum, the American Museum of Natural History, the Smithsonian Institution, and other similar organizations.

This is a scientific project in which a group of older young people work with younger boys and girls in a common interest. Several years ago a group of small boys organized because of a common interest in natural science. From this simple beginning the association has grown. Starting with quarters in a private building, the laboratory was granted the use of a vacant room in the city hall and finally the activities progressed to such proportions that the city authorities permitted a building to be constructed in the city park as a permanent home for the museum.

There is a membership in the Bug House Laboratory of 25 young men and women between 16 and 30 years of age, with a junior associate group of about 20. This organization sponsors, maintains, and directs the museum. All of the actual work of the museum is done by the members. This consists of field trips for the collection of specimens, classification and preservation of the material, and arrangement of the specimens for exhibition in the building.

The museum is divided into five departments, with weekly courses of instruction in each section. Twelve to eighteen months are required to complete all the courses. Classes are offered on birds, insects, reptiles and amphibians, and in astronomy and photography. Any interested person may attend the classes, which are given in lecture and demonstration form. Prospective laboratory members study in each department of the museum. Students continue in the classes until promoted by the head of the department. Any person completing all departments is recommended for membership in the Bug House Laboratory.

The Washington Field Museum is supported by the Bug House Laboratory through two types of financing members: Contributing, who pay $2 yearly dues; sustaining, who pay

$5 yearly dues. The photographic department equipment is loaned to the museum or constructed by the active members. Picture cards made by the members are sold to defray expenses. Interested citizens have given numerous donations. The assistant director is the only person working in the museum who receives any financial compensation. The 5-room museum building was erected by material provided through subscriptions and labor furnished through C. W. A. and E. R. A. funds. Electricity and water are furnished without charge by the municipal plants.

American Youth Council, Springfield, Mass.

The American Youth Council of Springfield, Mass., has attempted within its own area to meet the needs of unemployed youth as totally and as constructively as possible under the existing economic conditions. The principles on which the council has proceeded have been: First, that of self-help and youth initiative; second, cooperation and partnership between adults and youth, with some adult leadership but free from domination; third, a strong emphasis in all activities upon the idea of service—from youth to youth, and from youth to the community.

The Youth Council is old enough to have a history and, therefore, an experience significant to other communities organizing for youth. It is the offspring of a leisure-time council created several years ago by the Springfield Chamber of Commerce. When the needs of Springfield's young men and women grew acute as a result of the depression, the youth division of that organization became the American Youth Council. The organization and program include activities along the lines of education, employment, guidance, and recreation. With the allocation of Federal relief funds, beginning August 1934, the council has administered a series of activities giving work to young people on relief.

A young person over 17 becomes a member of the council by giving two references. He is accepted as an apprentice member for 2 months, after which, if he is approved, he becomes an active member if over 21, or an associate member if he is under 21. On making his application he checks what activities he is interested in and is encouraged to take part in a variety of projects.

The council has headquarters in a house which was donated for the purpose by the owner, on which the city waives taxes.

This is youth's home in Springfield. From there radiate the many and varied interests of the council. It is a workshop, a social gathering place, an informal school, and an administrative center.

One of the early undertakings of the youth group was to make a survey of all young persons between 16 and 30 in Springfield, estimated to be about 33,000. The method used was a house-to-house canvass. Before undertaking it, every available list in the employment offices and elsewhere was checked. Lists of college alumni particularly were studied in a special effort to reach the unemployed college graduates in the city. Information asked for was education, employment record, work prepared for, work desired, vocational preference, hobbies, special interests. Young persons were employed to make this register.

Next, an occupational survey was made in Springfield to discover all occupational possibilites. Employers were invited to cooperate in making opportunities for youthful workers.

A placement service is maintained by the council. There is also a guidance and adjustment service, open 5 days a week from 9 to 5. Guidance try-outs are given along the lines of crafts, merchandising, food shop and tearoom, and gift shop work. Industrial tours are conducted. A monthly bulletin, *The Counsetor*, is issued.

A number of paid work projects have been developed, such as: Making new clothing; repairing shoes, clothing, and furniture for welfare. A group of girls make baby layettes, and leggings, caps, and mittens for children. Members of the council serve as leaders and helpers in various group activities, educational and recreational, for social service agencies in the community. Girls go to the homes of the needy to assist mothers, shut-ins, and elderly persons who are unable to take advantage of outside activities. Children are cared for in homes not reached by the nursery schools. Convalescents are attended in homes or hospitals.

A great variety of both educational and recreational activities are carried out by the council. Eleven recreation centers are in operation throughout the city.

The American Youth Council is administered by an advisory council; a board of directors; a planning board, composed of the chairmen of the standing committees; and 16 standing committees (each with a representative from the advisory council). It is supported by rent on part of the building; small membership dues from those who are employed; and some State and municipal relief funds. An adult director, a youthful assistant, and staff receive salaries.

Metropolitan Junior Achievement (N. Y.)

Junior Achievement clubs have developed in a number of places to utilize the leisure time of young people for the purpose of training them in craftsmanship, giving an opportunity for self-help, and to learn through actual experience the fundamentals of business. These organizations vary in different places.

In Greater New York each group operates as a company of crafts workers producing articles, many of which are marketed and the best of which are shown annually in a city-wide exhibition. The clubs are usually developed in cooperation with organizations and institutions working with older boys and girls, such as settlement houses, churches, boys' and girls' clubs. The companies are formed in the institutions, which supply the adult volunteer leaders and the place of work, while Metropolitan Junior Achievement, Inc., provides the plan of organization, the program, the training of the leaders, and the supervision of the companies.

Starting several years ago, Junior Achievement groups of New York have been organized in 4 boroughs, 31 in all, and 10 in Westchester County, with more than a thousand participants.

A group of boys and girls form a Junior Achievement company, organizing along the lines of a regular manufacturing concern, miniature in size but complete in every phase. Each group is separate and self-supporting. Salable articles in leather, metal, decorative arts, needlework, and wood are produced through a program of hand craftsmanship. Each company meets at least once a week in the shop, and some oftener. There is a board of directors for each company which meets once a month.

A company functions in the dual capacity of capitalists and workers; that is, they examine their problems from this two-fold aspect and thus gain a total business experience. Profits from an article sold do not go to the individual who makes the article, but are shared by all the members of the company exactly as in a corporate business.

A company must take into consideration the types and standards of work produced, market factors, profit margins, as well as personnel problems.

A craft committee composed of experts plans the programs, constantly revising and keeping them up to date. A committee of business men prepares and supervises the business records used by Junior Achievement companies. A technical

committee supervises the products to insure the quality of the work and maintain the Junior Achievement standard.

Before a company is set up ready to operate a month is allowed to raise the capital for the company and secure raw materials, equipment, sponsoring organizations, and examine into personnel.

The sponsoring agency helps to enroll members, to secure a workshop, and to interest sponsors and leaders. There are three company sponsors who perform a liaison service between the company and the Metropolitan Junior Achievement.

The Metropolitan Junior Achievement, Inc., is aided in its overhead by private contributions from laymen and foundations. It bears the expense of the supervision of companies and training of leaders. Funds are spent on direct service to the individual boy and girl rather than on maintenance of public or private buildings. Of the thousand adults working with the program in New York, all are volunteers with the exception of the office staff, which includes a secretary, field supervisor, and two executive directors.

The working capital is raised by floating shares of stock having a par value of from 25 to 50 cents. The stockholders form the company membership. Each company buys raw materials, pays small wages, markets merchandise in its own community, establishes credit, and pays dividends on stock whenever possible. The cooperating organization furnishes heat, light, and space on a rental basis.

Providence, R. I., Junior Achievement Clubs

In Providence, R. I., the Junior Achievement Foundation Clubs are organized in connection with the schools and many of the clubs meet in the schools and use their equipment. Some clubs hold a Christmas sale of articles, but not all clubs attempt to market their products. It has been found more satisfactory in Providence to pay the club leaders $1 a lesson than to ask them to work as volunteers.

The Providence clubs cater more to the younger age group, although the total age range is from 13 to 22 years. There are 40 or more clubs in operation, with an enrollment of more than 800 members.

Job-Finders' Club

Meeting daily in the waiting room of the vocational employment department of the Y. M. C. A. in Cleveland, Ohio, a group of

unemployed boys formed the Job-Finders' Club. Weekly gatherings were held for discussion of their own personal problems and the larger questions of current affairs. From debating about techniques of job-getting, the group then swung into the application of techniques, using the principle of looking for a job not only for himself but for the other fellow. When one discovers a vacancy which he himself cannot fill, he refers it to the employment department of the "Y". An honor roll is kept of men who have referred one or more jobs to the department. It is displayed in the waiting room and now contains nearly a thousand names. In this way members are fortified with the knowledge that others are assisting them and are frequently reminded that they are helping others. The club holds luncheons once a week, and all young men registered with the employment department of the "Y" are invited, regardless of whether they are members of the club or not. The attendance generally varies from 45 to 75, and includes a large number of former members who are now at work.

The experience of the club bears out the theory that common hardships arouse mutual sympathy and understanding.

