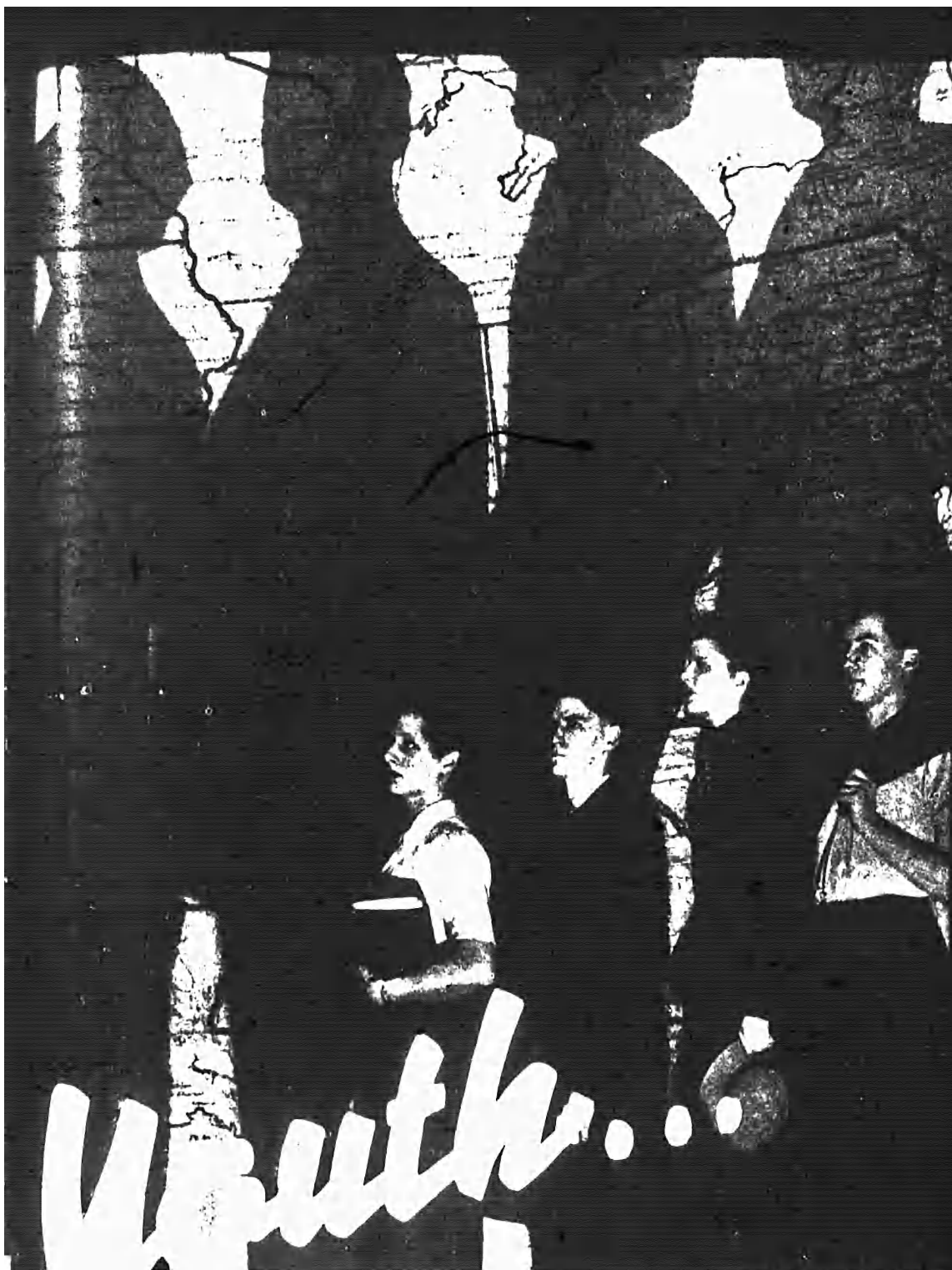


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**UNITED STATES DEPARTMENT OF THE INTERIOR**

**OFFICE OF EDUCATION**

**COMMITTEE ON YOUTH PROBLEMS**



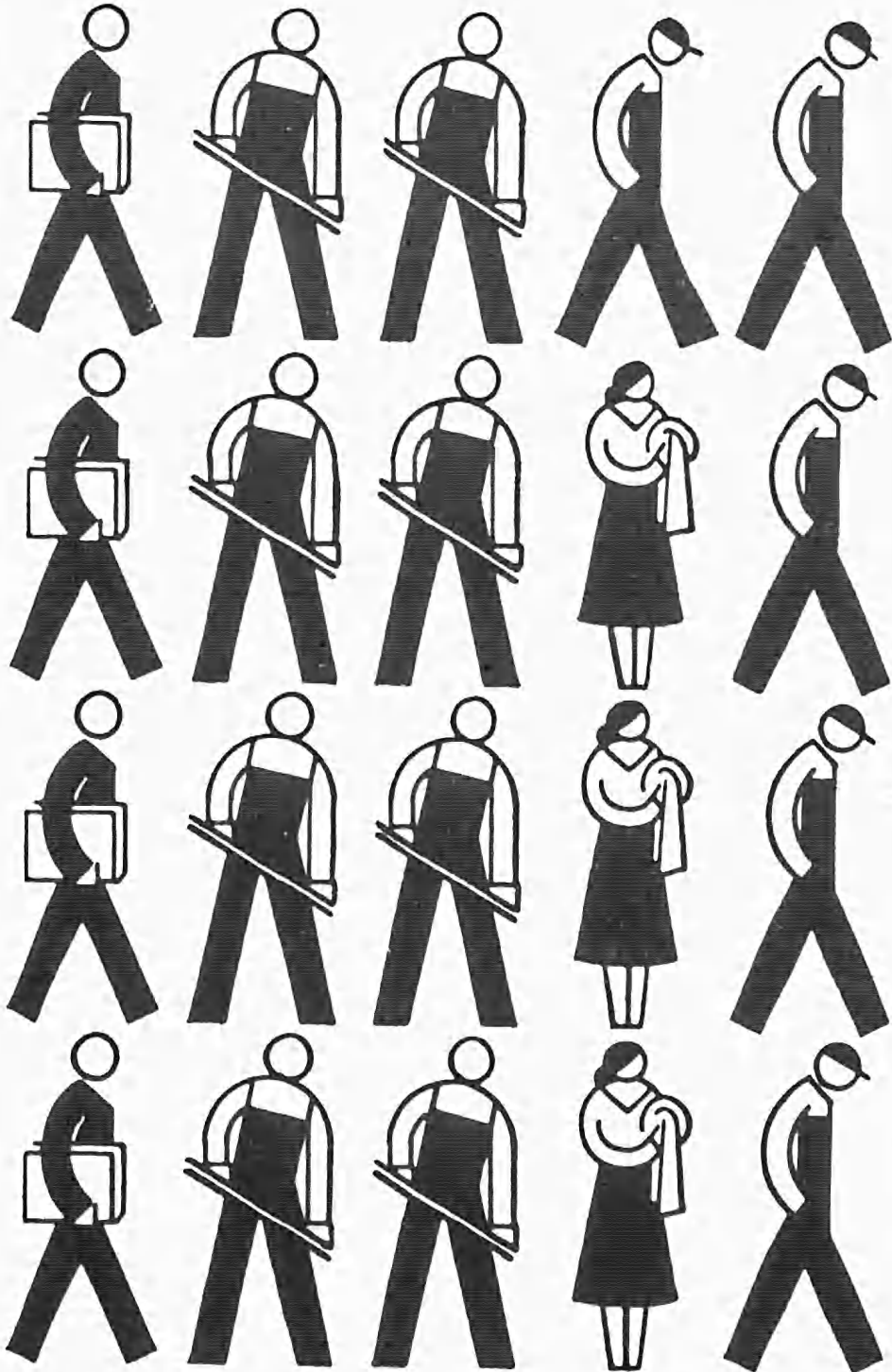
**VOCATIONAL GUIDANCE**  
**FOR THOSE OUT OF SCHOOL**  
**LIBRARY OF THE**



**YOUTH . . .**

**OCATIONAL GUIDANCE FOR THOSE OUT OF SCHOOL**

# STATUS OF AMERICAN YOUTH



IN SCHOOL

EMPLOYED

HOUSEWIFE

UNEMPLOYED

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



BULLETIN 1936, No. 18 - IV

**... VOCATIONAL  
GUIDANCE FOR  
THOSE OUT OF  
SCHOOL**

By **HARRY D. KITSON**

Professor of Education

Teachers College, Columbia University



**PUBLISHED BY  
THE COMMITTEE ON  
YOUTH PROBLEMS**

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

**OFFICE OF EDUCATION**

**J. W. STUDEBAKER, Commissioner of Education**

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This bulletin is one of a series prepared by the Committee on Youth Problems. Bulletins in this series on Youth are 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] Finding Jobs
- [6] Health Protection [*Unpublished*]
- [7] Community Surveys



## 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 are published in a series of brief bulletins, of which this bulletin is the fourth. The names of others appear on the back of the title page of this bulletin.

The main purpose of these publications 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

	Page
Youth's Need of Guidance . . . . .	1
Surveys . . . . .	5
Groups Organized for Vocational Problems . . . . .	15
Some Techniques of Guidance . . . . .	25
Vocational Observation Trips . . . . .	25
Try-out Experiences in the Occupations . . . . .	26
Scholarships . . . . .	27
Broadcasts on Vocational Problems . . . . .	28
Individual Counseling . . . . .	29
Follow-up . . . . .	30
Guidance Centers . . . . .	32
Training in Occupational Skills . . . . .	44
Help in Finding Jobs . . . . .	50
Public Employment Offices . . . . .	51
The Role of the Public Schools . . . . .	52
Placement Through Colleges and Universities . . . . .	53
Placement by Social Agencies . . . . .	54
Activities on Behalf of Negro Youth . . . . .	57
Job-Finding Clubs . . . . .	58
Courses in Job-Finding . . . . .	63
Difficulties Noted . . . . .	67
A Matter for Community Coordination . . . . .	73
* . . . . *	
* . . . . *	
* . . . . *	
* . . . . *	
* . . . . *	
* . . . . *	
Reading references . . . . .	77



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*Acknowledgment is made to D. L. Harley, of the staff of the Committee on Youth Problems, for aid in assembling the material of this bulletin and for editorial assistance.*

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## YOUTH'S NEED OF GUIDANCE

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EVERY year more than two million boys and girls leave or are graduated from the high schools and colleges of the United States. Under "normal" conditions these youths are absorbed by trade, industry, agriculture, and the professions; but within recent years many of them have been unable to obtain a start in the occupational world. As a result, there has accumulated a great army of unemployed youth; recent estimates place the number between 16 and 24 years of age at approximately five million.

While the economic plight of these young people has received the major attention, thoughtful people must realize that failure merely to make a living is not the most unfortunate aspect of youth's condition. Of still greater consequence is the fact that young people are failing to develop desirable habits of work; are failing to acquire skills and experiences on which to build sound careers; are being so demoralized that they conclude the world has no place for them; and finally, are in danger of becoming the prey of evil influences which may lead them into crime.

Within the past few years the problem has burned itself so deeply into the public conscience that concern is now widespread. Investigations in certain localities have shown that approximately 75 percent of unemployed youth have never received training in any occupational skill and that the majority have made no serious plans regarding the future. The findings suggest that these same conditions have confronted previous generations of youth, though they have been obscured by the fact that heretofore industry has been able and willing to accept unskilled workers.

Now that the situation is known, it is generally admitted that there is a need for guidance—that is, for some provision whereby young people can be helped to see and prepare for such opportunities as do exist. Youth also needs to be assisted in making long-



time plans for opportunities that are likely to open up with the expansion of business and with possible changes in our economic and social life.

Guidance directed toward vocational welfare, however, is not the only type required. Young people need avocational guidance—assistance in choosing and acquiring recreational skills; also direction in conserving health, becoming enlightened citizens, and in deepening their spiritual resources.

How to give such guidance is the question which many agencies in society are asking. One of them is the school. "Education", say some educators, "ought to be guidance." The well-known "Cardinal Principles of Education", officially adopted by the National Education Association, explicitly embody this doctrine. But even the warmest defender of the schools must admit that in practice they fall short of such a goal. The curricular offerings are largely academic—filled with abstract knowledge bearing little relation to life. The standards of achievement are set for youth who are going to college, regardless of the fact that only 1 out of every 16 young persons who reach the fifth grade ever goes to college. In many schools, students are still handled on a mass-production basis instead of being treated as individuals.

Before the schools can do much toward assisting youth to find a place in society they must make radical changes in their offerings and procedures, must teach life instead of books, boys and girls instead of subject matter. They must provide training in skills that will be useful in community life, must staff themselves with experts in the knowledge of human beings: Psychologists, specialists in health, vocational counselors, social directors, case workers, home visitors, etc. In short, they must reorganize so that they can deal with individuals instead of masses.

Furthermore, the schools must reach into the community and utilize nonschool forces, for no matter how well equipped a school system may be internally, it must depend, for certain kinds of assistance, on commercial organizations, social agencies, courts, service clubs, and other bodies occupying strategic positions in society.

Up to this point we have been speaking of guidance for youth in school. The reason for this digression is to point out that if guidance had been given in schools, the five million out-of-school

youth might not be in quite so unfortunate a plight. But even if they had received perfect guidance during their school careers, they would still need assistance in meeting the changing social conditions of the present day. It is one of the principles of vocational guidance that the service should not stop when school stops but should be continuous.

Aiding in the adjustment of out-of-school young people demands a technique which communities must acquire. It has been suggested that as more school systems install services of guidance for their students they should extend them to reach persons out of school. It is unlikely, however, that this would prove to be the best way to meet the need in all communities. As has been said, nonschool agencies should participate. Indeed, many of these are well adapted to serve certain groups. Typical are the "Y" organizations and the social case-work agencies. Some communities are so rich in such organizations that by combining their resources with those of the schools they might create guidance centers that would cover the community well.

The youth studies conducted by the United States Office of Education uncovered numerous and varied efforts. Some of them are treated in other bulletins of this series. Those classified as vocational guidance are described in the following pages.

The specific aims of this bulletin are: (1) To set forth plans especially applicable to youth who are not reached by vocational guidance services offered in schools; and (2) to show particularly how nonschool agencies may operate in focusing the various forces of the community on this problem. The emphasis has been placed on *what to do* and *how to do it*, all in terms of measures that actually have been put in effect. The bulletin is prepared not for the expert, but for the intelligent layman who sees the need for making vocational guidance available to young people and wishes to do something about it. He may not expect to apply the techniques himself, but, by reason of his prestige in the community, he may be in a position to assist in the coordination of forces that can bring about results.

#### **DEFINITION OF VOCATIONAL GUIDANCE**

IN BEGINNING this exposition of practices it would be well to have a clear idea of the aims and objectives of vocational guid-



ance. These have been embodied in a definition which has been officially adopted by the National Vocational Guidance Association: "Vocational guidance is the process of assisting the individual to choose an occupation, prepare for, enter, and progress in that occupation."<sup>1</sup>

Implicit in this definition are a number of major functions:

- (1) Collecting information about occupations and occupational opportunities.
- (2) Imparting information, through publications, conferences, interviews, visits to places of employment, etc.
- (3) Analyzing the client, or helping him to analyze himself, in order to discover his assets and needs—physical, mental, social, economic, and moral.
- (4) Making available individual counseling by trained workers; and thus to assist the client's own potentialities against the requirements of the occupations.
- (5) Giving educational guidance; that is, assisting the client in preparing himself for work.
- (6) Helping the client to find a job.
- (7) Following up the client; that is, keeping continuously in touch with him in order to see whether the guidance was effective and to render further service.

