PLACEMENT SERVICE IN SECONDARY SCHOOLS

by

EINO A. BOFTO

A PAPER

submitted to the

OREGON STATE COLLEGE

in partial fulfillment of
the requirements for the
degree of

MASTER OF EDUCATION

May 1946
Redacted for privacy
# TABLE OF CONTENTS

## CHAPTER I. INTRODUCTION

- Statement of the problem ........................................... 1
- Purpose of the study .................................................. 2
- Method and sources of material .................................... 4

## CHAPTER II. THE PLACEMENT SERVICE

- Historical background ................................................ 6
- Responsibility for placement of youth ............................ 10
- The organization and personnel .................................... 12
- The placement activities ............................................. 21
  - Information concerning the worker ............................. 23
  - Contacts with employers ......................................... 27
  - Local information ................................................. 29
  - Follow-up .................................................................. 32
  - Problems .................................................................. 37

## CHAPTER III. CONCLUSIONS AND RECOMMENDATIONS

- Conclusions .................................................................. 41
- Recommendations ....................................................... 44
CHAPTER I
INTRODUCTION

Education has suffered because of a guidance program which has failed to consider pupil's needs and abilities. Administrators and guidance counselors have assumed that the bright pupil must prepare himself for college and have urged such a course on the individual even when college training was out of the question for economic reasons. The pupil of less intelligence or ability has been encouraged to take another course, especially business, because, it was assumed, he would have to go to work immediately after graduation. This has resulted in the high school pupil with above average ability being inadequately prepared in skills and training when he started to look for employment. The pupil with less ability found himself having difficulty with the skills that he was attempting to master, because he, too, had been improperly guided.

Educators generally understand the need for guidance programs which are not limited to vocational guidance and yet provide for effective introduction of phases of what was earlier thought of as vocational guidance. Recognizing the fact that only a small percentage of high school graduates go to college, the culmination of educational experiences for most boys and girls comes with placement in a job. Under the G. I. Bill of Rights more young people have an opportunity to go to college than before. However, many of
the veterans who are going to college now have attended institutions of higher learning before going into the service, or would have attended if the armed forces had not taken them.

It is estimated that about two million youth reach the age of employability each year. From surveys that have been made we know that about one-third of them are unemployed, and that many of those that are working are engaged in occupations not suited to their capacities or are engaged in occupations which have an unsatisfactory future. Educational and employment problems of these workers create challenging situations to the school and the community which need to be solved before we can say that education is a success.

School administrators tend to evade the responsibility of having high school graduates and "drop outs" satisfactorily adjusted in their social and occupational environment. When high school administrators become as concerned about the experiences of the non-college group as they are now about the college group, the social and occupational adjustment problem will not be so vital as it is today.

Statement of the Problem

The most important factor in the achievement of personal happiness is a job that suits the individual's interests and abilities, and that has a future of advancement. Idleness or the wrong job make for discontent, discouragement, resentment, a sense of failure, and waste.
Attempts to remedy the situation have been made from time to time and many schools, especially in the larger industrial cities, have attempted to find a solution by establishing a placement center or service in their school system.

In developing a placement service, it is necessary to know certain basic fundamentals; namely, the policy of the school, whether the administration and the community are willing to co-operate, the facilities available, the agencies under the United States Employment Service that are already in existence and what they are doing, information as to what constitutes placement service, whether employers will react favorably, and how placement will aid guidance. All of these points cannot be determined because the answers vary with the different schools and communities. However, enough written material is available to give one a basic knowledge as to what has been done and is being done by schools toward making our educational program effective by providing placement services in the secondary schools.

The Wagner-Peyser act of 1933 indicates that the federal government recognizes the need for placement service. Since that time there has been a steady increase of the number of government offices that have set up separate divisions for young workers. The question of whether the public service should develop a complete program of guidance and placement or the school should assume the responsibility of guiding and placing youth is an important question of the day.
Vocational guidance has been defined as the process of assisting the individual to choose an occupation, prepare for it, enter upon it, and progress in it. Secondary schools need a placement and follow-up division to provide the service stated in the last part of the definition to their graduates and "drop outs." Vocational schools have recognized their responsibility and have established placement and follow-up almost universally. Schools that are not vocational in nature are beginning to realize that they, too, have an interest in their pupils and are beginning to complete their guidance programs by continuing worth-while and direct contact with former students through placement and follow-up.