A Rural Self-Help Craft Industry

A group of older 4–H Club boys of Weston, W. Va., who are out of school and unemployed, have developed a self-help industry known as the "Stonewall Craft Shops" which is bringing revenue into rural homes. The project is sponsored by the 4–H Club, the extension division of the College of Agriculture of West Virginia University, and the cooperative extension work in agriculture and home economics of the United States Department of Agriculture. Certain woodworking industries of the State cooperate in furnishing machine-cut parts.

> The activity grew out of the demand on the part of 4–H boys for a winter camp at Jackson's Mill similar to the summer camp, where they might learn some craft work thoroughly. Instruction was given in making simple furniture of wood, particularly a type of rope-bottomed stool, and leather goods. A cooperative association was formed to offer for sale the objects made at the camp, such as stools, wastepaper baskets, medicine cabinets, shelves, key cases, pocketbooks, boys' belts, archery equipment, etc. These articles were displayed for sale at a roadside market at Jackson's Mill.

This craftsmanship activity was extended beyond the camp. Practically all the cutting work was done in the shops at Jackson's Mill, but the finishing could be done anywhere and was suitable for handicraft work in the county camps or for spare-time occupation in the home. The more difficult parts were obtained cut with accuracy, and all necessary glue, nails, screws or bolts to enable them to be put together according to directions furnished. Club members who got started on the work and wished to maintain shops at their homes were, upon request, lent blueprints or patterns with directions for cutting the more simple articles. Members who did this work either in county camps or in their homes were aided in finding a market for all well-made and finished articles they produced. "Try-outs" in trade and industry were arranged for the boys, and placements were made whenever possible.

Detroit Young Artists' Market

The Young Artists' Market of Detroit, organized in 1932, has the threefold purpose of helping to conserve the talent of young people of genuine ability, of giving them some experience and training, and marketing their wares.

All work submitted is considered carefully by a lay jury drawn from a group of women who have studied to prepare themselves to assume the responsibility of deciding whether an artist's work shall be exhibited or rejected. Rejected work goes for further consideration to a professional jury composed of seven artists, critics, and instructors in the plastic arts plus one member of the lay jury. If the professional group agrees with the lay jury's decision, a short, constructive criticism is prepared for the artist or he may discuss his work with them. If, on the other hand, the professional jury feels that the work is acceptable, the lay jury is asked to reconsider.

The market has a paid manager, bookkeeper, and display chairman, in addition to volunteer workers. There are the following committees, besides the lay and the professional juries: Finance; sales and management; space and equipment; exhibition program; publicity; clerical; membership; display; volunteers. The chairmen of these committees and the officers form a board of directors.

The dues are $1 and $2 for voting membership. During the first 2 years the market financed itself through the generosity of persons interested in the project. During this time

members were asked for small donations of from $3 to $10 for the 2 months in the dull season following Christmas. During the 3 years about $1,300 in cash has been contributed.

The market opened the first year in a rented gallery on the second floor in a good shopping location. The next year a local merchant gave a spacious ground-floor gallery rent free. At the beginning of the third year the Rackham Fund provided $300 to enable the gallery to be decorated for a more satisfactory appearance and background for the display of prints, paintings, sculpture, pottery, and metal work.

In 1932, 176 artists submitted 1,992 pieces of work; in 1933, 221 presented 2,307. The juries and others competent to judge believe that the work submitted is of steadily increasing merit. The first year two-thirds of the entries were rejected, and at the present time less than one-half are rejected. During the first year 265 articles were sold; during the second, 790; during the third, 1,442. Of this last number about 600 were low-priced articles made by young people in one of the settlements; however, the same standards applied to them as to other entries. Several of the more capable artists have sold up to $1,000, have made many new contacts, obtained scholarships, opportunity to study in Europe, commissions, and permanent positions. Probably several times as much money comes to the artists through contacts made in the shop as through articles sold in the shop. A day rarely passes that some firm or some individual does not appeal to the shop for some kind of freelance work.

The few samplings presented here of how communities are meeting the emergency problems of youth show that a strong leaven is at work. The will to serve youth is positive and widespread. The time has come for a comparison of experience and a pooling of effort so that those who are concerned with the needs of youth may move forward in full strength. The situation calls for a solid front if communities are rightly to meet the needs of youth and if youth is to take a rightful place in the building of the community.

PART 3

Part III

COMMUNITIES IN ACTION

IN THE large, problems concerning youth have been much the same all over the country—in States, cities, communities, or rural areas—and in many places similar methods have been used to meet them. But the total program developed in one city or town might not be feasible in any other place, so varied is the background of our community life and along such different lines has the social pattern evolved, with character of local facilities and leadership differing greatly.

While many of the acute conditions of youth now considered as of an emergency nature have been coming into existence for some time, as *recognized community responsibilities* they are comparatively new.

With the aid of Federal Emergency Relief funds and of workers from the relief rolls, many communities have been able to make much more rapid progress than on their own initiative. However, it has been clearly demonstrated that effectiveness is not to be measured solely in terms of money spent nor size of staff. The real measure is in local interest and initiative and quality of local leadership.

There are few places where the youth situation has been totally and adequately dealt with. In one place the leisure-time program may be effective, in another vocational training for the unemployed may stand out as the highlight accomplishment, in another emergency educational facilities are the strong feature. When more experience has been gained, these separate threads may be woven into a more complete pattern, but adaptations, changes, growth there will be continually. That makes it important for communities to exchange experience.

VIRGINIA STATE-WIDE SURVEY

VIRGINIA has made a State-wide survey of its youth under the auspices of the State department of public instruction, the survey being the starting point toward discovering needs and building programs adapted to local conditions. The specific impetus for the survey was the need to determine what youth wanted in the way of vocational training. Part-time vocational education in rural areas had made slow progress in the State; with so many youth unemployed and out of school the need to find the desired type of education was acute. It was decided to go directly to the young people themselves by means of a survey.

The survey was inaugurated under the direction of the vocational agriculture and home economics departments of the State department of public instruction. It was begun on a volunteer basis and was later financed by F. E. R. A.[1] funds for white-collar workers and emergency teachers.

Two leadership training schools were held during the summer of 1935, one for white and one for Negro vocational teachers, principals, recreational workers, of 4 and 3 weeks, successively. Using the survey facts as guides, activities and projects which could be put into local practice were studied in direct relationship to the discovered needs of the individual youths of the communities. Methods of directing projects were worked out and training for leadership given.

Procedure for making the Virginia survey was: First, the schedule was worked out and tested with 2,200 cases; when data from these were collected, corrections were made and forms for the more intensive study were sent to division superintendents of schools who called a meeting of leaders of the various agencies in each community. This group formed the nucleus of a committee which supervised the survey and secured community cooperation.

As a result of the survey, working areas were set up; two in each of the four school districts of the State. Here experiments are being made with definite projects which, if successful, will have wider application.

In Gloucester County, the survey was taken entirely by voluntary workers, members of the women's clubs, P. T. A.,

[1] As this bulletin goes to press, many of the projects and activities carried on by relief workers are in transition from Federal Emergency Relief Administration sponsorship to Works Progress Administration. The accounts given here are the result of studies made in the spring and summer of 1935—and are reported as such.

the County Chamber of Commerce, and the Rotary Club. The result has been a tremendous stimulation of community interest. The community has been stirred to cooperate in the vocational program for unemployed youth in the county. In one instance where there was no teacher of auto mechanics and electricity, the representative of one of the local automobile companies was called on to teach a class in auto mechanics. He not only proved an excellent teacher, but used his well equipped garage as a laboratory. In another case, a young man who handles electrical pumps, refrigerators, and Delco plants gave the same kind of cooperation. In this same county, a number of girls were trained for clerical work and bookkeeping in cooperation with local offices, and within the 6-month period of training 8 of the 12 girls received part-time employment.

In Caroline County, several projects for reconditioning farm implements and repairing gas engines were carried out on farms. Girls did home projects in cooperation with vocational teaching. In another county, one Negro worker has had 100 projects for out-of-school youth.

COLORADO PRE-EMPLOYMENT PLAN

IN Colorado, the State board for vocational education has developed a plan of pre-employment vocational training for youths who have finished their general education and are faced with enforced idleness.

The plan is an extension of the cooperative, part-time work, part-time education system which has been developed in recent years by the boards for vocational education in many States, among them Colorado, Iowa, Missouri, and Montana. In Colorado alone 1,285 young people are being reached in this way.

Selected students over 16 years of age who have left school, either before or after graduation, and are not now in school or at work are placed in occupations of their own choosing with cooperating employers in the community. The business establishment serves as a training center. The student is shifted from one operation to another, so that he may acquire a comprehensive training, and he is not held at any one operation longer than is necessary for him to learn it thoroughly. He may or may not receive wages for any services rendered by him. Civic and character education form a part of the training program, the student being encouraged to participate in the activities of the firm which employs him and in other civic activities.

Each student works only half day at his trade, the other half day being spent in school. Thus two persons may be accommodated at the same job. The time at work is not less than 15 hours a week. The half day spent in school is devoted to: (1) Technical instruction related to the student's occupation; (2) subjects in which the student may be deficient; (3) a course in social economy, meeting one class period a day, 5 days a week, throughout the year. This course, for which no texts are required, at least in the first year, is designed: To provide a general background in economics, industrial history, sociology, and current problems; to give instruction in the many problems of employment that are common to all occupations, such as applying for a job, getting along with other people, correct attitudes and habits, salesmanship, etc.