In order to make the presentation logical the following accounts have been grouped according to these functions. It should be emphasized, however, that the functions cannot well be performed independently. Thus placement, to be most effective, should be accompanied by information about occupations, by individual counseling, follow-up services, etc. Such mingling of functions is the rule in practice. The arrangement adopted in this bulletin is merely for ease in exposition.

<sup>1</sup> For elaboration, see *Principles of Vocational Guidance*, published by the Graduate School of Education, Harvard University, Cambridge, Mass. 1931.

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## SURVEYS

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### ← YOUTH PROBLEMS

**I**N ANY program of guidance designed to serve the youth of a community, a logical step is to make a census of all unemployed youth and of those not satisfactorily employed, with their qualifications. Such a study would furnish information regarding the number of young people in the community who need help concerning the nature of their most pressing problems. Surveys of youth needs have been carried on under varied types of sponsorship and with various immediate objectives. Reports of such surveys have been received from a number of communities.

*Trenton, N. J.*—A voluntary committee was formed, consisting of the judge of the juvenile court, the head of the school attendance department, the local representative of the State division of parole, the boys' secretary of the Y. M. C. A., and executives of three large industrial corporations. As a beginning this committee made a list of all boys who left school at the age of 16 during the previous year. The needs of each case were investigated, and the results were used in determining the exact nature of the service to be rendered.

*Cincinnati, Ohio.*—The local branch of the State employment service plans to make a census of all junior and senior students in the city high school. The cooperation of the board of education has been secured, and the findings will be preserved on records to be kept in the central office of the employment service. The record cards will contain information similar to that carried by the cumulative records of the schools. They will show the kind of academic work done, the results of any mental exami-



nations or group tests that may have been given in school, and any other significant data that can be obtained from the various departments of the board of education or from social agencies.

When this survey has been accomplished, the employment service will have on file an accumulation of information which should enable it to place high-school graduates more effectively. The community youth census is a work which can be taken in hand by an auxiliary agency as a means of getting an employment bureau under way.

*Massachusetts.*—In Attleboro, a register of unemployed youth was compiled by the Y. M. C. A. and turned over to the city welfare department. In Springfield, all persons between the ages of 16 and 30—there are estimated to be 33,000—were registered by the American Youth Council, a local group of young people. Before undertaking the survey, every list that could be obtained from the employment office or elsewhere was checked. Lists of college alumni were particularly studied in an effort to reach the unemployed college graduates in the city. A house-to-house canvass was then made. Information was sought regarding employment record, work prepared for, work desired, vocational preference, extent of education, hobbies, and special interests. Young people were employed to make this survey and were paid by the emergency relief.

*Philadelphia, Pa.*—Investigations made by the Crime Prevention Association and the crime prevention division of the police bureau have shown that a lack of vocational guidance is associated with crime among boys between the ages of 16 and 21. The arrest of a youth in this age group is immediately reported to the headquarters of the division, and the case is assigned to an investigator who seeks to discover the causes leading to the delinquency. Appropriate treatment is provided through referral to clubs, extension centers, and the Junior Employment Service, which gives vocational guidance and finds jobs.

*Houston, Tex.*—A survey undertaken by the public schools for the primary purpose of determining the demand for courses to



be given under an FERA<sup>1</sup> educational program was extended in scope so that a significant picture of the problems, experiences, needs, and attitudes of young persons might emerge. Unemployed teachers were given several days' training in interviewing techniques by experienced social workers, after which they obtained reasonably complete records from more than 3,000 young men and women 16-25 years old, who were not in school. More than one-fourth of the 2,000 who gave reasons for terminating their education seemed to have left school because they were out of adjustment, through simple dislike of school or through outright failure. About 9 percent of the 2,000 had managed to resume their education by attending some sort of nonregular school. Nearly 87 percent of them said they were interested in vocational training. Of the boys, 45 percent were unemployed, and of the girls, 73 percent. Forty-three percent of the girls had never worked. The salaries which these young people received showed some relation to the length of their education. The group whose schooling extended from the eighth to the eleventh grades earned a median sum of \$11 a week; from the eleventh grade through the second year of college the median rose to \$14; for the last 2 years in college it reached \$20.

*Indianapolis, Ind.*—A youth survey to collect data on educational, occupational, and recreational experiences and interests was made by the educational division of the State ERA. Of 5,457 young persons questioned, 74 percent were out of school, and 52 percent had had no occupational experience. Thirty-seven percent had completed high school, 14 percent had had some college training, but only slightly more than 1 percent had been graduated from college. Sixty-two percent had received no vocational training, but 82 percent specified subjects which they would like to study, principally along vocational lines.

*Montgomery County, Ohio.*—A survey was made of young men 18 to 28 years of age, who had returned from CCC camps. The results emphasize the necessity of undertaking educational and vocational activities on behalf of these groups. Of the 943

<sup>1</sup> Since the accounts given here are the result of studies made during 1935, many of the projects and programs were under the sponsorship of the Emergency Relief Administration. In most instances these are now reorganized under the Works Progress Administration.

reached, white and colored, only 19 had had any college work, and no more than 96 were high-school graduates. The desire to continue schooling was, however, comparatively strong, 145 stating that they wished to finish high school. This figure is much higher than that denoting the next ranking educational interest—the desire to go to college—which was only 38. The need for vocational guidance is shown by the fact that 560 were undecided as to educational interests and 340 as to the occupation they would like to follow. All but 5 of these young men had formerly worked, but 492 of them had been unskilled laborers. The desire to change or improve their occupational status is evident from the fact that less than 203 wished to continue in that kind of work. There were 1,541 requests for recreations of various kinds, only 66 persons were not interested in some form of recreation.

Throughout the country 13 communities have recently participated in a survey of youth sponsored by the Committee on Youth Problems of the United States Office of Education. The results are published in a separate bulletin in this series.<sup>2</sup>

### *Surveys in Rural Areas*

*Catchings, Miss.*—In planning a program of self-help for rural boys and young men in Catchings and vicinity, a vocational agriculture teacher made a survey to find what persons were eligible to participate. All available survey forms were studied and those parts selected which could advantageously be used in collecting the type of information needed concerning each boy's situation. The form adopted contained one page relating to the boy's family, two pages of personal data, one page of inventory of the farm on which the boy lives, two pages for describing the crops and livestock on the farm, and a one-page summary of the farm income and its distribution. Information was also obtained regarding the boy's relationship to his father and his responsibility in relation to the whole farming program.

*Breathitt County, Ky.*—In this county, where the out-of-school group 16-25 years of age is thought to number 2,700, a survey has been made in selected areas to determine what types of activities

<sup>2</sup> Community Surveys (Bull. No. 18—VII) is not yet published as this bulletin goes to press.



are needed by young people and what kinds they desire. The survey, financed by relief funds, was part of a demonstration program of guidance for rural youth which is being carried out under the auspices of the Southern Woman's Educational Alliance. The problem was how to reach the youth of a mountainous district, scattered through 24 communities. It was necessary to visit the homes of those living in the remoter parts, but more than half of the young people reached by the survey were interviewed at a series of community meetings organized for the purpose. These were announced as "young people's gatherings" featuring recreational activities and informal instruction. The interviews were given as an additional element.

The method of social gatherings was developed at three central points to which young people from other small communities could conveniently walk. Several influential adults in the neighborhood and a few young leaders were induced to accept the sponsorship of a youth gathering. Special care was taken to see that the number of older people invited, even as helpers, was the minimum consistent with neighborhood proprieties and actual needs. The meetings were to belong to the young people themselves. Having arranged these preliminaries, small posters were distributed to stores and displayed where as many young people as possible would see them. Storekeepers were glad to cooperate by directing attention to the notices. Word of mouth was also used as opportunities offered themselves.

Because June was the farming season, the gatherings could successfully be held only on Saturday afternoons. At one meeting, mistakenly set for a midweek day at the height of the season, there was almost no attendance. All other meetings were well attended and very popular with the young people. The interviews were held as nearly as possible in the guise of informal conversations, in whatever extemporary setting suggested itself. At least 20 minutes were required for an interview, and more time could have been used. Volunteer leaders in the community served as counselor-interviewers, of whom 8 or 10 were usually acting alternately as interviewers and entertainers. Some of these were candidates for appointments in adult-education work in the county, who were thus given opportunities to acquire experience in supervised fieldwork. Despite the informal



nature of the interviews, opportunity was found for recording the data required by the schedule, as it was usually necessary only to make a check against the question.

An intensive study was made of 179 boys and girls aged from 13 to 27 years who were reached by the Breathitt County survey. The results are highly significant. It was found that the largest age group among the boys was 18-22; among the girls, 16-21. Only two of these young people had had any college education and only eight had completed high school. Slightly more than one-fourth had had some high-school education, and approximately another quarter had completed only the eighth grade. Ninety-two percent of the youths had never been trained for any particular work; 74 percent had had no occupational experience. Sixty-seven percent (121) reported that they were doing some sort of work, either at home or elsewhere, though all but 13 were doing it without pay. Most of these 13 received no more than \$4 a week. Regarding further education or training, 86 percent of the boys and girls expressed a desire, and 78 percent had definite ideas of what they wished to study. The great majority wanted vocational training. Nearly one-half of the boys (45) asked for training in some form of mechanical work; 14 were interested in scientific agriculture.<sup>3</sup>

The needs that were uncovered by this analysis in Breathitt County probably exist in many other rural areas, and they suggest that any efforts made on behalf of the vocational adjustment of rural youth will require special measures.

### **OCCUPATIONAL OPPORTUNITIES**

IT IS impossible to give adequate vocational guidance without knowledge of the opportunities for employment which the community offers and some arrangement for keeping abreast of changes in the various fields. The making of occupational surveys has thus become an accepted part of vocational guidance programs.<sup>4</sup>

<sup>3</sup> Programs For Which Out-of-School Young People in Breathitt County, Kentucky, Are Asking. Jackson, Ky., Office of the County Schools. p. 6-8.

<sup>4</sup> Hatcher, O. L. Guiding Rural Boys and Girls. New York, McGraw-Hill Book Co., Inc., 1930. Chapter XVI.

White House Conference on Child Health and Protection, Vocational Guidance. New York, Century Co., 1932. p. 89-136.

*Rockland County, N. Y.*—A comprehensive survey of occupational opportunities is being conducted which has already resulted in vocational guidance becoming firmly established. It was undertaken by the vocational education and extension board of the county, and comprises two phases. In the first, each worker residing in the county was visited, and detailed information was gathered concerning his place of employment, the exact nature of his duties, etc. In the second, every business and industrial establishment was visited, and information was obtained relative to the number of employees, qualifications required, possibilities for expansion, working conditions, etc. This phase of the survey is in the nature of a running inventory and is being kept up to date.

An unusual feature of the Rockland survey is that the first phase of it was performed by pupils in the seventh and eighth grades of the public schools. There was careful preliminary instruction in aims and methods, and the decentralized form of organization allowed close supervision by teachers and principals. With these safeguards, the experiment was entirely successful. One form of preparation which particularly aroused enthusiasm among the pupils was the drawing up of large-scale maps of each of the 47 school districts, with all places of employment indicated. The second phase of the survey is being conducted by a full-time experienced junior placement worker, since it requires detailed questioning and careful observation and recording.

From the data which has been gathered in Rockland it is possible to construct almost any type of general occupational picture of the county and its subdivisions—towns, villages, and school districts.

For example, from the survey cards could be determined not only how many stenographers lived in Rockland County, but also how many were employed in the county, in New York City, in New Jersey, and elsewhere, and, if occasion should arise, the types of establishments in which they worked: Box factories, insurance companies, savings banks, or wholesale houses. Likewise, the number of stenographers living in Rockland but employed outside, by whom, and how long, could be shown. In short, almost any type of occupational classification might be made, if found desirable.<sup>5</sup>

<sup>5</sup> Gooch, Wilbur I., and Miller, Leonard M., *Rockland County Self-Survey*, in *Occupations—The Vocational Guidance Magazine*, February 1936. p. 394-410.



To supplement the very full data already available as a result of the official survey, a field representative of the National Occupational Conference is carrying on an auxiliary investigation to tap the resources of information, present and potential, of the organized occupational groups in the county. The cooperation of 48 major groups has been obtained, and through them it will be possible to amass a considerable volume of information, statistical and otherwise, about the various occupations in their local setting.

The complete and very suggestive survey program in Rockland County is fully described in an article in *Occupations—The Vocational Guidance Magazine*, February 1936.

*Norwalk, Conn.*—The director of adult guidance of the emergency education program conducted an occupational survey, to provide the guidance service with essential facts about occupations of the city. Information requested included: Maximum and minimum number of persons employed; rush and slack seasons; maximum and minimum ages; nationality preferred; training, education, and experience required; number of apprentices employed; number taken on each year; present chances for learners and apprentices; job classifications and number employed in each; workers needed, if any; difficulties experienced in finding or training workers; wages paid; etc. The replies were collated on a master chart, and a number of graphs were drawn from an analysis of the material. Copies of the report were given to the head of the local chamber of commerce, the director of the local employment service, the guidance director of the public schools, and to others. The director of adult guidance has used facts from the survey in talks before local bodies, in newspaper articles, and in private interviews with individuals.

An excellent example of a survey of occupational opportunities in a community is furnished by the vocational bureau of the Cincinnati public schools, which published in 1934 a monograph entitled, "An Introduction to the Study of Occupations."

In Allegheny County, Pa. (Pittsburgh area), a statistical study was made of the occupational changes that had occurred during



the period 1910-30. Data were obtained from census reports. A full description of the methods employed and the findings has been published.<sup>6</sup> The results of a similar study of New York City over an even more extended period have also been published.<sup>7</sup>

Occupational surveys have often furnished the basis for community action of a decisive nature. In Norwalk the survey provided information which led to the establishment of a training school for needleworkers. In North Carolina, the National Federation of Business and Professional Women's Clubs made a survey of occupations open to women, as a consequence of which 50 persons were placed in one county alone.

### EDUCATIONAL OPPORTUNITIES

ANOTHER form of survey undertaken in a number of communities involves the study and assembling of information regarding available educational opportunities including facilities for providing training in the occupations.

*Boston, Mass.*—The Prospect Union Educational Exchange of Cambridge, Mass., a clearing house of educational information for working men and women who desire to continue their education, deals with the field of adult education in Greater Boston. It makes a detailed investigation of all schools and colleges offering programs for adults, and publishes the results annually in a catalog, *Educational Opportunities for Greater Boston*, which lists 3,000 courses in 600 subjects. Only those activities are included which appear to provide satisfactory instruction and which meet certain standards of business and educational practice. Private schools are listed as well as public and endowed ones. Every agency is visited or communicated with by telephone.

The files of the exchange contain information on college-grade courses, professional and semiprofessional schools, and inquirers can be referred to sources of information on special schools for handicapped persons, private schools, tutorial agencies, and

<sup>6</sup> Beatty, Grau, and Philip, *Occupational Changes and Relief Activities in Allegheny County*. Pittsburgh, Personnel Association, 1934.

<sup>7</sup> *Occupational Trends in New York City, Changes in the Distribution of Gainful Workers, 1900-30*. New York, National Occupational Conference, 522 Fifth Ave. 32 p.

schools for minors, though none of these has been covered in the published pamphlet of the exchange.