The Purpose of the Study

The purpose of the study is to show that assistance can be given to pupils beyond choosing and preparing for a vocation. Without this assistance the whole program of vocational guidance is unfinished. It is important that educators and administrators make a concerted effort to see that their former students who need assistance get suitable employment.

Each year there are many who are already employed that find it necessary or desirable to choose a new occupation. There are many who enter occupations for which they are unsuited because they take the first available job that comes along. These cases, which cause a loss to society, can be avoided by careful planning and it is intended that this
study will show how this can be done and is being done. Guidance should be a community enterprise and since the school is more concerned about youth than any other agency it should be in a position to help all those young people who need assistance.

Another purpose is to present a condensation of the current literature on the subject of placement and follow-up of high school pupils, which should interest everyone connected with the education of our youth. The subject is growing in importance and much remains to be done in this field of education.

Method and Sources of Material

The descriptive method is used and, therefore, no attempt is made to evaluate conditions or to seek causes. Scattered fragments of information that can be found in current literature are put together to give continuity to a subject that today concerns all secondary school people.
CHAPTER II

The Placement Service

Placement service is the process of uniting those who seek work with those who seek workers. The process, however, is not as simple as it appears on the surface because, regardless of how well those seeking work are trained, there is a problem of individual differences that must be solved when uniting the job and the worker so that the process will result in the worker living a happier life and engaging in an occupation in which he has an interest. There are many questions and problems that must be answered and solved in the process of placement to make the outcome a success. The service cannot be accomplished by a novice.

Historical Background

Placement is not a new idea in itself but the placement of high school pupils has been neglected by most schools until recently. Anderson states that some private employment offices existed as early as 1820, municipal employment services appeared in the 1860's, a charitable organization operated an employment bureau in New York City in 1870, and Ohio enacted a law in 1890 that established placement as a state function. In 1909, the Board of Education at Boston, Massachusetts, appointed a man to do placement work. In 1917, the placement bureau in Boston was completely absorbed by the Department of Vocational Guidance.

and is functioning now.

According to Reeves\(^2\), a report of a survey made in England on "The Needs of Youth" claims that England was the first country to take comprehensive steps to assist juveniles to find suitable occupations. Special placement services for youth were authorized through the regular employment offices in 1909. The following year the local education authorities were authorized to provide the same kind of placement service, and a dual system developed. This was similar to our present situation with placement by schools and placement through the United States Employment Service attempting to do the same thing.

In 1923, England decided to let local education authorities decide whether they wished to continue juvenile placement, and where the schools did not wish to do so, it was provided through the regular employment offices. In 1927, the responsibility for juvenile placement was centralized in the Ministry of Labor, and financial support was provided through it to the placement bureaus regardless of who operated them. In 1937, the local services were administered by education authorities about one-third of the time and included most of the larger cities. However, London, for one, did not wish to assume the duty of placement which included responsibility for serving many youths for several years after they had left school. That appears to

\(\text{\^2Reeves, Floyd W., "After the Youth Surveys--What?," Occupations: The Vocational Guidance Magazine, vol. 18, no. 4, p. 247.}\)
be our present attitude, too.

Youth surveys have become common in the field of social research. Before the depression in the early 1930's the surveys of youth were usually studies of special groups such as child workers, slum children and delinquent youth. After 1929 a change came about with the concept that inquiry into the conditions of young people is not an activity to be undertaken only for those that are already known to constitute a problem, but should include all youth.