The plan is the result of a cooperative arrangement of the State board for vocational education with the schools, employers, and parents. The schools participating maintain a teacher-coordinator, whose duties are to study the occupational possibilities in the community, to secure cooperation of agencies and employers, to assist in placement of students, to teach technical subjects, and to help the student secure the maximum benefits from his training.

The employment-training agency supplies the technical instruction while the student is actually at work. The State board for vocational education reimburses schools maintaining a teacher-coordinator.

NEW JERSEY LEISURE-TIME PROGRAM

NEW JERSEY developed a State-wide leisure-time program of conspicuous proportions and accomplishments under the Leisure-time Division of the Emergency Relief Administration. The results have been to provide new interests to hundreds of thousands of people and to awaken communities to the need for providing leisure-time facilities.

In many places in the State foundations had been laid on which the more extensive emergency program could be built. Workers from relief lists carried on the activities, while trained people in official and voluntary agencies have given efficient cooperation. Much of the program undoubtedly will outlast the emergency.

The program carried on in New Jersey consists of: Athletics and sports, arts and crafts, camps, clubs, dramatics, games, music, social events, and educational activities.

In 1 year 293,509 individuals were reached, of whom 61,811 were relief clients. Programs were carried out in 232 com-

munities. Four hundred and six playgrounds were opened in 156 communities; 273 of these were entirely under E. R. A. leadership, and 133 were operated by public departments with E. R. A. assistance.

The Leisure-time Division cooperates with existing agencies with the idea of expanding their activities. Where a recreation department is operating, supplemental help is given to permit program expansion. Personnel thus placed functions under the direction of the local supervisor and reports of activities are passed on to the Leisure-time Division.

An outstanding accomplishment has been the interest of communities in meeting their own playground needs. It was necessary for each community to secure funds for equipment, handicraft materials, etc., and, if possible, to match the State, worker for worker, before E. R. A. personnel was assigned. The fact that the community is required to do its part has unquestionably strengthened the program. Advisory councils have devised some unique methods of raising money.

Junior Councils.—In every community which does not have a department of public recreation a local sponsoring committee made up of key people of the town is formed. In many communities there is also a junior council which plans and assists in the direction of programs for the young people of the community. This plan has proved effective and the response has been immediate. In one municipality of Burlington County, the young people have organized a junior council which plans and directs all youth activities. They have the guidance of a senior sponsoring committee when they need advice, but, on the whole, the management of their activities rests with the young people themselves. This plan develops organizing ability, initiative, and resourcefulness on the part of the young people.

Playgrounds.—Handicraft projects are conducted on all playgrounds as a major activity. In many communities waste products are used almost entirely for this work. Community and county handicraft exhibits have been held all over the State. This feature of the playground program has aroused more enthusiasm for the supervised playgrounds than any other part of the program.

Libraries.—Through the assistance of leisure-time library workers, libraries have been able to conduct young people's clubs, supervised reading courses, forums for discussions on books and current topics, story-telling classes, drama leagues, station book service, book-truck service, and information and

book service to C. C. C. camps, playgrounds, educational, and welfare agencies.

Seventy libraries were opened for a longer time during 1933–34; thirty-one community book stations were established. Much of this service could not have been given through the local or county library without outside assistance.

Music.—Community music holds a prominent place in the leisure-time program with choral groups, informal community "sings", and classes in music appreciation. In addition to these, the Leisure-time Division sponsors an unemployed musicians' project. Unlike the recreational music activities, this is distinctly an employment project, designed to provide employment for professional unemployed musicians. From June 1 to September 1, 1934, twelve counties set up this project. Six hundred and thirty-seven concerts were given, and 291 block dances were held in 168 communities. The estimated attendance at all concerts and dances throughout the State is 615,446. The units consist of symphony and dance orchestras, and brass bands. The concerts given by the symphony orchestras in the counties are a distinct contribution to the leisure-time enjoyment of large groups, particularly in sections having a large proportion of foreign-born. In addition to concerts, the musicians' project is of inestimable value to community center programs through dance orchestras, accompanists for community "sings", musical appreciation hours, etc. During the year, 4,217 engagements have been filled by the musicians' project units. The aggregate estimated attendance was 1,610,469.

WISCONSIN VOCATIONAL TRAINING OF YOUTH

WISCONSIN has for several years offered a broad range of vocational training for out-of-school youth. When the Federal emergency education program was launched in the State, the supervision was placed under the already organized department of vocational education of the State and local boards of vocational education. The directing boards are made up of representatives of employer, employee, and school. The vocational schools became educational training centers for the unemployed, out-of-school youth. The class offerings in any of these schools are dependent on the demands of the students. When the vocational schools were thrown open to emergency classes, however, the same courses which had been developed in the regular curriculum could be used. Itinerant university teachers give

extension classes which offer to high-school graduates and college students who are unable to finance their education at college the opportunity for college credit.

Madison Vocational School

To help young people to maintain a skill or learn a trade, some interesting trade and industrial units are offered in the Madison Vocational School, as:

Commercial Photo Retouching.—This field is comparatively new and uncrowded and the salary much higher than that in the average position of today.

Office Training for Men with Technical Background.—A number of excellent placements show that industry wants men of mechanical ability who also understand office requirements. Such men are needed in shop offices as routing men, draftsmen, timekeepers, rating clerks, and foremen. Some commercial training is required; consequently, courses in typing, filing, and business English have been provided to supplement shop training.

Plumbing.—The course has been arranged according to the requirements of this trade group.

Mechanics.—Unemployed auto mechanics and filling station men have discovered the availability and necessity of training in machine shop, electrical and welding processes, as well as in their own special field.

Home Economics.—The younger adults between 18 and 25 of both sexes have been eager for training in meal preparation, menu planning, marketing, and nutrition. The course offers such subjects as:

Beauty Culture.—During the last 2 years this field has attracted more and more high-school graduates and provided them with a wage-earning job.

Foods.—The classes have been organized so that one interested in following certain phases of work in tearooms, restaurants, and cafeterias may receive this training here.

Home Employment.—This work has appealed to high-school graduates who formerly sought other lines of employment. An effort has been made to dignify the work. This course is also offered to employed girls on the job, to increase their efficiency.

Arts and Crafts.—Through arts and crafts the young people have not only kept busy but oftentimes have earned a small income. Some of the leisure-time projects available are: Commercial art, crafts, landscape painting, stage crafts, woodwork. The

crafts classes have developed from small groups occupying leisure time to several types of training with definite vocational possibilities. Young people who normally would be in college are fitting themselves for work in pottery, metal work, weaving, rugmaking, designing novelites, camp crafts, etc. Some are working toward occupational therapy and Scout leadership. Others are interested in learning an art and in the revival of home crafts.

The Craft Shop.—The year 1935 marks the third year of the craft shop for unemployed men of Madison. This project has proved to be a great success. The men have been given employment, taught new crafts and skills, gained an appreciation of design, color, and technique in woodworking, metal work, and weaving. An important part of shop policy is the fact that a man is entitled to the profits from the sale of his articles.

BREATHITT COUNTY, KY., GUIDANCE PROGRAM

A COOPERATIVE, county-wide program of guidance and training for youth is under way in Breathitt County, Ky., which, while immediately concerned with emergency problems, is aimed at a long-range, continuous solution of certain fundamental needs of youth, to the end that youth may have a more balanced and propitious life, richer in opportunities than in the past.

Breathitt County is one of Kentucky's mountain regions with conditions typical of many Southern Appalachian counties. Opportunity for young people has never run high there, but with the economic cataclysm it sagged to a very low level. Agriculture at best offers a gloomy outlook; mining, lumbering, and railroading have declined to the lowest ebb. Those young people who had sought opportunities in the cities have had to return in large numbers; so, with congestion from within and without, the county was badly in need of some intelligent concern for its youth.

These conditions furnished the soil in which the idea for a demonstration-guidance program was planted. The county was selected because there was awakened interest and a good basis of cooperation among certain official leaders, the county superintendent of schools, the president of the University of Kentucky, agricultural extension workers, and others. The cooperation of the Southern Woman's Educational Alliance was secured to direct the demonstration, and funds were allocated by the Carnegie Corporation to finance it.

The Breathitt County demonstration has three main objectives: (1) The creation of a county council concerned with the guidance problems of youth; (2) a county survey of actual and potential resources for capable, aspiring young people; (3) the gradual development of a program taking into account both in-school and out-of-school young people as a demonstration which is applicable to young people of the Southern Appalachian area.

In order to have background on which to base the developing program, surveys of the conditions and possibilities in the county are being made, to secure information concerning human resources, physical resources, occupational facts and possibilities, educational conditions and outlook, present economic conditions, recreational conditions and possibilities, and social standards and relationships.

The facts secured through the surveys are used in various ways as a basis for procedure, to help publicize the activities, for use in interpreting county conditions. Topical subjects from county newspapers are compiled continuously.

The guidance program is divided into two projects to meet the particular needs of the in-school and of the out-of-school groups. For the in-school group, the program is aimed to change the curriculum for better adjustment to life conditions and to suit individual interests and abilities; to use facts about the county and area in advising students about occupations; to devise recreations and safeguard character-training programs as aids in preventing crime and delinquency. For the out-of-school group emphasis is placed on individual guidance and adjustment through opportunity centers in various parts of the country to assure a suitable study plan, work projects having training value, and opportunities for avocational hobbies and recreation.