Free copies of the pamphlet, *Educational Opportunities of Greater Boston*, are distributed annually to about 300 individuals, including personnel officers, social workers, librarians, teachers, probation officers, clergymen, and public officials, for use with persons who come to them for advice on educational matters. The telephone and telegraph company annually purchases 200 copies of it for distribution to its supervisors.

The work of the exchange is supported by endowment.

*Albany, N. Y.*—The Albany City and County Adult Education Council also publishes and distributes material giving information under the following heads: Educational and recreational opportunities available in Albany; organizations providing specific training for professions and vocations; organizations providing opportunities for personal development and development in social relationships; description of local organizations (their educational aims, educational programs, grade of work, sex and age range, etc.).

*New Haven, Conn.*—The vocational guidance department of the public schools gathered information about the educational and recreational opportunities of the city. All organizations which offer any such opportunities were visited, and a detailed questionnaire was filled in. While the compilation was prepared primarily for use in advising pupils in the schools, it has been found so useful by other organizations dealing with youth that the council of social agencies intends to publish it. The investigators were relief workers supervised by the vocational counselor of the Y. W. C. A. and by volunteer workers from the city recreation commission.

The Vocational Service for Juniors<sup>8</sup> has published a *Directory of Opportunities for Vocational Training* in New York, which gives full information as to the subjects taught, requirements for admission, tuition fees, etc.

The Federal Board for Vocational Education issued in 1930 a national *Directory of Trade and Industrial Schools*.<sup>9</sup>

<sup>8</sup> Vocational Service for Juniors, 125 East 25th St., New York City.

<sup>9</sup> Copies of the *Directory of Trade and Industrial Schools* may be obtained from the Government Printing Office, Washington, D. C.



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## GROUPS ORGANIZED FOR VOCATIONAL PROBLEMS

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**I**N MANY communities groups have been formed for the systematic consideration of vocational problems. These groups are varied in nature: Some are clubs or classes connected with the "Y"'s, Christian and Hebrew, and the Catholic young people's societies, settlement houses, community centers, churches, and other established organizations; some are forums organized by the adult education councils. Sponsors of these groups are also found among philanthropic individuals. Meetings are held in school buildings, city halls, "Y"'s, etc.

In some instances the programs deal with only one aspect of vocational guidance, such as the conveying of information about occupations. Other groups have omnibus programs which include consideration of several of the more pressing types of vocational problems. Some meetings are devoted entirely to discussion; at others, addresses are the principal feature; these may either be given by prominent citizens or prepared by club members. One community reported 800 persons enrolled in such courses. In most instances enrollment is free, though occasionally a nominal fee is charged.

In order to be of maximal benefit, such group meetings should be supplemented by provisions for individual counseling. For examples of such connections, see under *Individual Counseling* [p. 29-30] and *Guidance Centers* [p. 32-43].

### PROGRAMS OF OCCUPATIONAL INFORMATION<sup>1</sup>

*Medford, Oreg.*—A "business and vocational course" has been organized to aid boys 17-24 with the problem of choosing a

<sup>1</sup>For sample outlines of courses in occupational information offered in schools, see *Courses in Occupational Information*, by Proffitt, M. M., U. S. Department of the Interior, Office of Education, Bulletin 1934, No. 11.



career. In a series of 14 weekly lectures local businessmen endeavor to give them accurate and complete information on the various occupations followed locally.

Boys who enroll for the course are divided into groups of not more than 15—a size as large as can be efficiently handled—and a program of weekly meetings is arranged for each group at a number of business establishments. At the meetings, the fundamentals of the business or vocation under consideration are given as concisely as possible. Part of the time is devoted to questions and answers. Each meeting is in charge of a member of the staff of the organization visited, who is competent to explain the business. Speakers are asked to refrain from advising boys either for or against entering a particular line of work. Before enrolling for the course the boys are made to understand that no promise of employment is held out.

The course evoked a good response. More than 75 boys registered, and the average attendance for 5 consecutive weeks exceeded 60. It is hoped to follow up former members of the course by organizing a group of business and professional men who will act as consultants, advising boys how best to obtain the knowledge and experience required for entrance into an occupation and assisting them in every way possible. Not more than five boys would be assigned to one man.

The "business and vocational course" was organized by a public-spirited citizen, a former Scoutmaster. He secured the cooperation of leading business and professional men and organizations and formed a sponsoring committee, consisting of representatives of the schools, the juvenile court, the city administration, all the local service clubs, and various prominent business firms. There is a coordinator of class instruction and a young man who takes care of the clerical details. Aside from personal contacts, newspaper and radio publicity have been used to promote the work. Organization meetings are held in the city hall and the high-school buildings; actual instruction is given in the places of business. The only person receiving any compensation is the office clerk, who is paid a small salary out of relief funds.

*Saratoga Springs, N. Y.*—The local branch of the American Association of University Women organized a conference for giving

occupational information to older girls. Detailed questionnaires asking what fields the girls wished to be informed about were sent to the homes of in-school girls and also published in the newspapers so that out-of-school girls might have a chance to make requests. Six vocational fields were chosen, and 30 women who were either engaged in or specifically trained for work in different phases of these vocations were obtained as speakers. Two general conferences were then held at the high school on successive days, all the girls of the city being invited. The professional women described their work in brief talks and afterwards gave the girls an opportunity to confer with them. Special conferences were arranged later, as requested. About 150 girls came to one or the other of the conferences.

*Canton, Ohio.*—In the fall of 1934, 168 boys formed a high school alumni "Y" club. At a meeting in December a review of a popular book on careers aroused a demand for talks on vocational guidance. This led to the forming of a life-career institute, which was held during January and February 1935. There were 12 conferences, covering the fields of accounting, advertising, air-conditioning, bookkeeping, chemistry, civil service, drafting, electricity, electrical engineering, machine work, mechanical drawing, radio, salesmanship, and welding. The subjects for discussion were selected by the club from a check list of 110 different occupations practiced in Canton. Fifteen or more checks for a topic entitled it to inclusion in the series. More than 50 companies and individuals rendered service to the life-career institute. One hundred and seventy young men registered, and 148, of whom the majority were unemployed, actually attended.

*Mena, Ark.*—A group of about 20 out-of-school young men study subjects related to occupational adjustment. At each of their meetings some business or professional man is present and discusses the problems of his vocation. The group is sponsored by the public schools. In Baltimore, Md., the Y. M. C. A. holds "talk-question" meetings during the fall, winter, and spring seasons, to meet the need for occupational information. The talks are given by local businessmen, and only a single occupation is considered at a meeting.



## PROGRAMS OF SELF-ANALYSIS<sup>2</sup>

*Redding, Conn.*—The guidance institute offered young people a series of six meetings under the direction of "a practical psychologist and guidance expert", followed by one general discussion meeting and the privilege of a private interview with the director within the next 2 weeks. The purpose of the series was to direct (or confirm) the vocational choices made by the youths and to encourage study and progress in the chosen direction. Boys and girls of the community were shown how to examine their interests and abilities and how to compare these with the occupations they were considering. Of the forty-odd eligible young people in the town all but two or three attended one or more meetings of the series. More than two-thirds accepted the offer of a private interview with the director.

*Birmingham, Ala.*—The central Y. M. C. A. sponsored a series of personality-development group conferences for unemployed white-collar workers. The members of the conferences ranged in age from 17 to 78. No printed matter was distributed, and every precaution was taken to prevent the conferences from becoming a crutch to lean upon. The leaders endeavored to show the necessity of initiative and self-dependence. Some of the subjects discussed were: "The Use of Enforced Leisure *versus* Being Satisfied With the Finished Product You Think You Are"; "Analyzing the Business Structure That You Are"; "Soft Brains Make Hard Times"; "Business Demands Vividness of Action", and "Developing Self-confidence." Individual conferences with a vocational counselor were scheduled for half-hour periods, each person being asked to fill out a five-page vocational analysis blank of 101 questions.

An ~~unscheduled~~ feature of the conferences was the presence of several employers, studying the men who took part in the discussions, possibly with a view to securing employees. The general secretary of the Y. M. C. A. presided throughout the series; there were two leaders—a businessman and a psychologist. Newspaper publicity was used.

<sup>2</sup>The Pennsylvania Department of Public Instruction, Harrisburg, publishes a pamphlet, *A Program of Self-analysis and Job Guidance for Adults*, containing a course outline and suggestions for self-analysis with the assistance of a teacher.

## ← OMNIBUS PROGRAMS

### *Everett, Wash., Club*

The Get-Ready-for-a-Job Club of Everett, Wash., supplies occupational information to its members and endeavors to assist them to develop their personalities. The club is composed of unemployed boys, high-school graduates, and students about to graduate. Its first two or three meetings were devoted to lectures and discussions on what an employee owes an employer, the need for character, manners, good personal appearance, cheerfulness, ability to get along with others, etc. A program was then developed which gave the members an opportunity to hear prominent citizens talk on their several lines of work. Each boy was asked to state what he would like to do if he were free to enter any vocation he chose. He was encouraged to read along the preferred line, and was then asked to call on the "top" man in that field, tell him about the club, and invite him to address one of its meetings. In his address, the speaker described his occupation, told what he expected of a young man entering it, and what the opportunities for advancement were. The members of the club then asked questions. The boy who had invited the speaker introduced him and, at the conclusion of the talk, formally thanked him. This club had 14 members, and when it disbanded for the summer the attitude toward employment of all of them had been changed. About half of the boys secured jobs—not directly through the club, but because of the confidence and ambition which it had given them.

The club is sponsored by the rector of the Episcopal parish and an employee in the relief organization. The latter, hearing of the priest's welfare activities among young people, offered to try to work out a junior executives' club. He wrote each week to 20 employers, telling them of the club and stressing the fact that its members were not asking for jobs but simply trying to prepare themselves to become dependable and cooperative citizens. The businessmen were interested and willingly gave their assistance. The club was open to any boy, regardless of his religion.



### *Montclair, N. J., Graduates' Club*

The Graduates' Club was organized for the purpose of furnishing vocational guidance (including occupational information, individual counseling, and testing) and assistance in finding employment to any boy who had graduated from the Montclair High School and to others who, for certain reasons, might not have completed their high-school course. An application blank must be filled out and the application approved by one of the advisers to the club. Meetings are held once a week and speakers are invited to address the club on opportunities in various occupations and on other subjects related to vocational endeavor. Discussion meetings are held from time to time. Individual interviews with a vocational counselor can be arranged and standardized tests given. Appointments are also made for interviews with personnel managers and businessmen who may be able to place boys in jobs. The club has the usual officers elected from among its members, and there are two adult advisers—the director of the boys' work of the Y. M. C. A. and the secretary of the Montclair Guidance Committee—who are available for consultation. There is an executive committee, which meets the night before the club meetings. Weekly dues of 5 cents help to defray expenses. The club has been quite successful in maintaining morale and in promoting skill in making applications for work.

### *Y. M. C. A. Sponsorship*

*Rochester, N. Y.*—For two seasons the Y. M. C. A. has conducted a job-counseling course which gives information about occupations, instruction in job-finding, and opportunities for self-analysis. The course consists of a series of six weekly meetings. At the first meeting, registration is completed, the plan of the course is presented, questions and suggestions are received, and a lecture is given, entitled "Current Occupational Trends and Their Significance." The second meeting is devoted to five 10-minute talks on specific kinds of work, such as clerical occupations, construction, and power. At the third meeting four other kinds of work are presented—civil service, technical occupations, institutional work, and professions. At the fourth meeting comes a lecture, "How to Find a Job", including discussion of where to

look, how to apply, and what to do to increase personal salability. The fifth meeting is devoted to a lecture, "Choosing an Occupation", including description of necessary fundamentals, analysis of jobs, analysis of self, and making a choice. The final meeting of the series is spent in organizing small group projects to: (1) Secure further information concerning each area of work; (2) administer self-analysis tests; (3) make group attacks on common problems. During the two seasons it has been given the course attracted, respectively, 60 and 90 young men.

*Los Angeles, Calif.*—The downtown Y. M. C. A. in Los Angeles conducts special activities in guidance and other fields for a limited group of unemployed high-school graduates. At the close of the first semester of the 1934-35 school year, 100 boys were selected from among the recent graduates of schools in the downtown area and offered complimentary memberships of 4 months in the "Y". They were chosen on the recommendation of their respective high schools and on the basis of their need of social adjustment and leisure-time activities; they were all unable to afford further education. For these boys a class in occupational orientation was organized, meeting 2 hours each afternoon, 5 days in the week. There is a course in job ethics and another in social arts. There is also provision for individual counseling, a professor from Whittier College supervising the vocational interviews.

*Fort Worth, Tex.*—During National Youth Week, the Y. M. C. A. set up an institute for out-of-school young men and older boys, which gave information about occupations, personality development, job-getting, and job-holding. The program consisted of the following subjects:

- (1) Occupational opportunities in Fort Worth.
  - (a) How Fort Worth people make a living.
  - (b) New industries or businesses that may be added to our community during the coming years.
- (2) Personality improvement.
- (3) Business and social manners.
  - (a) The making or breaking of one's self through business manners and mannerisms.
  - (b) Good taste in dress.



- (4) Psychology of salesmanship as related to getting a job.
- (5) How a personnel director rates his employees.
- (6) Shall we prepare for rural living?

*Baltimore, Md.*—The central branch of the Y. M. C. A. arranges a series of lectures by local businessmen, which is presented at the beginning of the school year and again at midterm, if desired. The topics are: "The Business Outlook", "Self-analysis for Self-improvement", and "Selling Your Services." The same Y. M. C. A. has for several years successfully conducted a series of job conferences. Each group is limited to 20, and emphasis is placed on (1) a vocational objective, (2) a training program, and (3) a suitable job by the end of three or four meetings. At each meeting the presentation of the subject is followed by a question period. The groups meet monthly or semimonthly during the season.

#### *Other Sponsorship*

*Michigan.*—In a Michigan CCC camp a group of 75 meets twice weekly. It has been in existence for more than a year. There are discussions and exercises pertaining to civil-service examinations, methods of job-finding, the composition of application letters, and methods of carrying on employment interviews. Occupational surveys, job analyses, and details of the training desirable for various lines of work are utilized. Two standard tests are employed. Information about specific occupations in which the boys were interested has been furnished to about a third of the members of this group. Confirmation of their vocational choices has been needed by approximately a fourth; and suggestions pertaining to desirable and available training, within and without the camp, have been offered to at least 75 percent of the group.

*Benicia, Calif.*—The Kiwanis Club organized a club for unemployed youths over 17 years of age. It meets monthly and is addressed by a speaker on occupational problems. At Fort Worth, Tex., the Kiwanis Club made arrangements by which 75 boys were given aptitude tests and 85 more personal counseling. Part-time employment has been found for a number of boys.

*Cleveland, Ohio.*—The Negro Welfare Association holds conferences on opportunities in various fields and explains how to secure training in the occupation which a young person desires to enter. Job-finding courses are organized, and individual counseling is also given.

These are only a few examples of group activities for the purpose of helping young people solve their vocational problems. Their specific aims and their degrees of formality vary, but the success that usually has attended even the most modest efforts suggests that almost every community can set on foot some concerted group action that will assist youth in meeting problems too complex to be coped with singly.