The American Youth Commission has kept close touch with the investigations that have been conducted by others and has made studies of its own. The Commission's Maryland survey, which was the most extensive, resulted in many findings and conclusions. They found that the unemployment rate was sixty per cent at age sixteen, fifty per cent at age seventeen, forty per cent at age eighteen, thirty per cent at age nineteen and twenty, and twenty per cent at age twenty-four. Of the young people from sixteen to twenty-four years of age who were in the labor market, either working or wanting work, thirty per cent were unemployed.

A second finding was that most of the young people who were at work were employed in jobs that offered little in the way of training or advancement. Not more than twenty-five per cent of these young people were receiving any form of vocational guidance from the schools or any other agency.

---

3Ibid., p. 243.
4Ibid., p. 244.
Many times the vocational training was out of line with both the potentialities of the individual and the occupational opportunities that were available. Placement service was ineffective when it existed. The Commission was of the opinion that unemployment rates of from thirty to sixty per cent for young workers could not be explained by depression conditions alone, so they decided to go to work on the procedures and organization of occupational adjustment.

The Commission obtained funds to further their study in co-operation with the United States Employment Service. They established research and demonstration centers in Baltimore, St. Louis, Providence and Dallas, with provision for activities in the rural areas adjacent to the first two cities. The project covered a period of eighteen months, ending in June, 1939.

Among the outcomes of the project was the finding that the gap between school and work is the result of the failure of most communities to develop programs that are capable of providing integrated counseling, adjustment, and placement services for young people. Reeves continues:

Such services are needed on a coordinated basis from the time when the young person in school is first able to profit from counseling to the time when the young person out of school has achieved some relatively stable adjustment to vocational life.

The responsibility for providing an effective type of placement service has not been accepted by more than perhaps five per cent of the schools that attempt to educate the young. All public employment offices accept some responsibility for placement, but only about twenty per

Ibid., pp. 245-246.
cent of the public employment offices have facilities and personnel to meet the special needs of junior applicants. Even in localities where both schools and employment offices give substantial attention to occupational adjustment, there is a lack of coordination that stands in the way of good service.

To get some indication of the extent to which young people leaving the schools are ready for their crucial experience in finding a first job, our analysts in Baltimore and St. Louis studied the applications of almost 3,000 youth between the ages of 16 and 21 who had registered in the local offices of the Employment Service. Of these young people, 77 per cent could not be classified occupationally, on the basis of either work done, training received, or any available record of aptitudes previously analyzed. They were just applicants.

This indicates that parents are less able than formerly to aid their children in selecting and preparing for a vocation because of the increased complexity of the problems of vocational adjustment, and the problem falls on the school. Berger\(^6\) says, "The final acid test of any program of vocational education is the ability of the learner to go out from the training course, get a job, and perform the duties of the job at least sufficiently well to meet the minimum occupational standards."

Responsibility for Placement of Youth

Should the public school systems develop a complete program of guidance, placement, and follow-up, or should it be left up to the public employment service to do it? This question is being faced by many school administrators now

and will be faced by many more in the future.

Douglass7 says, "No one questions the necessity of placement and follow-up service to young people seeking employment. If the junior colleges cannot render this service, either because of lack of disposition or absence of resources, some other agency should render it." The same applies to the secondary school where the pupil has studied for twelve years and then for various reasons finds that he cannot continue his education further.

The secondary schools are in the more advantageous position to place their graduates and "drop outs" because they know the abilities of their students. School records are kept more complete and many schools are developing cumulative records, which are a necessary part of the placement program. The school is the logical agent to carry on placement because of its established place in the community, but the school is too decentralized to carry on an effective placement program covering the nation.

Howard8, who is Director of Guidance in the High School at Logansport, Indiana, referring to former students that are unemployed or improperly adjusted in an occupation, writes, "Every high school should have a well-organized placement and follow-up service which will aid in overcoming this unsatisfactory condition. Such a service involves a closer


relation between the school and the community and develops greater confidence in the school on the part of business and industrial executives. It also serves as a guide to future changes in curriculum, methods and administrative procedures."