During the year occupational meetings are sponsored by the county council with qualified speakers who present the subjects of work opportunities.

While the funds for financing the demonstration come from without the county, there is a high degree of community cooperation in carrying it through, with many different agencies making their contribution to the program. The opportunity centers are financed by F. E. R. A. funds, the county schools, Jackson citizens, and a small, special grant. County health officers help with the health program. The surveys are financed by Relief Administration funds. The National Occupational Conference serves in the capacity of consultant. The University of Kentucky provides the occupational speakers, the meetings being held in the Jackson City School auditorium, the Breathitt County High School

auditorium, and the Jefferson Hotel. The guidance institute for teachers is administered by the university and sponsored by the county superintendent of schools and the Southern Woman's Educational Alliance.

FULTON COUNTY, GA., RECREATION PLAN

IN Fulton County, Ga., which includes the city of Atlanta, a general recreational program for the county and city provides a wide variety of activities for youth and adults, both white and colored, with special emphasis upon the interests of the younger age group. Having tried vainly to operate a recreational program with volunteer leadership, the recreation-education section of the Atlanta Council of Social Agencies approached the county F. E. R. A. administrator. The Fulton County Department of Recreation of the F. E. R. A. was the result. The county was divided into districts, 6 for Atlanta and 4 for the remainder of the county, with a recreation and assistant director in charge of each district.

The general organization set-up is as follows:

> In each district a community recreation council has been formed of leading citizens in that community. This committee acts as an advisory body. There is a director and an assistant director in charge of each of these districts and a staff to operate the program. A central advisory committee of important people in the city and county works with the director of the city and county. The duties of the recreation councils are: (1) To interpret the community's needs; (2) to provide a medium through which the centers can call in emergencies; (3) to provide dignified stimulation to the youth who use the centers; (4) to act as judges for competitions and secure awards; (5) to provide means of securing funds for activities which the center could not provide; (6) to act as steering committee for activities, heading up gymnasium classes, etc.; (7) to help break down existing social and racial cleavages in the community; and (8) to assist the community solve some of its problems, as delinquency, etc.
>
> The program operates through playgrounds in the summer and community centers in the winter. Because of the climate the playgrounds are kept open late in the season, as long as popular demand justifies. There are 20 playgrounds in all—16 for whites and 4 for colored. A number of the community centers are in the school buildings. These buildings

never having been used for such purpose before, it was necessary to educate people to their use.

The Fulton County program consists of a wide variety of athletic activities for men and boys; for women and girls, classes in millinery, sewing, and varied crafts; also, for both men and women, forums and discussion groups. There is a varied program of music and dramatics, social events, special city-wide holiday celebrations, tournaments, and playdays. A school for umpires is an innovation in the men's and boy's program. Some very creditable orchestras have been developed, using as leadership professional musicians on relief. In addition to these, a group of 12 professional musicians has been banded together in an orchestra which provides entertainment for various functions.

The department of recreation was able to secure a half-hour period for a broadcast one afternoon each week. This program not only provides entertainment but gives pertinent lectures by speakers identified with the recreation movement.

Financing.—Financing of the program has been cooperative. Personnel is supplied by the department of recreation of the county F. E. R. A. Money needed for equipment such as bats, balls, etc., has been contributed by donations from the Kiwanis and Rotary clubs, department of parks, and a small amount from Federal sources. Nine hundred dollars was appropriated by the Atlanta city government for recreation. Cherokee Field (lighted diamond ball field) was financed through the cooperation of the teams in selling 1,500 advance season tickets. The 24-acre field was leased from the power company; a railroad gave several carloads of cinders; the labor was supplied by the Fulton County Relief Administration. Programs are free to the public with the exception of special events with fees to cover definite expense.

SEATTLE COORDINATED YOUTH PROGRAM

SEATTLE was roused early to the needs of youth by reason of two things: (1) It was the last outpost, both western and northern, for the wandering transients; and (2) being the largest city in the State and the seat of the university, it attracted thousands of young people who drifted away from the country and the small town in search of opportunity.

It was recognized as early as 1932 that the ordinary facilities of Seattle were unequal to the strain made upon them. The Salvation Army, stirred to action by the streams of transient boys that sought their shelters, organized a citizens' committee with the purpose of providing services to unemployed men and boys and

of studying the problem of the transient. The Y. W. C. A., about the same time, finding a greatly increased demand upon their services, was roused to the problems of young people as a whole. They called together representatives of groups interested in leisure-time activities, the churches, schools, and others, and organized a committee to serve as a clearing house for information on recreational and leisure-time facilities. The Seattle Welfare Council, central social-planning group under the Community Fund, took the initiative in the merging of these two committees and expanding their scope to form a city-wide committee known as the "Committee-at-Large", with the purpose of planning for leisure time with emphasis upon the particular interests of unemployed youth. Through the cooperation of public and private agencies, this committee concerned itself with the development of leisure-time activities, awakening public interest and informing those in need of activities of the available facilities.

The head of the Salvation Army committee logically became head of the Committee-at-Large, the other officers being a former member of the boys' work committee of the Rotary Club, a member of the National Recreation Association, and a board member of the Salvation Army.

The personnel of the committee is made up of representatives from the community fund groups, such as the welfare and character-building agencies, and the official and other agencies not included in the community fund.

The fact that the chairman of the recreation subcommittee is the director of city parks and playgrounds, that the present chairman of the education subcommittee is the assistant superintendent of schools, that the chairman of the case-work committee on transient boys is the director of vocational training of the board of education, and that the president of the high-school council of the P. T. A. (which is one of the strongest civic groups in Seattle) took an active interest in the work of the committee from the beginning, has lent weight and authority to its work.

Free-time School—An Educational Opportunities Committee studied the needs of young people unable to complete their education, with the result that a free-time school was started.

With free room space secured in a downtown building and a staff of volunteer teachers, 10 of the 14 professors from the University of Washington, the school operated from 11 to 3 o'clock on 3 days a week. The school continued for two terms, serving the needs of 282 individuals. At the end of

the second term, the F. E. R. A. program of adult education got under way substituting for the other program. The chairman of the educational opportunities committee, as assistant superintendent of schools, has administered this program, and the experience of the committee in operating the emergency school has been invaluable in guiding the adult education program.

Recreation Projects—The recreation subcommittee adopted primarily the policy of using and extending existing facilities and programs. Hence, its first step was to coordinate and publicize these. To this end it compiled a list of the free and low-cost programs of all recreation centers in the city in a central directory pamphlet called "Why Walk the Streets—When Leisure Time Can Be a Thrilling Time?" This was distributed through the schools, agencies, field houses, and to 10,000 families on relief. This contained the names and locations of centers of recreation, a brief statement of the general type of program and service, and established the identity of the committee, directing inquiry to offices, which had been secured free in one of the central and newer office buildings.

The committee likewise developed new activities. Projects directed chiefly toward the needs of the high-school or just-out-of-high-school group included all city high-school swimming clubs in which 600 boys and girls participated; swimming classes for young women at the municipal beaches, attended by 800; three series of six weekly art and museum tours which drew a total attendance of 300; two dances for high-school students in two city field houses which 700 attended; an all-day cruise on Puget Sound for 800 high-school students.

It has been the policy of the committee not to single out the unemployed youth conspicuously, but an effort is made to draw them into general recreational activities. One means used has been to issue small business cards with the name of the committee and location of the office. Family visitors of the staffs of public and private welfare agencies distribute them tactfully to boys and girls of unemployed or of "marginal" families. Whenever a card is presented, the "Y" director gets in touch with the visitor in an effort to devise the best guidance and direction. The card entitles the bearer to free privileges.

Seattle's cooperative community program demonstrates many valuable points. The secretary of the Seattle Welfare Council comments:

> Two things stand out in attempting to evaluate the work of the committee as a whole: First, the remarkable rapidity

with which it was set up and the directness with which its program was carried into action. The first impetus came in November 1932, and 2 months later, in January, the community was organized on a city-wide basis to meet the problem and the subcommittees were actually functioning. Second, that it was the accomplishment solely of volunteer leadership. Membership in the committee itself made large demands on the time of its 50 volunteer members while the mechanics of putting such a program into operation was a full-time job for a competent staff, yet everything proceeded on a volunteer basis with a total expense of less than $100.[1]

PHILADELPHIA JUNIOR EMPLOYMENT SERVICE

PHILADELPHIA has a junior employment service which provides, under the auspices of public education, placement and counseling service and to a certain degree training needed by boys and girls, 14 to 21 years. It is for the benefit of all young people within the school district of Philadelphia. The service also makes studies and surveys to the end of strengthening their guidance services. There is a demonstration office in connection with the Philadelphia office of the State employment service and all activities for workers under 21 are handled by the junior service.

The placement of an applicant is based on a study of very thorough records. Requests for workers to report immediately are filled from classes for maintaining occupational skills which the junior employment service conducts in the same building as its offices. Applicants are interviewed every time they come to the office. Group intelligence tests and standardized achievement tests are administered to selected applicants for whom results of such tests are not already available. A regular health examination is made of every applicant at least once in 6 months.