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## SOME TECHNIQUES OF GUIDANCE

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### VOCATIONAL OBSERVATION TRIPS

AS A means of obtaining information about occupations, visits to establishments where occupational activities are being conducted have decided advantages for young people. They may observe work actually in progress and obtain first-hand impressions that can be acquired in no other way.<sup>1</sup>

During Boys' Week in San Antonio, Tex., 21 Kiwanians conducted young people through local factories and business places. Each boy was asked to submit an essay on his experiences and impressions, and the writers of the five best papers—one from the colleges and four from the high schools—were entertained by the Kiwanis Club.

The Y. M. C. A. of Canton, Ohio, conducted a program of vocational observation trips which proved particularly fruitful. Unemployed young men enrolled in a series of vocational trips to 39 local industrial establishments where (1) the product manufactured was described, (2) interesting information concerning the product was given, (3) the involved trades and occupations were explained, (4) the educational requirements of the occupations were stated. The officials of the companies visited extended every courtesy and assistance to the groups; in some instances the presidents and managers acted as guides. One hundred and forty persons participated in the trips over a period of 5 weeks. The total attendance was 800. These trips broadened the educational outlook of the participants and stimulated their interest in taking advantage of educational opportunities.

<sup>1</sup> Jones, A. J., *Principles of Guidance*. New York, McGraw-Hill Book Co., Inc., 1930. p. 331-332.

### TRY-OUT EXPERIENCES IN THE OCCUPATIONS

A NUMBER of communities have been experimenting with plans which will enable young people to obtain more first-hand information about occupations than can be acquired through industrial trips, but which will not involve arrangements so formal as apprenticeships. These are often similar to the "try-out" courses offered in schools, which give boys and girls an opportunity to test their inclinations and abilities before choosing a vocation.

In Harlan, Ky., a town of 4,327 people, arrangements were made to have boys and girls of school age go to local business and professional people from 2 to 5 hours a week and receive individual guidance. Thus a girl who wanted to become a nurse would be placed with a practical nurse for a certain length of time to see whether she really had an interest and aptitude for that kind of work. By this method boys were given an insight into the occupations of baker, carpenter, manager of a chain store, mechanic, pharmacist, physician, printer, and salesman. The plan was arranged by the vocational guidance committee of the Kiwanis Club, the chairman of which is the superintendent of schools. The 50 members of the club gave their assistance. About 700 questionnaires were sent out in advance to discover what occupations the boys and girls wished to try.

At Radcliffe College [Cambridge, Mass.], a special arrangement has been made whereby 10 seniors who are interested in finding whether or not they want to teach are each allotted as adviser an advanced student in the School of Education of Harvard University. Together the senior and the adviser work with a pupil in one of the nearby schools who has been having difficulty in some academic subject. The seniors visit schools and classes to observe teaching methods, learn something about the administration of simple psychological tests, and tutor their young pupils for periods varying from 2 to 4 hours a week. Once a month they meet with their advisers and some of the faculty for informal, round-table discussions of the cases. So much interest has been aroused by this program that each year there is a long waiting list of students who wish to occupy the places vacated by the 10 departing seniors.



Try-out experiences of a more extended nature, particularly those resulting in employment, will be found described at length in another bulletin of this series under *Learning-Working Opportunities*.<sup>2</sup>

### SCHOLARSHIPS

IT IS generally agreed that the provision of scholarships which will enable especially promising youth to continue their schooling is an important phase of guidance. There are many reports of efforts along this line. In some cases weekly allotments to young people taking training courses of various sorts are made for carfare, lunches, and even for supper in the home, the funds being furnished by service clubs, high-school and college alumni clubs, women's clubs, and the like. Large sums, distributed by the National Youth Administration, are being spent for scholarships and for student aid, though at present they are limited to students regularly enrolled in established educational institutions and to restricted groups among these students.

It is sometimes overlooked that the administration of scholarships should not consist merely in indiscriminately handing out money to those who need it. Grants ought to be based not alone on the individual's need but, as one educational director puts it, "on other factors such as good school work, mental and physical capacity, desire of the boy or girl for further education, cooperation of parents, and sound educational planning." In order to insure consideration of these factors, the organization granting the scholarships should make available the advice of a trained counselor. Ofttimes counseling has proved even more valuable than the money award, and it has been suggested that communities which accept the aid of the NYA may increase its value by providing the service of qualified counselors. One correspondent remarks upon this need in his community:

The FERA has assisted very materially in continuing young high-school graduates in school. It has been our experience, however, that there has been a lack of guidance both educationally and vocationally for such people who have continued in school without an interruption under this plan. This seems to be especially true in the junior colleges. A great

<sup>2</sup> U. S. Department of the Interior, Office of Education, Bulletin 1936, No. 18-V, YOUTH: Finding Jobs. p. 3-22.

many come to us, when finished with such programs, still as much in need of vocational guidance and training as when they left the high school.

### BROADCASTS ON VOCATIONAL PROBLEMS

IN A number of communities broadcasts have been arranged dealing with vocational problems. These have been sponsored by the local board of education or by social service agencies such as the Y. M. C. A. In several cases local Kiwanis Clubs sponsored broadcasts, as in Olympia, Wash., also in Greenville, S. C., where the local club developed a series of 20 broadcasts on vocational problems. Broadcast programs have generally consisted of talks by representatives of various occupations. (As an example, those sponsored by the New York State Department of Education may be cited.)<sup>3</sup> The committee on vocational information of the testing bureau of the University of Minnesota sponsored a series of radio talks by representatives of the various departments of the university. These talks, given during the months of April and May 1934, have been prepared for publication. They provide a general background for young people faced with the necessity of choosing an occupation.

A more widely extended service is being furnished by the American School of the Air over a Nation-wide network. The broadcasts sponsored by this organization on Friday afternoons during the academic year take the form of dramatized skits portraying realistic situations in which young people are contemplating some problem concerned with occupational life. These dramatizations are presented in a sprightly and entertaining fashion, in the belief that educational programs can be made as interesting to young people as any other type of program. The response to a similar series of broadcasts given last year was most encouraging; it is estimated that approximately 100,000 persons—in schools, "Y" groups, CCC camps, homes, etc., heard the programs.

Through these dramatizations young people are made familiar with some of the problems, requirements, and opportunities in many vocations (art, chemistry, engineering, forestry, etc.), and

<sup>3</sup> Published copies of the speeches presented are distributed free by the New York State Board of Education at Albany.



also are informed as to the technique of getting a job, how to choose an occupation, how to secure the necessary training, how to apply for a position, etc. A lesson plan is prepared and distributed in connection with each broadcast.<sup>4</sup>

### INDIVIDUAL COUNSELING

AS WAS indicated in the preceding sections, activities on behalf of a group of young people tend naturally to be supplemented by the provision of special counseling to individuals. While some of the vocational problems that perplex youth are practically universal and can be treated before groups, others are peculiar to individuals and require the attention of a personal counselor. It is essential that counselors so appointed should be trained in the techniques of vocational guidance. As appears in this bulletin, many of the agencies giving vocational guidance have equipped themselves with such counselors. Other agencies that do not have trained vocational counselors still try to provide some persons to whom young people can go for information and advice at least about particular occupations, if not about the more intricate problems concerned with choosing a vocation.

In Des Moines, Iowa, the Kiwanis Club invited young people to interview those of its members who were willing to help them with their vocational problems. The arrangement was made by the club's committee on vocational guidance after a meeting with the principals of all the local high schools. In Waterloo, Iowa, the Kiwanis Club arranged for special interviews to be held with 150 high-school graduates who took part in a group meeting on occupations.

In New Haven, Conn., the board of education has established a vocational guidance department which serves out-of-school youth. Thirteen persons from the emergency relief rolls were selected as counselors, and the vocational counselor of the Y. W. C. A. undertook to train and supervise them. She met the counselors weekly, and arranged other conferences with experienced guidance workers in the community. A program was developed

<sup>4</sup> Copies may be obtained in advance from the American School of the Air, 485 Madison Ave., New York City.

which, while being useful to the community, would not go beyond the possibilities of untrained and inexperienced workers.

A librarian in Ohio suggests that it would be helpful if in each community there could be provided a person who would spend his entire time helping young people write letters of application, making contacts for them, helping them find books that would teach them more about lines of work in which they are interested, and arranging contacts which might be useful to them. All of these matters are serious problems to youths.

A word of caution should be said concerning the use of lay persons as vocational advisers. Since such persons lack training as professional counselors and so are unable to make the thorough analysis of individuals required in a technical guidance program, their services should perhaps be characterized as chiefly informational and inspirational. These services are not to be taken lightly, but it must be observed that at best they are incomplete. In a following section are described efforts that conform more closely to the full program of vocational guidance outlined earlier in the bulletin.

#### **FOLLOW-UP**

AS HAS been said in the definition of vocational guidance (p. 3-4), a complete service does not stop with guiding the individual in choosing a vocation, nor even with helping him to find a job. It also aims to assist him to progress in his occupation. The process of doing this is technically known as "follow-up."

The main purpose of follow-up is to ascertain: (1) Whether the individual is happy in the work; (2) whether the employer is satisfied; (3) what further service the counselor can render toward assisting the individual to take the next step up the vocational ladder, such as laying out a course of training that will fit him for advancement.

There are various techniques which may be used in follow-up. The counselor may visit the place of employment, may call the individual into his office for an interview, or may send him a questionnaire to be filled out. The procedure is well developed in some of the bureaus of vocational guidance maintained by city boards of education. For a description, the reader is referred to



the published account of the follow-up system used by the vocational bureau of the Boston public schools.<sup>5</sup>

Reports of follow-up services in operation come particularly from counselors in "Y"s and similar organizations and in the junior divisions of the United States Employment Service. Numerous projects are under way looking toward the follow-up of graduates of high schools. Some of these are carried on by the schools themselves, others by various agencies interested in youth. One such study being made in Philadelphia is under the direction of the University of Pennsylvania.

In King William County, Va., a number of junior leagues for Negroes have consolidated and form a county-wide league reaching 1,500 young people. This league keeps in touch with those who have dropped out of school or graduated, ascertains the number of boys and girls engaged in gainful employment, and in general makes Negro youths realize that someone is concerned about their welfare. This work is sponsored by the Hampton Institute, at Hampton, Va.

During a recent 6-month enrollment period of the CCC camps, systematic methods for helping the men find work were set up in hundreds of instances. As an example, the steps taken in Champaign County, Ohio, may be cited. Here a council was formed to render assistance to young men returned from the camps. It held classes in public speaking, at which each young man gave a talk on some vocation which interested him. It formed a group for mutual help in finding jobs and perfecting the technique of making applications. The educational adviser who furnishes this information writes as follows: "From these experiments and from discussion with local leaders in a number of other rural communities, I feel that each county will have to develop a local set-up according to the available adult leadership and working agencies of that particular county." Similar informal councils have been organized in Buffalo, Rochester, Syracuse, and elsewhere.

<sup>5</sup> Greenleaf, W. J., *Guidance Leaflets*. Washington, U. S. Government Printing Office, 1931-34. (Office of Education. *Guidance Leaflets*, Nos. 1-22.)

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## GUIDANCE CENTERS

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SOME communities have developed plans for vocational counseling more elaborate than those already described, such as institutes, clinics, or guidance centers. These generally involve the use of trained vocational counselors, a psychologist who gives tests and makes intensive diagnoses, a psychiatrist, social case workers, placement officers, a follow-up system, and provisions for the dissemination of information about occupations. The vocational guidance activities may be only a part of a wider service to youth, involving physical care, recreation, education and training, character building, etc. These phases will be omitted in most of the accounts, since they are being treated in other bulletins of this series, but in a few instances the complete program is described in order to present the guidance activity in its setting.

### *University of Minnesota Testing Bureau*

The testing bureau of the University of Minnesota is equipped to assist individuals in setting up tentative or final occupational goals and mapping out proper training courses. Although designed for the benefit of students, it may serve as a pattern for guidance centers to be established for the out-of-school group, and it is authorized to extend its testing services to adults on payment of a small fee. A program of testing, selection and correlation of pertinent information, and counseling is followed. When a person is referred to the bureau, its clinical tester first interviews him to determine the nature and extent of his problem. Upon the basis of the information so obtained, the student is given various psychological tests, chosen from a large number, which will indicate the extent to which he can profit



by further education or vocational training. The results are used in subsequent counseling, but they are only one of several methods of diagnosis. So far as its resources and the availability of supplementary data permit, the bureau seeks to learn all it can about each of its clients.

Including the results of tests for entrance to the university, which are received for all students in the State through the annual high-school testing program, 10 sources of information are utilized in working with the average case. They are:

1. Grades made in high school.
2. Health-service reports.
3. Reports from other counselors (high school).
4. Vocational-interest tests.
5. Scholastic aptitude tests.
6. Special-aptitude tests.
7. Achievement tests.
8. Reading tests.
9. Personality inventories.
10. Case histories.

When data from these sources have been collected, the counselor has on hand an extensive body of relevant information from which to make an original and intensive study of the case. The counselor's function is to help the student by providing him with information about his own aptitudes and interests and the educational and occupational opportunities in fields which those aptitudes and interests might open to him. The objectives are to paint a clear, realistic picture of the student, with all his interests, desires, needs, skills, abilities, faults, and weaknesses; to discuss this picture frankly with him, and to point out the various alternative lines of development which are open. Decisions are left to the student, and it is hoped that with this help they will be able to foresee the outcome of the possible decisions. The synthesis of the material takes place at the interviews. Two interviews are the minimum for a student; about one-third return for more.

If the applicant is in need of vocational information, he is referred to members of the bureau's committee on vocational information and to its extensive bibliography of occupations. If his problem is more complicated, he is referred to special-service agencies, the speech clinic, the psychiatrist, or the social case worker. In such instances, a test profile and an abstract of the vocational counselor's diagnosis and recommendation are sent to the agency to give the background of the case and promote coordination.

A dictaphone record of every interview, a copy of every report to counselors, and extensive data regarding educational, vocational, and family history are filed in a separate folder for each applicant. In general, the bureau has no inactive cases.

A follow-up of the more serious cases is attempted quarterly to determine whether adjustment is proceeding satisfactorily and whether further work is needed.

Patterned after the testing bureau of the University of Minnesota, the board of education of Minneapolis, Minn., has established an adjustment service department designed to aid persons with vocational or avocational problems, many of whom are referred to it by social agencies. Tests are given and scored, individual conferences are held when advisable, and when especially desired a written report of the findings is sent to the organization making the referral. The department began in March 1934; By June 1935, 1,200 persons had asked for the testing service. They included boys returned from the CCC camps, cases referred by a variety of social agencies, and many persons who came on their own initiative.

#### *Minneapolis Y. M. C. A. Leisure-time League*

The leisure-time league of the Minneapolis (Minn.) Y. M. C. A. is an informal organization of unemployed boys and young men between the ages of 16 and 30. The majority are under 25, with 21 as the average age. Transients are not eligible; members must have lived in the city for 3 years. Applicants for membership are interviewed at the central Y. M. C. A. building, and fill out a blank indicating their interests and the extent of their education, experience, and training, together with other items of information which are used in counseling. At the end of 3 months, membership must be renewed and a second interview given. Members promise that when they become employed they will turn in their membership cards.

At the first interview, blanks are filled out (including Strong's *Vocational Interest Blank* or Lufburrow's *Vocational Interest Locator*) in an attempt to discover what type of work the client is, by ability and education best suited for. On the basis of the findings, he is directed to certain classes or to other activities conducted



by the "Y". The first interview aims: (1) To discover the client's most pressing needs and problems; (2) to introduce him to educational and recreational activities; (3) to urge him to use the cultural facilities provided; (4) to give him friendly counsel. The second interview, which may take place 3 months later, is for life-guidance purposes; here additional information is sought regarding the client's educational, social and economic background, and a more extensive interest blank is filled out. In this way new interests are identified as they develop and can be made use of.