Logansport High School, in a city of about 20,000 people, established a placement bureau in conjunction with the state employment office in 1935. Students made out duplicate registration cards and could be placed by either office. After one year of trial, the school authorities decided that the placement service should be operated by the school alone, and all connection with the state employment office was severed. They found that the standards of the state employment office and the type of people they placed were very much different from those whom the school served. In addition, they found that the employers were looking toward the school for recommendations and the school was placing practically all of the high school graduates. The placement service at this school has been successful from the beginning and considers it's growth as an indication of its usefulness. The school placement services that act independently are definitely in the minority.

How the placement service will be financed is an important question, for the success of the venture will depend largely upon the adequacy of the financial support. School boards and administrators have a faculty for finding funds for worth-while projects. Expenses of operating a bureau can be kept to a minimum by the director and his salary would undoubtedly be the largest item. Schools have been able to
operate a placement service for as little as $150 a year.

Benbow is of the opinion that if the schools are able to supply the necessary funds to do an effective piece of work and if the public employment service cannot, then the schools should assume the job. If the public employment service has sufficient funds or is in a better position to obtain the funds, then they should do the job. However, he feels that there is no final answer to the question who should operate the placement service for high school graduates.

The employer must be given some consideration by school authorities because he has a right to expect the high school student that comes to work to be employable for junior services, and potentially capable of advancing to a higher level of work. The school that has trained the pupil should place the student in employment where he can use the training that he has had, and thereby aid the employer, as well as the student.

Galper expresses still another point when he says that the realization by the graduate that the school will stand by at school leaving time and assist him in finding employment and in adjusting himself to the work should be a greater motivation than any other influence which may be brought to bear upon the student. The worker's morale is aided by the thought that the school will help him to make adjustments that may be required from time to time.


So far we have considered the high school viewpoint. It is also important to consider the advisability of leaving the placement to public employment offices because it would be a waste of money to have a duplication of effort. At the present time all of the states are maintaining public employment services with government aid.

Among the advantages of the public placement service is the fact that it is national in character. A coordinated effort is possible when planned and executed on a national scale. More can be accomplished by this service in regard to job analysis, worker analysis, occupational trends, requirements of jobs and the like than can by a school plan.

Another advantage is that on account of its necessary contacts with employers and the varied duties it performs, it has more complete information concerning local employment opportunities and requirements than any other agency. Where junior divisions are provided, a youth seeking work has the advantage of help from other offices. If the local office does not have a suitable employment opportunity, perhaps one of the other offices will have the opportunity.

Among the disadvantages is the fact that public placement services are too far removed from the school and do not have intimate knowledge of the young people that school does. A large service becomes impersonal and indifferent to individuals, and acts more in terms of work experiences which most of the young people do not have.

Coordinated effort between the school and the public employment service can result in a good solution. It is far
easier for the public service to pass on to the school the information it gathers about employment opportunities than for the school to pass on the information that it has about the pupil. The trend is toward coordination of school and state placement services, the details varying with the resources and agencies in each community.

Scarpitto tells about the placement bureau that was established as an experiment in 1940 at the Drury High School, North Adams, Massachusetts. During the year ending on August 20, 1941, 61 full-time jobs, 53 part-time jobs and 101 miscellaneous jobs were filled by students. At this school it is believed that the success of the placement bureau should be measured by qualitative rather than quantitative placements. The following year the placement bureau was no longer an experiment and is now a regular department of the school. The school placement service holds frequent conferences with the Massachusetts state employment service and calls are referred to each other.

The coordinated plan has been successful in San Francisco according to Blair. There a unified attempt was instituted in March of 1943. Previous to that time schools had carried individual placement services successfully but to avoid duplication the schools joined forces with the Junior Division of the United States Employment Services. Plans for


operation were carefully planned by both USES and school executives. Four teacher counselors and four interviewers of the USES embarked on a full-time coordinated placement program. One-half of the time is spent as employment interviewers in the Junior Division of the USES and the other half in the same capacity in the high schools, junior high schools and junior college. Each member has been assigned two to four schools.