Sponsorship and Organization.—The work of the junior employment service has been carried on for nearly 15 years. The board of public education accepted the cooperation of a private agency, the White-Williams Foundation, in demonstrating the value of a counseling service for boys and girls who had secured working certificates or who were looking for employment. The demonstration was so successful that the board became convinced of the permanent value of the work,

[1] Community Chests and Councils, Inc., Narratives of Achievement in Community Planning. Bulletin No. 81, April 1935. New York, Community Chests and Councils, Inc., 1810 Graybar Building.

and by 1925 had assumed full responsibility for the placement and counseling staff. In February 1934 the board, seeking to augment the staff of the junior employment service, which was then inadequate, applied for the affiliation of the junior employment service with the Pennsylvania State Employment Service under the provisions of the Wagner-Peyser Act. This was accomplished.

The junior employment service is conducted by the board of public education of Philadelphia, as part of its vocational and educational guidance work. It is under the supervision of the superintendent of schools and the general supervision of the State education department. It cooperates closely with the local office of the Federal State Employment Service. It works with the State bureau of rehabilitation and other agencies interested in the physically handicapped. It also cooperates with the department of labor and industry, with social agencies, and with individuals in its counseling and employment supervision work.

The relationship with the schools has been particularly intimate and fruitful. Counselors in high schools furnish records of graduates. Special divisions of the school system also give information which is of help in learning to know applicants. Thus, the division of commercial education supplies objective test results of the achievements of every commercial graduate in typing and shorthand. The division of tests and results furnishes copies of group intelligence tests and of standardized achievement tests. The division of special education provides psychologists to administer a battery of individual tests to selected applicants. The division of medical inspection supplies physicians. The division of school extension has established the special classes in vocational training. Without the assistance of the schools, it would have been impossible to provide these facilities. Almost all employers have cooperated in reporting on the qualifications of the young people who have been placed with them.

The junior employment service is administered from a central office, and there are three branches in school buildings. The office of the Federal State Employment Service acts as a cooperating branch, an agent of the Junior Employment Service being stationed there to interview junior applicants and refer them to the proper one of the regular branches. One branch is in the industrial district, and serves both boys and girls. The other two are in the commercial district; one receives boys only, the other only girls. All of them have adequate waiting rooms, which are made attractive and comfortable by chairs, tables, bookcases, plants, magazines, and newspapers.

No charge is made for the services of the junior employment service. Since July 1934, the service has been jointly supported by the board of education of Philadelphia and the Pennsylvania State Employment Service.[3]

BOSTON'S USE OF ITS SCHOOLS

WHEN unemployment became a serious problem, Boston already had a partial answer to the question of the use of leisure time. As early as 1912 the Department of the Extended Use of the Public Schools was legally created with the purpose of devising activities in school buildings after school hours, outside of the regular day and evening school curriculum.

These centers serve as common gathering places and rallying points for community effort and cooperation, centers for social and civic betterment. In nature they are community clubhouses, social and recreation centers. From October 1 to June 14, regular school centers are open two evenings, from 7:30 to 10:30 o'clock, and one afternoon a week. During the past season, 1933–34, more than 150 schoolhouses were opened 2,150 times for school center use; the total attendance was 826,850. The total number of clubs and group meetings in the school centers was more than 500, representing approximately 30 different activities. More than 15,000 persons attended concerts, lectures, and entertainments in school centers. Eighty-one independent outside social and fraternal organizations utilized schoolhouse accommodations.

School centers are organized on a club basis, self-governing, officers elected, dues self-imposed. The school center clubs and activities are classified as civic, social-educational, recreational, and industrial, and cover a wide range of subjects and activities. About one-third of those participating are unemployed youths of boths sexes. The others are employed, attend the upper grades of high schools, or are in the first or second year of college.

The work of the department of the extended use of the public schools is conducted under three divisions: School centers, home and school associations, use of schoolhouse accommodations. The director of the department has general supervision and control over the activities and is responsible to the school committee through the superintendent of schools.

[3] Further information on the activities of the junior employment service is included in the bulletin on Vocational Guidance of this series.

Each school center has a manager who develops and manages clubs and activities; he also supervises and directs all persons and groups occupying school center buildings.

Each manager has a staff of leaders and helpers who direct clubs and groups and attend to the various details. Managers, special managers, leaders, helpers, and other employees are appointed by the superintendent of schools from rated lists.

Citizens' advisory committees, members' councils, leaders' and workers' conferences aid in guiding and promoting the policies and activities of the department.

The department of the extended use of the public schools is financed by the Boston School Committee. For the year 1934, the school committee appropriated $69,000 for extension activities conducted by the department. This fund is not a part of the regular day or evening school appropriation and is used only for the purposes stated in the legislative act. Many of the clubs that meet in the school centers pay their own leaders; others have volunteer leaders. All supplies and materials, utensils, and special equipment used in the school centers are provided by the various clubs at the expense of the members, not at the expense of the city.

BUFFALO EMERGENCY PROGRAM

BUFFALO, N. Y., has developed an emergency adult education and recreation program as a temporary emergency relief administration program, with a wide range of services offered free to its citizens. Sixty emergency centers are located throughout the city where many different activities are carried on. The program is directed by the State education department and the Buffalo Board of Education, and administered by the supervisor of industrial education of the western area and the director of extension education of Buffalo.

During 1934, 27,000 adults over 17 years of age participated in 200 courses in 60 emergency centers. There are 21 instructors in 3 major centers for commercial subjects. The Handicraft Institute and 30 neighborhood classes offer more than 40 courses. The Art Institute has grown from 1 instructor with 4 students to an institution of 400 students and a staff of 16. Art classes are also held in six neighborhoods. Eight specially trained instructors teach 300 patients in the handicap project. One hundred and twenty homemaking classes are held. Music classes are held in 19 neighborhood centers. Drama classes meet in three major and several minor centers.

Recreation.—Thousands of persons are enrolled in all phases of recreation in Buffalo. Some of the recreational activities are physical education, swimming, fencing, boxing, wrestling, and indoor and outdoor horseshoe pitching. Community singing circles are formed in the different centers. Old-time songs are interspersed with popular music.

The Buffalo Community Players is the only stock company in Buffalo. The players have 8 major plays and nearly 20 one-act skits for presentation. Free performances are given before schools, churches, etc., in western New York. In some cases audiences have never before seen a legitimate stage performance. The players also present a half-hour radio program four mornings a week. The Buffalo Community Players have appeared before 200,000 persons since their organization in February 1934. There are 14 actors and stage hands in the community players' group.

The Buffalo Civic Opera Company of 100 voices, with the 120-piece Buffalo Philharmonic Orchestra of the emergency relief of Buffalo, produced *Faust* and *Pagliacci*. In addition to operas, ballets are staged.

Adult Education.—The educational offerings cover a wide range of subject matter. Five full 3-year art courses are given in addition to special short-term courses and regular lectures on history and philosophy of art. Two 20-week terms of commercial courses are conducted each year. Special teacher-training and evening classes are also held. A full 1-year commercial course is given. The handicraft subjects include Leathercraft, metalcraft, jewelry, weaving, embroidering, knitting, and pottery. Cooking, sewing, home nursing, and maid-training classes are given in the centers and meeting places of Buffalo. Special teacher-training in home economics is also available. The technical and trades division arranges classes in everything from air-conditioning to refrigeration. The outstanding groups are classes in auto mechanics, woodworking, tire repair, battery, radio, auto ignition, steam engineering.

Courses are given in all phases of music, such as instrumental, applied technique, and harmony, etc. There are daytime and evening classes in German, French, Spanish, Italian, Russian, English, and journalism. Drama classes are conducted. Noel Coward's plays were presented during the spring term by the dramatic groups.

Teacher-training.—Although the instructors have been teaching from 2 years to a lifetime, work in adult education classes is so different from any existing educational experiment that a

teacher-training institute has been inaugurated. Teacher-training classes meet once a week in two centers and special groups meet together for instruction by the head of the teacher-training department.

Hobby Fair.—The first Buffalo Hobby Fair, held in November 1934, focussed widespread attention on hobbies, their educational, recreational, and health values. The fair was inaugurated by the Buffalo Society of Natural Sciences as a result of the interest created by hobby clubs carried on for many years, but was sponsored by the Buffalo Council of Social Agencies. The exhibits consisted of those by individuals; by groups, such as art galleries, museums, organizations; commercial exhibits; and popular working exhibits. The Hobby Fair was such a great success that it will probably be held annually.

CHICAGO'S GENERAL ACTIVITIES PROGRAM

CHICAGO has a general activities program for youth and adults carried on by the Recreation Division of the Park District, which is broad-gaged and of wide appeal. This organization resulted from the consolidation recently of 22 separate park districts which served the city. The program operates with the following subdepartments, each with its specialized staff: Crafts for men and boys; art crafts for women and girls; women's and girls' activities; physical activities; general activities; art; dramatics; music.

Chicago has used its regular recreation facilities to expand and adapt to the emergency needs of youth and adults. The spirit of the whole program is one of creative activity, with the idea of getting away from the leader-dominated type of program. Groups are organized as clubs rather than as classes. Each club has its own leaders within the group so that when the regular leader is absent, activities go right on. People in the various activities showing special skill and aptitude are encouraged and are given opportunities to exercise leadership with groups of less experienced people. There are 142 different crafts clubs.