Informal classes are held in job analysis, practical psychology, and mental and physical hygiene. Physical examinations are given where necessary, and counsel regarding the general care of health is obtainable. Arrangements are made for try-outs in commerce and industry. Members requiring vocational training of a type not available in the league's program are referred to other local educational institutions. Applicants who show a special interest in books are sent to the readers' advisory service of the public library. All applicants 19 or over are passed on to the public employment service; boys 17 and under are referred to the placement bureau of the board of education.

The league was established in December 1932. In the first 30 months of its existence it enrolled 5,270 members. The plan was originated by the "Y" and has secured the cooperation of all organizations especially concerned with work for the unemployed. Before it was put into effect, the endorsements of 12 leading citizens, representing important public and semipublic bodies, were secured. The activities are in charge of an executive secretary who is a member of the "Y"'s staff. There is a governing council composed of six young men from the league, whose opinions and wishes are taken into account in planning and directing the program. The interviewers, drawn from the staff of the "Y", undergo a course of training. The regular "Y" equipment, supplemented to a small extent, is used. An additional lobby has been opened for the use of league members.

Boys and young men are invited to enroll in the league through press notices, personal invitation, and solicitation by mail. A series of mimeographed reports is sent to members of the citizens' sponsoring council. The league is financed by public subscrip-

tion. Membership is free, and there is no charge for activities. Admission to lectures, concerts, and entertainments, however, is on a selective basis.

### *Los Angeles Personnel Counseling Service*

The Personnel Counseling Service of Los Angeles and Whittier, Calif., offers guidance and adjustment facilities to persons of all ages. Its activities are principally in Los Angeles, but an increasing amount of counseling is being done in Whittier, Pasadena, and other nearby cities. The median age of its clients is 23; about 63 percent are between 16 and 25. Clients are referred to the service by social workers, teachers, ministers, or businessmen (about one-half come through these channels), and by one another. The service is prepared to:

- (1) Assist in a program of self-analysis by:
  - (a) Providing personal-inventory blanks.
  - (b) Obtaining ratings by acquaintances and preparing a "composite."
  - (c) Administering and interpreting standard tests for interests, aptitudes, intelligence, and social adjustment.
- (2) Direct the client to occupational literature and arrange interviews for him with representatives of various occupations.
- (3) Give individual counseling through interviews in which the data collected are interpreted, advice is given on education and training, and help in developing a life plan.
- (4) Organize groups in which young men discuss their problems freely, with or without the presence of businessmen, counselors, or other experienced leaders. The problems raised include those of job-finding and keeping, personal adjustment, and marriage.
- (5) Give addresses on personnel counseling before schools, service clubs, young people's meetings, churches, women's clubs, etc. The director speaks on: "Helping Young People Find Themselves", "Techniques of Counseling", and "New Vocations for Youth"; the psychologist speaks on: "Understanding Yourself", "Personality Adjustment", and "Religion Based on Science."
- (6) Arrange staff consultations on problem cases.

Records are kept of the history and progress of clients, and emphasis is placed on individual service and the development of



techniques of guidance. A battery of tests is given as an aid in diagnosis. The client makes his own decisions regarding the problems which he brings for discussion; the service confines its efforts to assistance in gathering and interpreting data. Its plans include following up after consultation, and cooperation with other agencies in making occupational surveys of the community. Some placements are affected, as a secondary function. From 1930 to 1935, 818 boys and men have been served and about 100 girls and women.

The Personnel Counseling Service is a project undertaken in 1928 by the Los Angeles Y. M. C. A.; it grew out of the "Y"'s efforts in adult education. Since 1931 it has been managed and principally supported by the Associates in Service. This is a community organization of men and women who have banded themselves together to promote a number of service projects, of which the Personnel Counseling Service is the most important. A presiding judge of the Superior Court of Los Angeles County is chairman, and there is a membership of 21, which includes leaders in banking, engineering, law, medicine, and public and social service. Organizations may become members of the Associates in Service; membership is voluntary and may be severed at any time upon written notice. Each member sets the amount of his monthly dues. The total paid in any year may be credited toward the cost of any addresses on personnel counseling or any consultations on problem cases which the service may have supplied to the member during that year. Periodical reports are sent to members. The testing service is made available through the cooperation of the psychology and sociology departments of Whittier College. Young people have not participated in determining the general policies of the service, but they have planned special counseling campaigns conducted in student conferences and nearby colleges. The staff consists of a director, a psychologist, and a secretary; all on part time. There are also available 88 business and professional men who act as volunteer counselors.

To make the service known talks are given at conferences, young people's meetings, and before service clubs. The only other promotional effort in recent years was the issuing of a small folder describing the service.

Consultations on problem cases are charged for on a professional basis. Nominal fees for testing are expected of clients who are able to pay. No charge is made for the first counseling interview. Before any extended work is undertaken, the client is told approximately how long it will take and how much it will cost. The director and the psychologist serve without pay. The Y. M. C. A. furnishes the space for the central office.

### *New York Junior Consultation Service*

An organization in New York City serving young people from 16 to 21 is the Junior Consultation Service, which gives counsel about vocations, training schools, and recreational activities. It does not register applicants for work, nor does it have direct contacts with employers and jobs. In all cases where problems other than those strictly vocational appear, the applicants are at once referred to specialized agencies in a position to deal with them. The clients of the service represent a broad sampling of young persons from every section of the metropolitan area, including the suburbs of Greater New York. Clients are referred to the service by: (1) Junior employment offices (50 percent come in this way), (2) schools, (3) social agencies, (4) private individuals, (5) persons already using the service.

All clients have expressed a desire to discuss their vocational plans or have agreed to visit the service after its objectives and possible usefulness have been explained to them. About 95 percent come voluntarily, a fact which created a favorable atmosphere for guidance work.

In assisting clients the service is prepared to take the following steps:

- (1) Give detailed and realistic information on occupational requirements and working conditions.
- (2) Give information on present employment conditions in specific fields and suggestions as to present jobs which will tie in with future plans.
- (3) Discuss the client's school background, work history, and interests in relation to possible employment or training.
- (4) Use tests to supplement data regarding the special aptitudes and skills possessed by the client which may be



useful in certain occupations, and carefully impart this information to him.

- (5) Discuss a satisfactory program related to the background, interests, and ambitions of the client.
- (6) Assist the client to keep up his morale.
- (7) Stimulate the client to "vocational exploring" and assist him in making contacts in special fields. (This includes giving information on meetings of technical societies which students may attend, on suggested readings in technical publications, arranging interviews with adults engaged in special lines of work, visits to plants, etc.)
- (8) Suggest recreational activities, work out plans, and make referrals.
- (9) Refer clients to other agencies for services in connection with health, orthopedics, etc. (These include physical examinations and in a few cases psychiatric examination.)
- (10) Encourage hobbies and avocations, especially those which will aid plans for future training and placement.
- (11) Grant small "scholarships", usually weekly payments for carfare and lunch, in cases of vocational insecurity.

On his first visit a client is given a preliminary outline, both verbally and in print, of what the service can do for him. A "battery" of standard aptitude tests is then administered. This usually includes the O'Connor vocabulary test, the Army Alpha intelligence test, the Minnesota vocational test for clerical workers, and various mechanical-dexterity and spatial-relations tests. The Stanford-Binet individual intelligence test is given to a small proportion of the clients. A counselor is then assigned, and the client has at least two interviews with him. So far as possible each counselor specializes in advising on occupations in which he has had personal experience. At the time of the first interview the counselor has before him a registration blank giving the client's personal and family data; a copy of the school record; a report of the aptitude tests; reports from employment interviews (if the interviewer feels an advance report is needed); and reports from any social agencies with which the client may have been in contact (obtained through the clearance system for social agencies in the city). With this information, and after a

conversation with the client, the broad outlines of the vocational problem are presented. The client is usually asked to return several times for interviews.

Meanwhile, plans are developed in case conferences, held under the guidance of a supervisor and attended by the counselor, the placement interviewer (who knows the client), psychologists, and interested social workers. At the final interview with the client the plans are presented. A report on the client's vocational plans is prepared and submitted to a responsible person or agency. If intended for the client himself or for his parents, it is put in a different form than if it were destined for the State employment service, the school, or some other referring agency. In the report the results of the planning service are outlined under these heads:

- (1) Problems.
- (2) Findings (including estimate of aptitudes).
- (3) Recommendations.
  - (a) Long-term vocational plan (if defined).
  - (b) Present training program.
  - (c) Present job: Training or experience already available, and suggestions for immediate jobs which will fit in with future plans if such jobs can be found.

Liberal provisions are made for follow-up interviews as long as the client feels a need for them.

The Junior Consultation Service is conducted jointly by the junior division of the New York State Employment Service and the Vocational Service for Juniors, a private organization in New York City. It is the first junior vocational guidance organization operated as a part of a State employment service, having grown out of the need for an organization which could assist young persons in meeting a wide variety of vocational problems. About 10 percent of the applicants to the junior division of the State employment service are referred to the Consultation Service, this portion consisting of those who are likely to put the opportunity to constructive use.

The staff consists of six vocational counselors (three of them women), four psychologists, a registrar, a file clerk, and stenographers. There is close cooperation with the employment interviewers from the junior division of the State employment service,



who attend case conferences. The schools also send their counselors to these conferences.

The services of the Junior Consultation Service are free. From April 1, 1934, to April 1, 1935, there were 2,150 registrations.

Probably the most elaborate guidance organization that has ever existed was the Adjustment Service, of New York City, which was begun in 1933 under the sponsorship of the American Association for Adult Education. Financed by a grant from the Carnegie Corporation, it was enabled to continue in operation for 18 months. More than 12,000 persons were counseled by the Adjustment Service, of whom nearly half were under 25. The success of this agency was made possible by the unusual resources available, and it is not likely that other communities will be able to duplicate it on a similar scale. They may, however, learn much of value from the story of the service, some acquaintance with which is now indispensable for persons desiring to organize guidance centers. This has been fully related and interpreted in a series of pamphlets.<sup>1</sup> A new adjustment service for adults was instituted under the auspices of the New York City Board of Education in May 1935.<sup>2</sup>

### *Connecticut Guidance Institutes*

In Norwalk, Conn., the director of adult education of the emergency education program organized an adult guidance "clinic" where tests could be administered and individual counseling given to assist in vocational and personal adjustment. The director also gave lectures on occupations and on the technique of job-finding designed to appeal to young people. The guidance work of Norwalk has been extended to various small towns and rural communities in the State.<sup>3</sup> Guidance institutes have been established

<sup>1</sup> Adjustment Service Reports. New York, American Association for Adult Education, 60 East 42nd St.

<sup>2</sup> A description of the new adjustment service for adults is given in the October 1935 issue of Occupations—The Vocational Guidance Magazine.

<sup>3</sup> A manual, Preparing for Life and Work, by the director of adult education, Norwalk, Conn., may be obtained in mimeographed form from R. Mathewson, the author. It is designed for the use of county agents of 4-H Clubs.

which offer the following services:

- (1) Lectures on individual psychological factors to be taken into account by a young person making his way in life.
- (2) Lectures on environmental and occupational factors, analyses of occupations, occupational trends, new developments in various occupations, etc.
- (3) Various tests and inventories, given in connection with lectures.
- (4) Individual interviews in which attention is centered on personal problems, suggestions are made, and educational and vocational information given in addition to that already presented in the lectures.

The program of the institutes is compactly planned and deals with specific problems. There are from five to eight lectures in a course and tests are given following them. Data are thus secured through group procedure that would take much longer to obtain if sought from individuals. In some instances follow-up activities have been undertaken. These extension institutes have met with good response from young people. In Redding there were 40 members; in Ridgefield, 26. Local organizations have taken the initiative in establishing institutes and in some instances have done follow-up work. In Redding the institute was sponsored by the women's civic club, two churches, and the 4-H Clubs; in Ridgefield the sponsors were the school, a church, the Lions Club, and several well-to-do citizens.

#### *Boston Y. W. C. A. Vocational Service*

The Y. W. C. A. of Boston conducts a program of general and special activities in vocational adjustment for girls and women, whether employed or not. Membership is not required for participation, and the activities are in addition to those regularly provided. Every person who comes to the association for any kind of service has her first contact with a member of the interviewing staff. The interview consists of several steps: (1) Securing information about the applicant; (2) diagnosing the case to see if she should be registered in a membership or interest group, or referred to a specialist for counseling on vocational, educational, health, or personal problems; (3) referral to whatever department or activity the interviewer and applicant believe most suitable.



The length of the interview varies according to the circumstances and the program in which the applicant is interested. In some instances psychological and proficiency tests are used to help the counselor in an analysis of the person's aptitudes and abilities. Medical examinations are given, with special attention to posture and nutrition. There are discussion groups in personal relationships, appearance, and health. Cumulative records of all applicants are kept in a master file.

From September 1934 to May 1935, 313 unemployed girls between 16 and 25 came for counseling, many of them a number of times. The various activities have been arranged principally through adjustments within the regular "Y" program; two part-time workers are the only additional paid employees.

#### *Lincoln, Nebr., Y. W. C. A. Guidance Clinic*

The Y. W. C. A. of Lincoln, Nebr., has established a vocational guidance "clinic", with the assistance of the FERA and the vocational guidance department of the University of Nebraska. Girls are given a number of standard tests and an individual interview. In cooperation with the placement bureau an attempt is made to assist them in finding the right kind of employment. Free medical examinations are made. More than three-fourths of the patrons of the "clinic" are said to have achieved a successful adjustment. Various forms of promotion were used, including newspaper accounts, announcements in schools, telephone calls, personal letters, and the recommendations from case workers of the various social agencies.

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## TRAINING IN OCCUPATIONAL SKILLS

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THE process of vocational guidance does not end with helping the individual to choose an occupation. He must also be assisted in preparing for it—in developing the skills necessary to make him occupationally useful. As is well known, many facilities are offered for training in occupations. Some, however, are not accompanied by guidance, and some are not planned with reference to the occupational needs of the community. On this latter point a correspondent sends the following comment:

Recent investigations made of the United States census reports clearly show marked trends in the various groups of occupations. The demand for workers in some occupations is on the increase, while in others there is either no change or else there is decreased demand. Yet the public schools continue to release thousands of youth for jobs and vocations which do not exist. Even though prediction of vocational success is almost impossible, there never was a time when the services of the vocational counselor were needed more than today in assisting the youth to choose right vocations. But above all a Nation-wide plan must be undertaken by the Federal Government, as recommended by the National Guidance Association, for the collecting and disseminating of information on occupational trends.

In this section are described several examples of programs for giving training in occupational skills, all of which either have been operated in connection with a guidance or placement agency or, if otherwise sponsored, have been planned with particular attention to the needs of the occupational milieu.

### *Home Training Centers for Girls*

*New York City.*—The home-training centers of the Girls' Service League have been conducting a successful project in aiding young



unemployed women during the depression. They offer a short course in practical and scientific housekeeping which has enabled girls to become self-supporting at the end of 8 weeks. The work is adapted to the abilities of inexperienced girls and is not too highly specialized. Through lectures, demonstrations and practice, instruction is given in practical cooking, marketing, dining-room service, care of rooms, care of children, and home nursing. Field trips are made to markets as an aid to teaching economical buying. It has been found that girls can be trained better in a resident school than in classes at a nonresident institution. Every girl completing the course is placed in a good position in a private home or in some institution such as a hospital, at a minimum wage of from \$30 to \$40 a month, with full maintenance. More than 500 girls have studied at the centers; of the 148 who completed the course in 1933-35, 140 found work immediately.

*Michigan.*—At various centers in Michigan, girls from 18 to 24 years of age, whose families are on relief, enroll in practice houses for an 8-week period of training in housekeeping.

The subjects studied are: General household budgeting, food budgeting, menu planning, food service, child care, cleaning methods, laundering, mending, arrangement of furniture, employer-employee relationships.

The houses are sponsored and financed by the State emergency welfare relief commission; advisory committees of prominent women assisting in developing their aims. The purpose of this training is: (1) To give the girls some preparation for domestic service so that they may command wages higher than those paid to inexperienced maids; (2) to improve the social status and working conditions of maids by providing standardized training for the work. Efforts made to place girls who complete the course have been highly successful.

### *Foresters Camp Schools*

*Michigan.*—In the Upper Peninsula of Michigan, a sparsely populated area 350 miles in length, boys who have recently been graduated from high school and who come from needy families are enrolled for 10 months in foresters' camp schools.

They are taught, through practical work, camp cooking, fire fighting, construction of firebreaks, mapping of land and streams, how to improve streams, tree identification, planting and propagation, logging, lumber scaling, timber cruising. They are also given instruction in a few academic subjects, including mathematics and surveying. During the summer outdoor sports are arranged, and in the winter there is a room for games. These schools are provided and operated by the State emergency welfare relief commission. At Sidnaw the camp includes 100 boys and 8 instructors; at Newberry there are 45 boys and 4 leaders. The hope is that most of the graduates of these camp schools can be placed in the State conservation department or with the Federal Forest Service as junior foresters.

### **Aviation Ground Schools**

*Michigan.*—In the State of Michigan aviation ground schools maintained by the State emergency relief administration admit boys over 16 who are not enrolled in any other school. The course includes instruction in nomenclature, aerodynamics, theory of flight, stability, aircraft engines (ignition, carburation, trouble-shooting), airplane construction (wings, control system, rigging, fuel system, materials), United States Department of Commerce regulations, air traffic rules, and State laws and regulations. Students successfully completing the course are awarded certificates of graduation. They are prepared to take United States Department of Commerce examinations for any type of license except transport pilot, which requires in addition a knowledge of navigation and meteorology. Forty-five classes have been organized. After the first 15 weeks' course of 90 hours had been completed, certificates of graduation were awarded to more than 1,600 students. Local boards of education and industrial plants provide classrooms, and the State board of aeronautics furnishes technical supervision.

### **Varied Services**

*Nassau County, N. Y.*—During the winter months a series of six meetings for the vocational instruction of older boys, 17-24, is held by the 4-H Club. The skills taught include acetylene welding, automobile and tractor repairing, blacksmithing, electric



wiring, harness repairing, tinsmithing, and woodworking. The classes range in size from 15 to 25. The staff and equipment of the New York State Institute of Applied Agriculture at Farmingdale, L. I., are used. This work has been carried on for 3 years.

*Los Angeles, Calif.*—The central employment service of the Los Angeles city schools reports that about one-third of its candidates for placement need further training to make them employable. The service can give short-unit training courses in nearly all trades on premises close to those of its placement offices.

*Philadelphia, Pa.*—The Junior Employment Service has a daily attendance of 300 at the special classes for acquiring vocational skills which it maintains in the buildings where its offices are situated. Rush orders for employees are filled from these classes.

*Minneapolis, Minn.*—The adjustment service department of the Minneapolis public schools has interviewed several hundred men in bread lines and has organized vocational training classes for them in general art, commercial baking, short-order cooking, electricity, mechanical drawing, auto mechanics, machine-shop work, sheet-metal work, and janitor engineering.

*Rochester, N. Y.*—Under the adult education program, a center for giving training in commercial subjects has been set up in Rochester, N. Y. More than 2,000 persons have already received a thorough grounding in commercial subjects. About 40 percent completed a course in bookkeeping, business English, commercial law, shorthand, or typewriting, and through such study have been able to secure better positions or higher wages.

### **RETRAINING FOR EMPLOYMENT**

YOUNG people whom the depression has deprived of a trade in which they were already skilled often can be equipped to make a living in related lines with a little additional training. Thus in

<sup>1</sup> A manual, Vocational Trade and Industrial Education Training Service Opportunities for Pennsylvania Public Schools, containing suggestions for the organization and administration of trade and industrial courses for unemployed young men and women over 16 who have left school, is published by the Pennsylvania Department of Public Instruction, Harrisburg, Pa.

Plymouth, Mass., where a number of textile mills have closed, throwing many former workers on the relief rolls, it has been found that instruction can profitably be given in handloom weaving and the manufacture of hooked and braided rugs.<sup>2</sup>

In many communities local industries need extra help during their busy seasons but have no time to spend in teaching new recruits. Organizations which are able to set up brief training courses may give young people instruction which will enable them to fit into a plant with little waste of time.

It is sometimes possible to train applicants for comparatively new and uncrowded fields. The vocational school at Madison, Wis., recommends commercial photograph retouching. The training consists of a course in wash drawing and photography, with a view to making half-tone plates for reproduction in catalogs and advertising material. Use of the air brush is stressed. Positions are to be sought with advertising agencies and engraving companies, and salaries are said to be much higher than those obtainable in the average position today.

### **MAINTAINING SKILLS**

IT IS commonly observed that when persons are out of employment for extended periods of time their occupational skills tend to deteriorate. In attempting to overcome this tendency many organizations are offering facilities whereby workers can maintain their skills. The efforts seem to be mostly confined to shorthand, typewriting, and office practice.

From Boston comes the report: "Commercial schools are interested in their graduates for an indefinite period following graduation. They may return to school for speed practice and keeping their work up to standard without a fee."

In Omaha, Nebr., the board of education has developed a commercial re-education program. As the name implies, the classes offered are not intended for beginners but for those who have been,

<sup>2</sup> Self-help activities in arts and crafts are described in detail in another bulletin of this series, U. S. Department of the Interior, Office of Education, Bulletin 1936, No. 18-V, YOUTH: Finding Jobs.



out of work for some time and have become almost unemployable for lack of opportunities to use their skills. Eighteen teachers are engaged and 1,039 persons enrolled. The subjects offered are the usual ones given in preparation for office work.

In Seattle, Wash., the Y. W. C. A. makes arrangements for those desiring to maintain skills in typing and shorthand; any unemployed person may be accommodated. This service is offered by many other "Y"'s both men's and women's. The Y. W. C. A. in Rochester, N. Y., evolved a tentative plan whereby girls in its "brush-up" class in typing and shorthand might secure short-time work through businessmen's service clubs. The assignments would come to them from the State employment bureau.

Under the adult education program in Rochester, 1,800 persons have been enrolled for industrial classes to maintain and increase skills. These were not students learning new vocations but principally unemployed men carrying on work in their own trades and supplementing their practical experience with instruction in theory. Among the subjects taught were auto mechanics, chemistry, machine-shop practice, photography, sheet-metal work, and welding.

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## HELP IN FINDING JOBS

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REFERENCE to the definition at the beginning of this bulletin will show that another of the important phases of vocational guidance is placement—that is, assistance to the individual in finding a job. Every agency offering vocational guidance either should have a placement office or work in close connection with one. It can also be maintained that placement should be accompanied by vocational guidance. Even though an applicant at an employment office may be qualified to fill a certain available position, it may not be to his best interests to accept. Furthermore, many persons who register at a placement office are not qualified for any type of skilled labor; they need guidance in choosing a line of work for which to prepare themselves.

Various degrees of assistance may be provided by a placement agency to persons seeking work. It may: (1) Simply register them for possible vacancies; (2) instruct them in how and where to apply for work themselves; or (3) actively look for openings on their behalf. The first approach is a minimum; the other two supplement each other and each has its own advantages. When an applicant solicits for himself, the employer is able to form an immediate opinion of what is offered him, and his time is less encroached upon; also, this method costs less to carry out. On the other hand, an intermediary may be able to present a stronger case than the youth new to job-hunting.

Which of these several approaches the agency adopts will depend principally on the resources at its disposal; but where means are available it will be desirable to have it devote some time to canvassing possible openings on behalf of its younger applicants. This is a service which will be particularly useful to them. Young people generally lack the useful contacts which older



people have acquired. When applying for employment for the first time, they naturally feel they are asking a favor. Regardless of what they may have been told about having services to sell and about the dignity of entering into competition with others, they are often hampered by diffidence and oppressed by the strangeness of the situation in which they find themselves. The most satisfactory method of helping them, if means are available, will be:

- (1) Acquaint the community, through publicity, with the desirability of giving employment to young people.
- (2) Segregate the applicants who seem to be actively employable.
- (3) Divide these applicants into (a) those who, with a little direction and coaching, would have a fair chance of talking themselves into a job, and (b) those who need someone to speak for them.
- (4) Refer the first group to a guidance agency, to be given coaching and direction, including all available information as to the best places to apply, and then send them out on their own with arrangements for reporting back frequently.
- (5) Make an intensive canvass of the employers for the benefit of the second group.

#### **PUBLIC EMPLOYMENT OFFICES**

THE offices of the public employment services which are maintained in many cities are logical places for youth to apply for assistance in finding jobs. Services have been established by the Federal Government, acting independently or in cooperation with the States. The United States Employment Service maintains hundreds of offices through which young people may secure definite help in their search for employment. More than 2½ million youths are already on the active files of these offices. There is no charge for registration, and any one over 16 is eligible. Junior employment counselors, giving special care to the needs of young applicants, are available in a number of these offices. Various occupational tests and improved types of interviews are being used in a few offices, and all are cooperating closely with the public schools in their communities.

In a dozen of the larger urban centers of the country the United States Employment Service is carrying on special research to improve the techniques and procedures of classifying young and inexperienced applicants. The results of these studies should be useful to schools and other organizations interested in promoting the vocational counseling, training, and placement of young persons.

Since the passage in 1933 of the Wagner-Peyser Act, which authorized the establishment of a Federal employment service, there has been a general movement toward amalgamation and coordination of existing placement agencies. In about 30 States the Federal Government, through the United States Employment Service, has been able to enter into arrangements by which the public employment offices are maintained jointly by it and the State. Interested groups in States where such arrangements have not yet been effected might well work for the passage of the necessary laws by their legislatures. Even in such States, however, the individual may obtain Federal assistance through the offices of the National Reemployment Service, a branch of the United States Employment Service organized to give temporary help in States where there is no Federal-State employment agency or in rural areas where other offices are not available.

The particular usefulness to young people of a public employment service is demonstrated by statistics available for the labor exchanges which have for years been maintained in Great Britain. It is estimated that while only 20 percent of vacancies requiring adults are filled through these exchanges, the proportion in the case of juveniles is as high as 40 percent.

Any community that desires to provide placement facilities for youth should make all possible use of existing Government services. Full information concerning them may be obtained by addressing the United States Employment Service, United States Department of Labor, Washington, D. C.

### **THE ROLE OF THE PUBLIC SCHOOLS**

GRANTING that vocational guidance is a responsibility of the public schools, it naturally follows that placement is also one of their responsibilities. The schools are the only agency dealing with all the youth of the community and as such are the most logical place for them to turn for help in getting jobs. Further-



more, the schools are supposed to prepare for life, an important phase of which is vocational. There is much that high-school principals and superintendents of schools can do, either individually or acting with their boards, to find work for the high-school graduate, the part-time student, and the former pupil who has dropped out of school. Many of the larger school systems maintain placement bureaus which serve graduates, and some systems operate on a more informal scale. The routine activities are not described in this section but merely those that affect out-of-school youth.

### **PLACEMENT THROUGH COLLEGES AND UNIVERSITIES**

PLACEMENT offices have long been established in colleges and universities, and they have played an important part in the vocational adjustment of their graduates. With a view to increasing their usefulness, a committee of the American College Personnel Association made a tabulation of the names on their registration lists. In 54 of their placement offices 21,974 registrants were found. This figure includes only those individuals who had notified the appointment bureau of their college that they were out of work. Scores of colleges were not included in the listing since they were not represented in the association.

A report of the association states: "It is safe to say that hundreds of thousands of college graduates are unemployed. Many of them are technically-trained men and women of proven ability and splendid achievement."

The establishment of an intercollegiate placement bureau has been frequently suggested as a measure which would increase the efficacy of placement through colleges and universities. Such a bureau could study the needs of industry and the availability of college students and should be able to put graduates in touch with suitable openings with appreciably greater efficiency than the numerous and unrelated bureaus which at present occupy the field. An intercollegiate placement bureau could probably be supported by the institutions served; assistance, particularly in the experimental stages, might also be obtained from some of the various philanthropic foundations. A central bureau where students could be listed according to mental and physical qualifications would doubtlessly receive the cooperation of industry and the professions.

## PLACEMENT BY SOCIAL AGENCIES

PLACEMENT offices are commonly maintained by city branches of Y. M. C. A.'s and Y. W. C. A.'s and the organizations for Catholic and Hebrew young people, a vocational secretary being in charge. While no effort will be made to treat these exhaustively, a few typical cases may be cited.

### *Y. M. C. A. Services*

At the Y. M. C. A. in Newark, N. J., more than 500 high-school graduates have been counseled and about half of them placed in jobs, either through their own efforts or through the "Y"'s employment department. This department is conducted by a retired high-school teacher, who serves voluntarily and gives practically full time to the work. No fee is charged. A large number of placements are with the CCC camps.

In New York City one of the most successful placement services for an unrestricted clientele was an employment assistance bureau, which was conducted by the Wall Street Y. M. C. A. from the fall of 1930 to June 1931. A group of personnel directors and office managers known as the "Wall Men" lent their assistance; space in an office building was donated, and desks and other equipment were supplied by business organizations. Interviewers were lent by the personnel divisions of various firms. There was no outlay for overhead. More than 12,000 men used the bureau and about 1,000 were placed in positions.

The central branch of the Y. M. C. A. in Baltimore, Md., conducts a placement department at which approximately 2,500 young men apply for help each year. It is estimated that not more than 20 percent of the applicants are members of the "Y" at the time of application. References are investigated, and application blanks with summaries of qualifications and records of action taken are preserved as case histories. Requests from employers are met by careful selection of applicants having the desired qualifications. The department makes frequent contacts with employers for the purpose of keeping informed regarding local conditions, changes, and available jobs.

Individual counseling is a large part of the program of the department. There is much advising of young persons about mat-



ters affecting employability and also much service preliminary to or beyond placement. Many applicants who cannot qualify for existing positions are helped by the department to take next steps wisely. Follow-up interviews are given to persons who come back to keep the "Y" informed about their jobs and to discuss plans, difficulties, and problems. Considerable time is spent with those who have reached this stage in their vocational progress.

The department is maintained by contributions and a fee is charged for placement. With available jobs increasing, the financial prospects are improving. From present indications, the current fiscal year will produce better results than have been obtained for several years.

### *Hartford House, New York City*

Hartford House, in New York City, was a rehabilitation and placement center maintained for unemployed men of the white-collar class by the State transient bureau. It began in December 1931 and came to an end with the discontinuance of transient relief. The methods worked out there were such as to offer valuable suggestions. The qualifications for admission were possession of unusual educational, vocational, or professional background, or of some special skill, or of personal qualities of courage, imagination, adaptability, and tenacity, which seemed to offer prospects of an early job. The clientele fell mainly into two groups: (1) Young men who had good educational and family background but little or no business experience; (2) older men with similar qualifications and, in addition, an occupational history which indicated that they were capable of being of value to society. By watching the labor market, selections and rejections were so made that the group would not include more men seeking work in any one line than could probably be placed within a reasonable period. The aim was to make the group one which, given some measure of counseling and an objective guide to each individual's capabilities, would be actively employable.