The Chicago program is financed by municipal funds, Government funds, and by charges made for various activities.

Facilities.—There are 128 parks and 82 community buildings in connection with the parks, some small but most of them commodious and well equipped. Generally they have assembly halls, several clubrooms, workshops, gymnasiums for boys and girls, with shower and locker rooms, and many of

them have branches of the public library; out of doors the have grounds for games or skating, outdoor gymnasiums fo children under 10, and swimming pools. The departmen also operates the bathing beaches, golf courses, baseba diamonds, tennis courts, football fields, and playgrounds.

Physical Recreational Activities.—There is a wide program of physical recreational activities, for men and women, boys and girls, as well as dramatics, music, art. The development of Chicago's community centers has been going on for years. Originally they were conceived to serve the physical and health needs of an urban community. Gradually the program expanded to include activities other than the purely physical. Social life, dancing, dramatics, music, debating, self-government organizations were introduced into the program. Manning each institution is a promotional supervisor called a director, and where complete facilities warrant there is an instructor in each gymnasium, one for men and one for women.

Crafts for Men and Boys.—The crafts for men and boys are widely varied, including: Boatcraft, making models and boats of various kinds; aircraft; artcraft, a wide program of activities varying according to demand; making of games; woodcraft; musical instruments. Several surveys were made to determine what crafts were of greatest interest.

Groups meet usually twice a week in the afternoons and evenings. The city-wide activities assume the nature of a city-wide club and in most cases are self-supporting, the idea being to give people of like interests an opportunity to get together favorably and easily in their common interest. The park department gives the initiative and leadership and the members themselves pay for their recreation.

Crafts for Women and Girls.—Crafts for women and girls include: Rugmaking, quilting, loom weaving, pottery, modeling, doll making, mask making, carving, fabric decoration, knitting and crocheting, home decoration, dress and costume design, weaving, metalcraft, leathercraft, commercial design, needlecrafts, lantern making. Chicago has the effective cooperation of organizations and individuals in the community in helping with the leisure-time activities. V. K. Brown, chief of the recreational division, Chicago Park District, says:

"We are approaching women's clubs, community improvement associations, noonday luncheon clubs, parent-teacher groups, businessmen's organizations, and similar federations of people in our communities with the suggestion that they adopt certain specific things as part of their organi-

zation programs. We have been quite successful in this, and we think it a good example of a new type of attack on the problem of a community using its own leisure energies to contribute materially toward solving its leisure problems. Industries are similarly being approached. For example, we have one group of boys much interested in metallurgy. They cast their engine blocks for model motor-boat, vest-pocket size engines, smelting down the metal, milling the necessary parts, and fabricating the engines to drive their model craft. We are now contacting the steel mills of South Chicago, and are preparing a basement in one of our field houses, and the men of the industry are planning to underwrite the establishment in that basement, of an actual producing miniature steel mill, in which the young men interested in metallurgy in that community cannot only beguile their idle time in something which they enjoy doing, but associate with the experts of the industry who will be interested in the experiment. These boys will also vocationally be familiarizing themselves with every step in steel production, from ore to finished product, and will be learning by actual practice the essentials of the industry, thereby assuring the industry of a growing group of young blood available for employment later, and at least as well trained as those who have taken rather theoretical courses in metallurgy in the technical schools specializing in that field of education. It promises, they think, to become a fine father-and-son activity of the community; the leadership of it is no problem to us, because research workers and engineers of the industry will take so much personal interest in it that we need not provide special instructors.

"This same idea we think to be applicable to a large number of industries. For example, in doll-house furnishings, playroom equipment, possibly the upholstering or furniture-making industry might interest itself. We have never, in the past, hooked up in just this way. We think it is a new development, but it is likely to assume considerable proportions as we experiment our way into it."

FARGO, N. DAK., FREE-TIME COUNCIL

IN Fargo, N. Dak., the community has organized the Free-time Council to provide a leisure-time program for youth and adults who have free time as a result of the economic situation. The council is a cooperative effort initiated by the Y. M. C. A. in which every leisure-time agency in the community is invited to participate. It serves as a clearing house for information on the

community's leisure-time facilities, and cooperates with public and private agencies by promoting interest and support for new and needed services. Coordination of existing resources has seemed more important than attempting to administer any activity in its own name. An attempt is being made to meet the leisure-time needs of every youth and adult in Fargo.

Three steps preceded the forming of the council and the development of the program: A survey to determine the educational and recreational activities desired; compiling of information on available leisure-time facilities; an all-day community conference on adult education.

The survey of the recreational and educational interests of all out-of-school adults over 16 years of age was made by the P. T. A. and the Free-time Council. It showed that of 100 different free-time activities on the schedule there was an overwhelming interest in certain commercial courses, such as Bookkeeping, shorthand, and typing, as well as activities usually classified under home economics. There was a general distribution of interest among the other activities. Outdoor recreational activities predominated.

The Fargo Community Conference on Adult Education was held on March 6, 1935, with afternoon and evening sessions. After the discussion of certain topics, the meeting ended with an open forum for consideration and adoption of recommendations growing out of the discussions. The conference was helpful in clarifying the real functions of the Fargo Free-time Council.

The council is composed of volunteer members. These men and women represent community educational and recreational agencies, organizations which are actively interested in the problems of community leisure time, citizens at large, local government agencies. The council elects from its membership an executive committee composed of the officers of the council (president, vice president, secretary, treasurer), the chairmen of the neighborhood and program councils, the chairmen of all sectional program committees, and some additional members selected from the roster of the Free-time Council.

One representative of each P. T. A. group is named as a member of the Free-time Council.

Each school section has a local P. T. A. committee, the chairmen of which constitute a neighborhood council, which functions to interpret the needs of the various sections to the community Free-time Council and to explain and

promote various activities sponsored by the council in each neighborhood. There is a program council made up of the chairmen of the sectional program committees, and a technical group of professional workers concerned with leisure-time activities provide volunteer technical advice and leadership.

LAKEWOOD, OHIO, RECREATIONAL CENTER

THE young people of Lakewood, especially those unemployed, were badly in need of recreation interests. At the initiative of the superintendent of the board of education an abandoned schoolhouse in the heart of the city was taken over and converted into a recreation center. It has two small gymnasiums, a cafeteria, shower baths, an auditorium, and many classrooms. Ten of the local civic and professional organizations, each taking the responsibility for furnishing a separate room, made it possible to transform the old classrooms into game rooms, lounges, discussion rooms, council chambers, library and reading room, and card rooms.

Launched as an emergency project, the center is becoming a permanent and vital factor in the community life. From the outset the Lakewood program has been cooperative in spirit and creative in its functioning. Although somewhat unique the project is not a sudden experiment. Back of it lies the recreational program which has been building up in Lakewood for some years under the board of education with capable leadership.

The center is supervised by the director of recreation of the board of education, with a senior advisory council of 35 members drawn from the civic and professional organizations of the city. The center is controlled and directed by a self-governing general council or junior advisory council composed of 15 to 20 members, young people who use the center. This council organizes the weekly dances and generally supervises the activities. The center has a staff of 20 persons, 8 members being E. R. A. workers and 12 volunteer workers.

A general recreational program, consisting of athletics, drama, forums and discussion groups, hobbies, music, and quiet games is offered by the center. There are also vocational training classes, and a few cultural courses. These activities are developed informally in about 40 organized

classes or groups; each class deciding what it wishes to do. A youth league has developed which holds forums with its own speakers.

Dances are held once a week, and other social activities such as plays, are organized from time to time. The plans are carried out without help from adults. The members wrote and produced a play which ran 4 nights. They have formed a six-piece orchestra. It was found that the young people could successfully carry through a small project with some guidance, but were not capable of handling large affairs alone. They themselves decided that they needed the help of people experienced in organization. From 1,000 to 1,400 young people a week take advantage of the facilities of the center.

Among the activities which have developed unusual aspects is a photography club. Started as a hobby, the members fixed up their own dark room and provided their own supplies. Their interest aroused, some of the members have made dark rooms in their own attics. Three have received sufficient training to become licensed photographers and are now launched in business.

A radio television class, under the direction of one of the Navy's leading radio men, has resulted in 40 boys and 12 girls taking the Federal code work. Of the number several passed and four received immediate positions as telegraphers.

An entirely satisfactory method of financing has not yet been worked out. Efforts to support the center through voluntary subscriptions proved inadequate. For 1934 the recreation department of the board of education was able to allocate $3,000 to the center, representing a surplus accumulated over a number of years. (The recreation department operates on a one-tenth mill levy, which is entirely separate from the board of education budget.) This sum fell short of meeting the expenses by $1,500. The present cost of maintaining the building is $3,500 annually, which includes only heat, light, and janitor service.

Moneys have been raised in various ways by the young people, such as small fees for dances, renting the cafeteria, auditorium, and gymnasium. No charge is made for the classes except those in boxing and fencing, which cost $2 for 10 weekly lessons. If material is required, the member pays for it.