When a man was admitted, he was assigned to a counselor, who was a case worker and approached the situation from the angle of employment. The first step was to get an accurate picture of the client's background—education, experience, and personal qualities. If more information seemed necessary than could be obtained

through an interview or the checking of employment records and references, the client was given various psychological tests to discover general and special abilities and personality traits. Advice was based on the results of the tests, the record of past employment, the man's interests, objectives, and morale as shown by the interviews and his relationships and attitudes in the house. These various pieces of knowledge were integrated in a daily staff conference.

After the general field of experience into which a man might fit had been determined, the counselor led him to take stock of the situation, his assets, and the handicaps which hindered him. He was encouraged to plan a campaign for securing work in his own field or in related ones where his special skills would be an advantage.

An attempt was made to discover manufacturers whose net earnings had increased recently. Business trends were followed and mergers noted. Newspapers, trade periodicals, and statistical publications were consulted for data on the connections of these companies and their operations. This investigation went as deep as the conditions of the particular case required. In difficult cases, the counseling staff of the house gave a great amount of time and effort to research in employment possibilities.

The next step was to conduct an intensive sales campaign following the leads supplied by the library investigation. Hartford House had an aggressive selling policy in placing its members; it was mainly carried out by telephone, though letters and personal visits were also used. The art of selling by telephone had been developed to a high point of efficiency at the house. It had often been found possible by this means to get into touch with presidents, executive vice-presidents, or other high officials who could seldom be reached in any other way. The calls were made by a member of the staff specially trained for that purpose. Positions were not requested outright; only an interview was asked for. Every effort was made to recommend the right man for the job, and by adhering rigidly to this principle a spirit of considerable confidence in Hartford House had been created at the employment departments of various firms. Within 11 weeks, this confidence was built up to such an extent that the personnel directors of some chain stores requested that men be sent direct to branches without



first being interviewed at the central office. Long distance telephone calls to out-of-town employers were found even more effective, proportionately, than local calls.

It was not found difficult to take a man of average intelligence and in 2 or 3 days train him to become a good telephone salesman. The requirements were found to be self-confidence and ability to think quickly, in order to be able to cope immediately with any situation which might arise in the course of the conversation. The telephone salesmen were given the title of assistant director of personnel, which enabled them to get through to important people more frequently than perhaps would otherwise have been possible.

When an interview had been obtained for a client, the situation was gone over with him thoroughly, so that he would be able to present his qualifications effectively and face conditions which might develop during the interview. He was then sent to meet the prospective employer. At Hartford House every man tried to sell not only his own services but also those of the other members of the group. When a position was discovered for which the applicant himself was not fitted, an associate director of personnel at the House was immediately notified and a man who could fill the particular requirements applied. When an opportunity for temporary work was found, it was offered in each instance to the man whose needs would best be met by it.

During an 11-week test period in 1932, 80 percent of the men were placed. In 43 months, 5,271 different men were registered at the House. Of these, 3,106 (57 percent) secured permanent employment in normal, commercial jobs. The average weekly wage per permanent placement was \$25.80. During the test period the total expense of the work from the time of registration until the men were returned to business was less than \$20 a man, including the cost of handling men not placed and the expenditure for relief and rehabilitation. Repayments by the men themselves for relief extended amounted to about 50 percent, which considerably reduced the per capita cost.

#### **ACTIVITIES ON BEHALF OF NEGRO YOUTH**

SOME of the 38 branches of the National Urban League carry on placement work for Negro youth. Several of these organiza-

tions also perform other guidance functions, but the number is limited by lack of trained vocational counselors. The office of the National Urban League<sup>1</sup> serves as a national clearing house for information regarding vocational opportunities for Negroes. A committee from the National Vocational Guidance Association, which made a Nation-wide inquiry into the extent to which social service agencies try to furnish vocational guidance to Negro youth, has published a report in *Occupations--The Vocational Guidance Magazine*, October 1935. The investigation was confined to three organizations—Y. M. C. A., Y. W. C. A., and the Urban League, since these were apparently working with the majority of Negroes being served by social agencies. A questionnaire sent to 224 local bodies was returned by 101, sixty-seven percent of which reported that they were carrying on vocational guidance on behalf of Negro youth. The 62 organizations reporting work in counseling had interviewed 16,133 persons, and the 42 organizations reporting placement work had placed 10,717 persons.

### **JOB-FINDING CLUBS**

A POPULAR way of helping unemployed youths to find work is the formation among them of job-finders' clubs. Such groups make an immediate appeal to young people, require only a limited amount of adult direction, and often can be operated with little or no ready money. They are useful in a variety of ways:

- (1) They promote comradeship and aid in keeping up morale at a time when aid is greatly needed.
- (2) They make the youths more readily available for whatever direct placement activities can be undertaken on their behalf.
- (3) They may serve as a vehicle for giving various kinds of informal instruction which will improve chances of finding employment.
- (4) They may, where the material is good, be effectively used to apply the principle of mutual assistance in job-hunting—the best means yet developed of finding work during a depression.

<sup>1</sup> National Urban League, 1133 Broadway, New York City.



### *Clubs Under "Y" Auspices*

The simplest existing clubs of unemployed out-of-school youth are small groups of 10 or 15, organized, perhaps, by the "Y" secretary or by a settlement house. They usually meet once a week, often for a meal, and are encouraged to persevere in their search for jobs by the reports of those of their number who have been successful. The sponsors of the club may provide such elementary assistance as facilities for members to press and clean their clothes and generally to keep their appearance in good order. The result of such clubs may be no more than a heightening of morale, but the loose form of organization leaves the way open for any initiative that individual members may be able to exercise, and more definite forms of activity may easily develop from the meetings.

*Woonsocket, R. I.*—The committee of twelve of the Y. M. C. A. began in this way. Founded to consider the needs of young people and ways in which the "Y" might meet those needs, it existed for several weeks as a discussion group, treating such topics as city politics, health education, and changes in American life. Finally it settled upon unemployment as the most urgent problem of the day and voted to establish a small employment bureau for "Y" members.

The plan was submitted by a member of the club, and subcommittees were appointed to put it into operation. One of the boys with office experience drew up a registration blank. A mailing list of mills was prepared, and a series of letters written by members was sent to mill superintendents and presidents of service clubs.

This venture turned out to be the most successful of several which the "Y" had undertaken for unemployed young men. The circular letters were favorably received, and employment was found for 15 boys. There were practically no expenses.

*Belvidere, Ill.*—The Young Men's Club is a supper club for out-of-school young men 16 to 25 years of age which has assisted many to find employment. The members do anything desired of them—spade gardens, beat rugs, paint signs, run errands; in their spare time they look for permanent work. Within a year 16 members of this group found employment. The club is sponsored

by the Y. M. C. A., whose secretary brought 10 young men together and laid the proposition before them. They agreed to it; he then asked 25 young men to meet, and the club began. There are no dues and no other expenses except a small fee for supper.

*Newark, N. J.*—During 1934-35 the Y. M. C. A. organized two clubs for unemployed high-school graduates. The ages of members ranged from 16 to 24. The primary purpose of the clubs was to help the young men to secure work. They were addressed by employment managers from the large mercantile and manufacturing establishments of the city on such subjects as: "How to Find Jobs", "The Proper Approach to a Job", and "What are the Opportunities for Work in the City?" An active job-finding committee of the members of the clubs made a canvass for positions. The total enrollment of the two clubs was 80. Many members were able to secure temporary or permanent work. The management of these clubs was left in the hands of members, with a secretary of the "Y" to act as adviser. Several of the speakers were secured by members.

*Cleveland, Ohio.*—In 1931 a number of unemployed boys gathered daily in the waiting room of the vocational employment department of the Y. M. C. A. Someone suggested that the group meet regularly and discuss topics of interest. The Job Finders' Club was thus formed. It held a series of weekly gatherings at which matters relating to the depression, vocational training, the necessity of keeping employable, and the technique of job-getting were debated.

Singing and refreshments were a part of each program, and there were occasional dances and other recreational events. Luncheons are now held once a month, 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 members of the club look for work individually, and 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 at the time of reporting contained



nearly a thousand names. In this way members are encouraged by the knowledge that others are assisting them and are frequently reminded that they are helping others.

### *Clubs Sponsored by Schools*

The clubs so far described have been sponsored by the Y. M. C. A., an organization whose record of successful work with boys and young men is well known. Other agencies, however, are also in a position to initiate and carry through valuable emergency work with unemployed youth. Foremost among these are the public schools.

*Williamsport (Pa.) Graduates' Club.*—One of the most completely developed clubs for unemployed youth has been organized by the school board of Williamsport, Pa., already known for its success in establishing the Unemployed Retraining School. It was formed to aid unemployed graduates of the local high schools to find work; and meanwhile to keep their morale at a safe level. Most of its members are between 18 and 21.

The emergency education council of the county supplies a coordinator, who interviews employers on behalf of the boys, calls boys in to meet personnel managers, and sends them out individually to apply for work in quarters where the prospects are favorable. The problems confronting members in their search for employment are discussed at the regular meetings of the club. Besides these placement activities, there are arrangements for vocational guidance, vocational education, and recreation, through the club. Regular meetings are held for 2 hours on Wednesday nights, and there are assemblies at other times for special purposes. Talks, often illustrated, are given by prominent businessmen and technical experts. Educational films, obtained from the United States Department of Commerce, are shown, and trips are arranged to local plants. The coordinator conducts a class in civil-service, organized at the request of the club; and a number of members attend the regular classes of the Unemployed Retraining School maintained by the school board. Special groups meet for athletics, music, and hobbies, and there are occasional social gatherings. The most popular type of meeting combines business with an illustrated lecture.

No difficulty was experienced in obtaining the hearty cooperation of the townspeople. There was found, however, a strong resistance in industrial establishments to accepting workers under 20 years of age. The club has to a considerable extent overcome objections on the grounds of youthfulness and inexperience advanced by employers. Membership cards, when indicating that the bearer is well qualified, act as a means of introduction to the prospective employer; assurances that the young person is willing and prepared are often effective. The services of the club have been particularly beneficial to qualified young men who, due to lack of self-confidence, find difficulty in approaching employers. Within 6 months 180 boys had enrolled, and 29 percent of them had found work.

The club is sponsored by the school board of Williamsport, and is modeled after the Engineers' Club, a similar group which had already proved helpful in aiding college graduates to find employment. There is an advisory committee of five prominent citizens. The club was organized with appropriate ceremony at a special meeting in the high-school auditorium to which all boys interested in a society of that type were invited. Handbills had previously been distributed to junior and senior students in high school, and notices were posted in conspicuous places throughout the city. Otherwise no promotional methods were used to obtain members. The newspapers carried a story of the purposes and plans of the club and from time to time printed reports were sent to them.

*Cincinnati, Ohio.*—In the Winthrow Junior High School, a group was formed among students of the night school who had lost their jobs during the depression. Other pupils were admitted, and the youths were put in charge of a teacher interested in placement work. Through the group they were able to make contacts with business houses which resulted in employment for a number of them.

#### **CCC Veterans Clubs**

*Niagara Falls, N. Y.*—A Triple-C Veterans Club was organized by the board of education for the purpose of furnishing placement service and educational guidance to every returned member



of the CCC in the community. Before the club was established, a number of the larger industrial plants of the city were visited and informed of the proposed activity. As soon as the club got under way, a letter was sent to 41 employers asking them to cooperate in making the enterprise a success by giving jobs to as many of the boys as possible. Interviews were arranged with a number of these persons, in the hope that through such contacts some of the members might find employment. As a result of this procedure, directly or indirectly, 31 boys obtained work in the first 8 months of the club's existence. These constitute 18 percent of its membership. An additional 11 (6 percent) were employed by the emergency relief. Total employment secured in both private industries and the TERA was 42 (24 percent).

The educational guidance is given in a private interview with each boy at the time of registration. An effort is made to discover his aptitudes and intellectual possibilities and to encourage him to continue his education along lines which would prove most advantageous to him socially and vocationally. Wherever possible, arrangements are made for registration in the local adult school. A record is made of the previous education of each member, and further education received is entered on the registration blank from time to time. Each boy is encouraged to come in for counsel and advice at any time. The club meets twice a month. Facilities for recreation are supplied by the Y. M. C. A.

*Poughkeepsie, N. Y.*—The Y. M. C. A. formed a group of 25 older boys who had returned from a CCC camp and were frequenting local "hang-outs." Discussion meetings were held at which the boys considered the practical problems they were facing—how to secure a job, how to hold a job, how to obtain advancement, etc. The group as a whole had only a grade-school education and was composed of boys of foreign parents.

#### **COURSES IN JOB-FINDING**

A VOCATIONAL counselor in the Portland, Oreg., public schools writes:

The youth of today are faced with the immediate problem of salesmanship. Very few have any idea as to the industries of the community or how and where to apply for a job, neither do they have any idea as to the abilities or qualifications they

have to sell or where they, as individuals, may reasonably fit in.

The vocational education department of the public schools of Portland, has for the past 3 years conducted a class called "Work Application." In this course the student examines his abilities, surveys the occupational field, and makes a systematic effort to obtain a job. The sooner he leaves the course for a job, the more successful the course is considered to have been. The school has found this work to be distinctly worth while; through the course and the efforts of the placement bureau employment was found for 827 young people in 1 year. A mimeographed outline of this course and a set of 10 job sheets to accompany lessons have been prepared by the Portland public schools, department of vocational education.

#### *Newark, N. J., Institute*

In the summer of 1935, the Y. M. C. A. of Newark, N. J., conducted an institute on techniques of job-finding for unemployed graduates of the city's 10 high schools. The institute was held on three evenings, immediately after graduation. Each meeting began with an inspirational talk, given successively by the president of a local college, a vice president of a bank, and a professor of engineering. At the first meeting there was also an address by a member of the New York Stock Exchange, entitled "That Job You Are After." At the last two meetings a demonstration, "How to Interview an Employment Manager", was presented, one of them arranged by the personnel director of a large retail store. These demonstrations were considered to be the high points of the institute. After them, the meetings divided into five discussion groups under the leadership of personnel managers. Each group consisted of about 35 students. The discussion lasted an hour.

About 175 young persons attended the meetings. They were enthusiastic about the institute's plan and unanimously requested that it be repeated for the benefit of graduates in February and June of the following year, also that work be resumed with the current group at a later date. At the last meeting questionnaires were given out asking, among other things: "Do you feel that you got anything of practical value from the institute on techniques of job-finding?" The replies received were very encouraging.



The institute was organized in the following way: Two representatives (a boy and a girl) from each high school met at the "Y" to discuss what that organization could do for their group. These students considered the matter very frankly and told exactly what kind of help they were in need of. It was decided that an institute on techniques of job-finding would best suit them. At the request of several high schools, girls were invited to participate as well as boys, and the Y. W. C. A. was asked to cooperate. Principals of the various schools also assisted. The Y. M. C. A. and the Y. W. C. A. secretaries remained in the background, the meetings being in charge of a committee of graduates; a graduate was chairman of the main session each evening and a graduate was in charge of each discussion group.

#### *School for Positions, Babson Park, Mass.*

The School for Positions, at Babson Park, Mass., teaches a limited number of men and a very few women how to look for jobs. The school was intended for young persons 20-26 years old, but the age of its students has ranged from 20 to 40. Out of every class of 20, two may be women.

The course is 2 months in length, and five courses a year are given. The first 5 weeks are spent in helping the student to analyze himself and to find the kind of work for which he is best fitted. The work is conducted as a combination of group discussions on basic principles and private conferences on personal problems. For this reason the groups are kept small. There is no set curriculum. Much of the discussion is based on questionnaires submitted by the group. After the first 5 weeks, most of the time is spent in applying for jobs and in discussing mistakes made and how resistance can be overcome. An unusual feature is that each student goes out to sell the group, rather than himself. If a student succeeds in getting a position, he is awarded a diploma—otherwise not. The function of the school is to help men and women find themselves and secure jobs by their own efforts. It endeavors to enable the students to answer five questions: (1) What have I to sell? (2) Where can I sell it? (3) To whom can I sell it? (4) How can I improve the product? (5) How can I sell it? The school is principally interested in the student's attitude and his ability to be of value to an employer.

Eight in every ten who have attended the school have secured positions, including many who had not had jobs for 3 years as well as some who had never been employed. Many have had a choice of several openings. Practically all have held their positions; none has been discharged for cause; many have been promoted. The greater success was obtained by the older group. From the first, there has been a constantly growing number which sought primarily the analytic and advisory features of the service.

The school was founded in 1933 by Roger W. Babson. It has two instructors, one of whom acts as a director. There is a tuition fee, but when a diploma cannot be given (i. e., when the individual does not succeed in finding a job) the fee is returned in full.

#### *Cleveland, Ohio, Y. M. C. A.*

The Brooklyn branch of the Cleveland, Ohio, Y. M. C. A. had the novel idea of giving instruction in job-finding in the middle of a gymnasium class period. In 1935 it was providing a gymnasium and a game room free of charge to a group of 50 unemployed young men, 18-25. During each gymnasium session activities were suspended for a period while some local businessman gave a talk designed to build up the morale of the members and to teach them how to apply for work. The class was held from 10 a. m. to noon, with the thought that young men might attend it and still have time to look for employment in the afternoon. This plan was continued for 7 months. The following year a check-up showed that 40 percent of the young men were then employed.

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## DIFFICULTIES NOTED

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**M**AKING vocational guidance available to out-of-school young persons has been found to present various difficulties, the more serious of which may be described briefly for the benefit of individuals and organizations desiring to sponsor community action along that line.

Some difficulties are inherent in the subject of vocational guidance at the present stage of its development; others arise from the lack of experience and adequate facilities with which persons and groups willing to organize guidance activities are frequently handicapped. Chief among difficulties of the latter kind is the lack of workers trained in techniques of guidance. From all quarters comes the complaint that such workers are few. To meet the demand for them, various types of persons who have been drafted as emergency advisers to youth, have been given training of an elementary nature in the principles and practice of guidance. The most elaborate training program of this type is probably that conducted by the Adjustment Service, of New York City. [See p. 41.] It consisted of a 4 weeks' course designed for the future counselors of the service. The first 2 weeks were spent in reading, studying, and fieldwork; the third week, in attending discussions and demonstrations of techniques (such as tests, forms, and records, interviews, etc.); the fourth week, in working first-hand at individual cases that came to the service for adjustment. For a month thereafter each of the new counselors was given one case a day to handle. This training was supplemented by conferences with division heads, specialists, and advisers.

In one community the director of adult guidance, an officer appointed by the board of education, gave an intensive 5-day course in guidance orientation, to county agents of the 4-H club.

It was attended by the entire 4-H extension staff of the State and by other workers dealing with young people.

In many communities, interested citizens, particularly members of service clubs, offer themselves as lay counselors or advisers. These voluntary helpers are not, of course, qualified vocational counselors in the technical sense of the term, nor do they so regard themselves. They can, however, render valuable assistance to young people seeking guidance by giving information based on their own experience. This is an important contribution, and would be very acceptable even if trained counselors were available.

Notwithstanding such helps, it is difficult to escape the conclusion that persons trained in the performance of the various functions of vocational guidance are indispensable to an adequate guidance program. Communities wishing to inaugurate such a program should plan for the inclusion of qualified workers as rapidly as possible. If every school system in the country had its quota of these functionaries and could extend their services to out-of-school youth the problem with which we have been concerned would be much nearer solution.<sup>1</sup>

New workers in the vocational guidance field will soon find that an adequate literature on occupations does not yet exist. There is insufficient printed information, accurate and up to date, regarding the nature of the various occupations, the best means of preparing for them, the qualifications required, the advantages, disadvantages, etc. Inability to obtain such information closes the door of opportunity to many young people by keeping them in ignorance of available occupations which would be suitable for them. At the same time it results in an overcrowding of certain favored lines of work. For example, the lack of adequate information about occupations is a real cause of the exaggeration of the demand for white-collar jobs which has been so often practiced by parents and teachers and which gives young people a distorted idea of the relative value of these fields of endeavor. Various

<sup>1</sup> For thorough discussions of the training of experts in vocational guidance, see "Report of Committee on Standard Certification of Vocational Counselors to the National Vocational Guidance Association," in Vocational Guidance. White House Conference on Child Health and Protection, Appendix C. New York, Century Co., 1932. p. 328 ff.



agencies, public and private, are working to overcome this situation, and there are good prospects that they will succeed.

Meanwhile, communities should see that what material already exists is made available. The public library can play an important part as a center of information about occupations. A pamphlet published by the American Library Association has been distributed to librarians throughout the United States and has helped to make them aware of the assistance they can render. Libraries await only an expression of interest from the communities they serve and funds to supply books which give definite information about occupations. In many communities service clubs have undertaken to raise money for the purchase of books on occupations. One Rotary Club requested each of its members to buy the best published work on his calling and give it to the public library.<sup>2</sup>

Among the deficiencies with which the sponsors of the activities described in this bulletin have had to contend, lack of funds is one of the most general. The sources from which financial support was secured were miscellaneous and, in most instances, precarious. Women's clubs, welfare councils, the FERA and other Federal agencies, the community chest, slender budgets of philanthropic organizations, and modest fees all contributed toward expenses. The problem of raising money is not peculiar to vocational guidance work, and no panaceas can be offered. It is a hopeful sign, however, that a number of the projects reported, and not the least beneficial, were conducted with little or no ready money.

Lack of individual records has been a serious handicap in administering vocational guidance. What is desired is not simply a statement of education, as shown by the usual school records of courses taken and grades received, but information relative to such matters as extracurricular activities, work experience, home conditions, results of intelligence and aptitude tests, etc. Much work has been done on cumulative records for schools, and the defect, no doubt, will be remedied in time, as the importance of having detailed and significant information concerning each applicant for guidance becomes more widely recognized.

<sup>2</sup> For a minimum list of 100 books, see Occupations—The Vocational Guidance Magazine, February 1935. p. 417 ff.

Another major difficulty is the lack of facilities through which out-of-school young people may obtain training in occupational skills. Several accounts of how this situation was met in particular instances have already been given. [See p. 44-49.]

The provision of vocational guidance to racial minorities gives rise to special problems. The counselor of Negro youth sees his clients discriminated against in many lines of work and is faced with the necessity of discovering occupations in which they may find opportunity for employment and advancement. He must be able to recommend education which will lead into such occupations and to make arrangements by which the required training may be secured. Such arrangements present unusual difficulties for Negroes, especially where apprenticeships and extensive training periods are involved. In general, counselors of Negroes need more literature dealing with the principles and methods of vocational guidance and also material describing successful guidance work among Negroes. No one formula can be recommended to meet the special difficulties of workers in this field. The whole subject awaits a careful study of the occupational and industrial status of Negroes, which will set forth shifts and tendencies, the problems to be solved, and opportunities available in different lines of work.

Guidance in rural areas is hindered by various circumstances, among which may be mentioned the difficulty of assembling youth in centers where group service can be rendered. Thus the account of the interviewers in the Breathitt County [Ky.] survey [see p. 8-10] testifies to the need for transportation facilities which would bring the young people in remote districts into touch with guidance centers. When visited in their homes, these youths were found to differ markedly from those who lived nearer to highways. They were less forward-looking and more vague in their aspirations and desires; they were either discontented or had lapsed into a state of dulled acceptance of things as they are.<sup>3</sup>

In rural areas the problem of securing qualified workers for guidance programs is particularly acute. Dr. O. L. Hatcher, of the Southern Woman's Educational Alliance, writes:

<sup>3</sup> Hatcher, O. L., *Guiding Rural Boys and Girls*. New York, McGraw-Hill Book Co., Inc., 1930.



Under FERA, and now under NYA, etc., all programs having youth service possibilities, as issued from Washington, are set up in such urban terms that they are unworkable in the more underprivileged rural areas. For example, teachers, mechanics, trained people of any kind qualified to teach, are apt to be either entirely lacking or too busy for other work; and because of their general rarity, they are far more rare as eligibles for relief.<sup>4</sup>

<sup>4</sup> Programs For Which Out-of-School Young People in Breathitt County, Ky., Are Asking. Jackson, Ky., Office of the County Schools. p. 11.

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## A MATTER FOR COMMUNITY COORDINATION

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IF ONE conclusion stands out prominently from the accounts which have been presented, it is that a proper community service of guidance for unemployed youth can result only from the concerted efforts of many agencies. Among these, the public schools are outstanding in the possibilities they offer for leadership. Unfortunately, comparatively few school systems have anything approaching a complete guidance program for their pupils. To those who have left school they can offer even less. The indication is clear that communities wishing to attack this problem should begin by seeing that their schools provide an effective service of guidance. Such a step would at once create a center from which facilities might be extended to out-of-school youth.

But even in communities where adequate arrangements have been made for guidance through the public schools, many other agencies can and should play a part. Among them are social service organizations, clinics (health, psychiatric, etc.), business establishments, colleges and universities, parent-teacher organizations, churches, granges—the list can be extended indefinitely.<sup>1</sup>

Among the nonschool agencies whose work with young people was reported in the survey upon which this bulletin is based, the "Y" associations, Christian and Hebrew, seem to be manifesting the greatest activity. This is to be expected, since they exist primarily for helping young people. Operating a program to assist the individual in all-round development, they cannot escape the problems concerned with vocational life. Help in finding jobs has long been an accepted phase of their service. In recent

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<sup>1</sup> A complete list of national organizations interested in vocational guidance is given in *Occupations—the Vocational Guidance Magazine*, March 1935. p. 568-570.



years the more fundamental problems of choosing a suitable field of work and making long-term plans have increasingly occupied their attention. Concrete ways in which these problems are attacked have already been described.

Service clubs are another type of organization which exists in almost every sizeable community. Since most of these clubs base their membership on occupational classifications and include persons representing a wide range of vocations, they can render particularly effective help to young people in need of vocational guidance. Throughout these pages are accounts of addresses made by Rotarians, Kiwanians, and members of Lions, Exchange, and similar clubs before groups of young people for the purpose of informing them about various fields of work; of interviews in which they discussed with individuals the problems of finding positions; of donations of materials to further self-help activities. Several of these organizations, through their national headquarters, have formally committed themselves to the cause of vocational guidance. Kiwanis International has a committee on vocational guidance, and each local club has a committee which welcomes the opportunity of rendering service in that field. Their central organization in Chicago has prepared a pamphlet which includes a description of things Kiwanians have done to assist local programs of vocational guidance. The National Federation of Business and Professional Women's Clubs, in New York City, issues a similar pamphlet.

In coordinating their resources many communities may receive assistance from the local offices of the National Youth Administration. In general, the guidance activities of this organization are limited to referring young people to existing agencies; but arrangements have recently been made to supply a type of advisory and coordinating service which should be of considerable help in bringing out the guidance potentialities of the community. The NYA specialist on guidance writes:

A definite program has been developed for collecting information as to the vocational, educational, and recreational facilities and opportunities available in all communities, and for putting this information into the hands of the agencies through which the National Youth Administration will work, as well as for disseminating it among young people in their

homes through the use of newspaper publicity, radio, and bulletins.<sup>2</sup>

This program functions through directors of information in State offices. Their duties include assembling significant information regarding the number and sorts of young people registered with the employment offices, the number and kinds of openings available in private industry, and the kinds of placements made; maintaining cooperative relationships with educational authorities; collecting information regarding resources for education and training (cultural, vocational, and avocational); cooperating with librarians to develop a reading and visiting service along vocational or avocational lines; maintaining close relations with all social agencies, health officers, etc.; carefully cataloging and cross-indexing all information by subjects, locations, etc., and arranging for its publication and wide distribution.<sup>3</sup>

Every community, no matter how small, includes some elements that can be welded into a helpful service for guidance. A bulletin already issued in this series describes examples of successful community organization.<sup>4</sup> Is it too much to hope that, just as progressive communities provide health centers where anyone may go for information and service regarding health problems, so they eventually will provide guidance bureaus, where trained helpers will be available to assist young people in solving their vocational problems?

The initial sponsorship of such bureaus will vary with local conditions. In rural areas a coordinating committee, representing all groups working with young people, might be best equipped to undertake the task. In urban communities the impetus might come from the council of social agencies, or any of a variety of organizations of which some of the principal ones have just been described. It has been suggested by some that the offices of the

<sup>2</sup> Hayes, Mary H. S., "Guidance and the NYA", in *Occupations—The Vocational Guidance Magazine*, December 1935. p. 241.

<sup>3</sup> A brief descriptive statement of this program has been prepared and sent out to State directors of the NYA. Leaders whose communities are not served by branches of this organization and who desire to take similar steps to promote guidance locally, might request copies from the National Youth Administration, Washington, D. C., where a limited number are available for distribution.

<sup>4</sup> U. S. Department of the Interior, Office of Education, *Bulletin 1936, 18-I, YOUTH: How Communities Can Help*.



public employment services are logical centers from which to give vocational guidance to youth. To meet the emergency which now exists any available type of sponsorship ought to be welcomed. However, communities should not delay to make long-term plans; and in these, no better focus for the guidance and adjustment of out-of-school youth can be found than that already at hand in the public schools.

There are strong reasons why schools should accept this responsibility. One is their administrative availability. They are the sole agency dealing with all the youth of the community, and as tax-supported institutions they have already a large responsibility for young people. Another reason is the need for continuity in guidance. A counselor learns most about his young clients not from test results or personal data blanks but by working with them over a period of time. Information so gained cannot easily be transferred. It is only logical that schools which are providing guidance services should not abandon the work to some other agency when the pupil graduates or drops out of school. They ought to aim at no less a goal than all-round guidance for each young person from the time he enters school until he is satisfactorily placed in a position or has reached the age of 25. A third reason is the beneficial effect upon the school curriculum of having within the organization persons professionally trained in the principles of guidance, particularly vocational guidance. Every child has an inalienable right to be educated for employment; but this right has been very generally ignored. The remedy is to include in the faculty someone specially charged with seeing that this right is respected. This does not imply the creation of new and elaborate departments. In some instances it will merely be necessary to strengthen the present school guidance service. In all instances, the schools should not attempt to carry out the task alone, but should constitute a rallying point around which all the facilities of the community can be grouped.

Naturally, the exact type of coordination and the allotment of parts to be played by various agencies will differ with localities, but the experiences reported in these pages constitute ample evidence that coordination of some sort is feasible. The first step is for several "key" persons to envisage the problem and take the lead in marshaling and coordinating the effective forces.

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