A PLAN FOR YOUTH IN RURAL CONNECTICUT

IN A rural community plans often may be carried through in a very natural way without any formal organization and yet with

every agency playing a part. Nothing could be simpler than a plan for youth which has developed in a rural district of Connecticut. It is described by the minister of a church who, one senses, is the moving force behind many of the activities:

> Ours is a strictly rural situation. We have no specific activities which would make our youth feel that they are set aside as underprivileged or without opportunity. Those on the farms are at work with their fathers. We have developed community activities in which they are included, the objective being to make them enjoy their community and want to stay here. Many of them are marrying and settling in tenant houses they would have spurned a few years ago. We try to provide community sociables, where the hat is passed around. We have organized a dancing class which, meeting at the town hall, will give social recreation while teaching them to dance. Working with the selectman, we know fairly well the situation in each home where matured young people are living, and help to share what work there is with them. Wanting to keep them in the community, we face the real problem of providing jobs and housing if they marry. We are introducing weaving as an experiment in the hope that it will supplement other income. One young man has started a small paint factory. The farm bureau is helping us to encourage two others in hatching and chicken farming. We are doing nothing very outstanding. We do not want to make the adjustment for them, but stand ready to help and to offer suggestions when we discover an interest or a need. Such activities are financed through private interests. We have no program excepting the program of normal rural living. Our organizations and activities are kindled around the needs which arise therefrom.

CORTLAND COUNTY, N. Y., JUNIOR MUNICIPALITY

A MUNICIPALITY for junior citizens reproducing the senior municipality, having its own charter and officials, with a recognized citizenry known as "adult-minors", and duties assigned and carried out by the junior citizens, constitutes a practical experiment in citizenship training being carried on in upper New York State, in the Finger Lakes region. The Junior Municipality starting in Cortland, N. Y., is spreading to other nearby places. With the cooperation of Cornell University and the School of Citizenship of Syracuse University, the plan adapted to city, village, township, or county may extend to an area of eight counties.

"Adult-minors" is the designation officially bestowed upon the young citizens, 16 to 21 years of age, who constitute the membership of the junior municipality. They cooperate with the senior local government and carry through their activities not theoretically but as practical responsibilities. They are authorized to assist the police in such responsibilities as traffic duty, in recovery of stolen property, in policing public meetings. The activities of those adult-minors assigned to police duty are recorded at the city police department. The adult-minor health department is active in the county health program and assists in the health education program in the city and county. They have investigated and obtained data bearing on the conditions of the municipal skating rink and made recommendations to the senior city council. In Homer, N. Y., the adult-minor village board assumed total responsibility for administering a 4-day celebration in honor of the centennial year of the village. The senior board sanctioned this action and cooperated with the young officials.

The Cortland Junior Municipality is developed and sustained by young people with one adult director. Organized early in 1933, under the sponsorship of city officials, civic leaders, and young people of Cortland, adult-minors organized their citizens into six wards for party and municipal action. A census committee was appointed in each ward to find the number of persons between 16 and 21 years of age. Ward leaders were named. The group selected party candidates for election to the committee of twelve (two from each ward) to draft a junior charter. To elect this charter committee, adult-minors held a charter convention in July. Until the end of September the charter committee met weekly or biweekly to search the city charter and adapt the provisions suiting their needs.

On primary day a referendum was taken on the junior charter. Municipal officials were elected a week later. The senior judge administered the oath of office to the young officials at the inaugural ceremony. Practically the only adult assistance came from the director of the Junior Municipality.

The Junior Municipality duplicates in practically all respects that of the senior government. The common council of Cortland meets twice a month; the board of health, board of public work, and board of education, once each month. The police department meets once a week. By authority of the common council, the attendance of adult-minor officials in that city at meetings of their respective boards or departments is required and is a matter of record. The work has

the endorsement of the Cortland senior city officials and the assistant commissioner of extension education of the State department of education.

Three hundred and fifty young people assumed some degree of responsibility in the Junior Municipality program during a 15-month period. Twenty-five generally attended the ward meetings; 100, the charter convention; 15, the charter council meetings. One hundred and fifteen young people voted for the charter referendum, and 200 in the election of officials. Three hundred adults and adult-minors attended the inaugural ceremony.

While carrying on their various activities the young citizens are studying and educating themselves in the affairs of the city government. Through their own chamberlain they receive information on the financial conditions of the city. They have access to municipal and village departments, records, and statistics. They have an educational research board which studies problems of city government and their own problems of function.

CONCLUSION

THE contributions in the way of morale-sustaining, leisure-time educational and vocational activities for youth on the part of those groups whose concern has always been with youth are interwoven through these running accounts of community action for young people. It is impossible in the brief space of this bulletin to give an adequate picture of what any one agency is doing. The Y. M. C. A., Y. W. C. A., the Catholic youth organizations, Hebrew associations, various church young people's groups, DeMolay, Boy and Girl Scouts, Boys' Clubs, Camp Fire Girls, 4-H Clubs, and Future Farmers, have been pathfinders in fields in which others now are following.

One of the most significant things that is happening is the cooperation which is being effected between the public agencies and the unofficial organizations—a cooperation which is just in its initial stages and offers many possibilities. Each plays a particular part in the life of youth. What the church offers cannot be duplicated by a community center. What the "Y" does has its special contribution supplementing public recreation. The projects that Future Farmers and 4-H offer are unique in the life of youth and yet there are places where there has been over-

lapping, as well as areas of ignorance where one was unaware of what the other was doing.

In many places schools and recreation boards are now dovetailing their programs with those of churches, of Y. M. C. A.'s, and similar organizations. Representatives of each sit on common councils. One helps the other in discovering young people in need of help and interests. An interchange of use of facilities has been brought about. The old policy of individualism and isolation happily is breaking down.

There are definite limitations in some instances to what public agencies can do and the private organizations can supplement these. In other directions there are limiting factors to the activities of the unofficial organizations. Their clientele is within narrow bounds. Between the two is developing a wholesome and beneficent give-and-take. Each should know what the other is doing and try to cooperate.

The Place of Education in the Community Picture

Above all, these programs show the central place which education, broadly defined, has in any comprehensive approach to the problems of unemployed youth. Whether in the continued broadening of youth's understanding of the social problems of the day, in the deepening of appreciation of leisure-time activities, in training for a suitable occupation, or in retraining for the new demands of the rapidly changing industrial life, education is found to be basic in the programs for youth.

Schools everywhere have played an important part in what has been done. They have a still larger part to play. The major responsibility for youth must rest upon education. The 9-to-3 schoolhouse, the 9-month term, and the first-through-twelfth-year curriculum are becoming things of the past. School doors have been thrown wide in many places, *but they can be thrown wider;* some schools have been in service all day and much of the evening, *many more could be;* programs have expanded at both ends, *they are capable of far greater expansion.* Education gives signs of becoming what has always been hoped for it—an instrument to serve all of the people all of the time, the very cornerstone of democracy.

The American school faces the issue that it can only fulfill its true function when it adapts to changing social conditions. Its

task is not only to prepare its students for life as they must meet it, but to stand by them until they are fully and satisfactorily adjusted to the practical conditions of the contemporary scene of which they are a part. In this time of drastic change and readjustment the school must accept its responsibility as a social institution to meet youth's needs and to induct the maturing members of society into their fitting place in the scheme of things. Society cannot afford to see its vast expenditures for schools nullified by years of enforced idleness following youth's exit from school.

The school as the servant of society must help to mold a community program for youth and at the same time adapt to the local situation, coordinating its resources with those of other agencies, supplementing them where they are lacking, expanding facilities as needs change. But, also within the schools, may fitly lie leadership for a youth program and the schoolhouse may well become the center for adjustment and guidance of youth, including those no longer in school, as well as for educational and recreational interests.

The American public schools constitute the greatest youth organization in the world. Their potentialities should be recognized and utilized to the fullest extent, both for reasons of economy and efficiency. The experiments which have been tried out in behalf of youth offer a basis from which to proceed, serving to reveal the situation and point out solutions. But the major task lies ahead. Communities, aroused and effectively organized, must meet it.

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Gives a description of the factors leading up to the formation of the adult education plan for the State of California, discusses the various types of programs sponsored by the Adult Education Association, and outlines the expected future expansion.

GRADY, WILLIAM E. Youth in School and Industry. A report issued in cooperation with the continuation school principals of the city of New York, N. Y., Board of Education, 1934. 301 p.

This report shows how the various phases of the program of the Continuation Schools of New York City evolved. The health program, curriculum making, guidance trends in industry, new courses of instruction, are discussed in detail.

GREENLEAF, WALTER J. Emergency Junior Colleges. Junior College Journal, 5:429–31, May 1935.

A presentation of organization, administration, and curricular features of Emergency Junior Colleges in Connecticut, Ohio, Michigan, and New Jersey.

GROVES, ERNEST R. Journal of Educational Sociology, 8:449, April 1935.

An editorial. Professor Groves introduces an issue of the Journal of Educational Sociology devoted to a discussion of the educational preparation of youth for responsibility, parenthood, and marriage.

KELLY, FRED J. Education of Youth. *In* National Education Association. Department of superintendence. Thirteenth yearbook: Social change and education. p. 235–253. Washington, The Department, 1935.

The education of youth is discussed as it is affected by three well recognized social trends: First, toward an advancing age of entering upon one's career; second, toward a more cooperative way of life with the correspondingly great complexity in the social relationships existing in the community, State, and world; third, toward shorter hours of required work. The influence of these factors on the curriculums, methods of teaching, extracurricular life of the school, and the relationship of the school to the community are considered briefly.

POPENOE, PAUL. Education and Eugenics. Journal of Educational Sociology, 8:451, April 1935.

The need of providing young people with education for choosing a mate, for successful marriage, for parenthood, for vocational choice, and for citizenship is presented and discussed in this article.

GUIDANCE

BENNETT, WILMA, *comp.* Occupations and Vocational Guidance. A source list of pamphlet material. New York, H. W. Wilson Co., 1934. 85 p., mimeographed.

BENTLEY, JEROME H. The Adjustment Service: A report of an experiment in adult guidance. New York, American Association for Adult Education, 1935. 64 p.

This is a general account of an experiment in vocational counseling and adjustment. The organization and functioning are clearly described and the results intelligently appraised. The experiment was carried out in New York City over a period of 1 year, and was made possible by a grant from the Carnegie Corporation.

COHEN, I. D. Find Yourself—How to Choose Your Life Work, Prepare for it, Enter Upon it, and Succeed in it. New York, Sears Publishing Co., 1932. 299 p.

This book contains a series of radio talks delivered under the auspices of the College of the City of New York. Among them are discussions of the problems of the age, of the choice of a career, and of getting started in a career. A number of self-rating charts, aptitude questionnaires, and vocational analyses are included.

HEFFNER, DORA SHAW. The Los Angeles Coordination Council Plan. *In* National Probation Association. Year book, 1934. p. 114. New York, National Probation Association, 50 West Fiftieth Street, 1934.

A detailed description of the organization plan, committee objectives, and accomplishments of 2 years' work.

RITCHIE, FRANK. How to Study Your Association and the Community. New York, Association Press, 1926. 62 p.

A comprehensive outline of survey methods in simple nontechnical language. Includes suggestions for committees to guide and carry through studies of various aspects of community social development, presents sample schedules for securing specific types of information as well as suggestions for finding and utilizing less tangible but important community facts. Includes brief bibliography.

STEINER, JESSE F. Community Organization. New York, The Century Co., 1930. 453 p.

A comparative study of various methods of community organization, aimed to accomplish more effective coordination of social forces. Includes discussion of the effects of social change on communities, the role of public and private health and welfare agencies and the church in the community movement, the use of surveys and other devices for community education, considering both urban and rural developments. Includes carefully classified bibliography.

STUDEBAKER, J. W. The American Way, Democracy at Work in the Des Moines Forums. New York, McGraw-Hill Book Co., Inc., 1935. 206 p.

A narrative report of the first 2 years of a 5-year experiment in adult education in which open forums for the discussion of current social, economic, or political problems have been made an integral part of the public-school system of the community. Organization and administration procedures, program schedules, and publicity are discussed, and a follow-up survey is described.

WILLIAMS, AUBREY W. How Good is Your Town? Madison, Wisconsin, Conference of Social Work, 1931. 124 p.

A carefully prepared plan of work for a citizen's survey of the dominant aspects of community life. Simple usable schedules are included on 11 major divisions: Historical background; city planning; municipal government; industry; health; education; library; social work; recreation; town and country relations; and religion. Schedules have been worked out to permit easy nontechnical analysis of findings and to simplify writing of reports. Suggestions are made for committee organization to handle the entire survey promptly and satisfactorily.

EMPLOYMENT

FILENE, CATHERINE, *ed.* Careers for Women—New Ideas, New Methods, New Opportunities to Fit a New World. Rev. and enl. ed. New York, Houghton Mifflin Co., 1934. 620 p.

This book is an occupational panorama. It consists of 158 brief articles written by women in as many different occupations, each of whom describes her work. The jobs range from college president to deep-sea diver and afford a general view of the kinds of positions women are filling. Most of the articles, in addition to describing the work, list the qualifications and training necessary, consider the financial return and prospects for advancement, and give references for further reading.

GOSS, J. EDWARD. Chats in an Employment Office. New York, Inor Publishing Co., 1934. 39 p.

A pamphlet containing eight brief talks addressed to boys and young men about to enter trades and industry. The author is a factory personnel manager and deals in a direct and succinct way with the attitudes and traits of character which make for success in business life.

U. S. OFFICE OF EDUCATION. Guidance leaflets. Washington, U. S. Government Printing Office. 18 v.

A series of leaflets on professional occupations designed for students in high school and college, for orientation classes, guidance committees, counselors, teachers, and parents. They explain what the occupations are, describe the

salaries, state examination requirements, preliminary education requir... where professional training is offered and the cost of it. Leaflets have be... issued on the following professions: Law, medicine, dentistry, journalis..., librarianship, architecture, civil engineering, electrical engineering, mecha... cal engineering, pharmacy, nursing, forestry, music, veterinary medic... chemistry and chemical engineering, art, home economics, and optometry.

WHITE HOUSE CONFERENCE ON CHILD HEALTH AND PROTECTION. Subcommittee on Vocational Guidance. Report on Vocational Guidance, New York, Century Co., 1932. 396 p.

In preparing this report questionnaires were sent to four groups—public and parochial schools, social agencies, employment agencies, and State departments of labor. The information received was supplemented by reference to valuable technical studies. The report includes discussions of: The value of records; psychological tests; organizing a testing program; counseling, its place, progress, and general status; the duties of counselors, methods of counseling, and qualifications of counselors; occupational studies; and curricular work in vocational guidance.

RECREATION

BUSCH, HENRY M. Leadership in Group Work. New York, Association Press, 1934. 305 p.

A discussion of the basic philosophy and psychology underlying the work of the group leader; contains also practical suggestions for program making. It is a stimulant to the thought and guide to the actions of the group leader.

COMMUNITY SERVICE, INC. Community Buildings for Industrial Towns. New York, Community Service, Inc., 1921. 94 p.

This pamphlet, based on a study of a number of successfully functioning community centers in industrial towns, gives suggestions for the planning and operation of community buildings with information about several existing centers that have proved satisfactory. Some floor plans and construction hints concerning such facilities as the swimming pool are included. Outlined in the appendixes are game evening programs, a suggested constitution, and a constitution actually used by a recreation association. Includes a bibliography.

GARDNER, ELLA. Development of a Leisure-time Program in Small Cities and Towns. Washington, U. S. Children's Bureau, 1933. 13 p.

Gives the steps involved in setting up a recreation program in a small city or town, making a brief study, appointing the sponsoring group, enlisting public support, and various ways of getting the program under way.

HERRING, ELIZABETH B. A Program Book for Young Women in Small Communities. New York, Woman's Press, 1933. 29 p.

A leader's handbook giving some practical suggestions for providing for the leisure-time needs of young women in small communities including plans for group organization; points of discussion of the question "going on with education"; methods of conducting dramatics, music, workshop activities, and indoor and outdoor games; and suggestions for discussion of problems of interest to young women such as the economic situation and citizenship, homemaking and marriage, and finding a philosophy of life. All suggestions are accompanied by references to source material.

LIES, EUGENE T. The New Leisure Challenges the Schools. Washington, National Recreation Association, National Education Association, 1933. 326 p.

This book is based on a survey of the public-school systems in a number of towns of 5,000 and upward. It deals mainly with what the schools should do and what they are doing to educate people to the constructive use of leisure time, through physical education, reading and literature, dramatics, music, art, nature study, social training and opportunities, and extracurricular activities. Attention is also given to what young people do after school hours and in vacation time, and opportunities for nonschool youth and adults. While the book deals mainly with the in-school youth, it is concerned with that phase of his education that is to prepare him for the time when he is out of school and must provide for that leisure time which will undoubtedly be his in considerable amount.

MURCHIE, ROBERT W. Minnesota State-wide Recreation Program. Minneapolis, University of Minnesota, 1934. 31 p.

A good picture of a State-wide E. R. A. recreational set-up, giving the organization and reorganization under Federal agencies, with a detailed description of present activities.

NATIONAL RECREATION ASSOCIATION. The Leisure Hours of 5,000 People. New York, National Recreation Association, 1934. 83p.

A study made by the National Recreation Association to determine: (1) What people are doing in their free time; (2) what changes have occurred in the use of free time in the past year or so; (3) what people would really enjoy doing if the opportunity were afforded.

PLNDRY, ELIZABETH R., *and* HARTSHORNE, HUGH. Organizations for Youth. New York, McGraw-Hill Book Co., Inc., 1935. 350 p.

The history, scope, organization, methods, and purposes of 40 leisure-time agencies are described. Programs are grouped in five classes: Independent societies, like Scouts; junior groups associated with the service clubs or orders; plans pursuing some special interest, as sportsmanship; and the interreligious groups, of which the Y. M. C. A. is an example.

THORNTON, GRACE P. The New Leisure: Its Significance and Use. New York, Russell Sage Foundation Library, 1933. 4 p. (Bulletin No. 117.)

A short but comprehensive list of books and periodicals in which the new leisure is discussed.

ACTIVITIES, LISTED BY KIND

PHOTOMONTAGE BY HARRY GOODWIN AND HAROLD RHODENBAUGH

UNITED STATES DEPARTMENT OF THE INTER

OFFICE OF EDUCATION

COMMITTEE ON YOUTH PROBLEMS