The work in the Junior Division consists of referring applicants under twenty years of age to industrial and commercial jobs, usually on a full-time basis. In the schools the applicants are referred to after school and Saturday jobs, half-day work-experience jobs, and those leaving school to full-time work.

California secondary schools are giving the matter of placement service much consideration. Most of the schools that have the service appear to be united with the state employment service but others do not. Crosby says that in California there is a growing recognition of the need for closer co-operation between the secondary schools and the Department of Employment. In nearly all of the communities served by the agency the schools are looking to the state service for assistance in placing their students. The relationships vary from advising students to register at the local employment office to co-operative arrangements between the two agencies. She concludes, "The most recent development, however,

and the most effective for both immediate and ultimate objectives, is one which the schools are co-sponsoring in a number of communities."

Nicholson14 explains that the Evansville, Indiana, public schools chose the co-operative plan and established a working relationship with the Indiana Junior Employment Service. A satisfactory placement program was developed that way. The program supplements the previous program of vocational guidance in the schools, and extends a guidance and placement service to local youth more economically than if operated by the board of education alone. By this arrangement all duplication of placement activity is abolished, and all employment managers are able to recruit employees from one office.

In charge of the division is a Junior Division Counselor whose entire time is devoted to the placement and follow-up of youth between the ages of 16 and 21. The schools have a counselor in each high school who serves as a representative of the placement service. He is responsible for all matters pertaining to the distribution of placement information within the school, for maintaining a bulletin board of occupational information, and for scheduling interviews. The work of the counselors is coordinated through the Director of Guidance of the public schools.

The essential facts have been presented on behalf of the school placement service plan and the public employment

service plan as well as a combination of the two. Responsibility for placement of youth is generally recognized but whether it be done by the school, the state, or by a combination of the two is not so important as that the young people are placed. The essential things are wise leadership, public support and co-operation between all agencies.

The Organization and Personnel

An effort should be made by every secondary school to obtain one individual who can be made responsible for the guidance program. He should set up the plan of organization for the guidance program, the machinery for training his assistants—the home room counselors, and have the responsibility of placement and follow-up. He should be an assistant to the principal and consult the latter on all important issues.

This individual should have considerable technical training in guidance theory and techniques, psychological and aptitude testing, statistical methods, and in vocational education. Douglass15 says the counselor should be a man who has made some special study of economic and business administration, including labor problems, and who has a good background in the theory and practices of education and school administration. Equally important is his personality and appearance so that he will command the respect of all high school boys and girls and of the

professional, business, and industrial men of the community. He would naturally command a salary equivalent to that of a vice principal or an assistant principal.

The counselor should be provided with sufficient office space, necessary equipment, and enough funds for materials. He should receive complete co-operation from the school staff and from outside agencies connected with guidance.

"Information about the world of work is the stock in trade of all placement officers," according to Anderson. He may get the information by working at numerous jobs, by making field trips, or he may consult books which have been published to aid him such a "A Dictionary of Occupational Titles," and "Job Specifications of Various Industries," both being government publications. Another source of information is the occupational monographs prepared by the National Youth Administration in many cities, and their example can be used to develop more information by local school staffs on local industries. The Federal Employment Service has descriptive material on the occupations in which most workers find employment. By checking the facts the descriptions can be made locally valuable and meaningful to both schools and placement services.

The placement director needs to analyze the applicant's behavior and truthfully interpret it. Therefore, he should be skilled in recognizing personality traits, interests and

---

17Ibid., p. 68.
hobbies.

He will have to cooperate very closely with other staff members, e. g., attendance officer, psychologist, nurse, etc. He must maintain continuous contact with social service agencies, labor unions, and educational and training facilities in the community, as well as the employers. He should understand the various types of labor legislation and the agencies that enforce the laws, such as child labor laws, hour laws, unemployment insurance, and the like.

In Chicago counselors were selected from the individual school staff by the principal on the basis of such items as experience in other fields of work, special training in guidance and placement on a graduate level, evidence of having been able to get along with both faculty and students, and success as a teacher.

In a case report on the Joliet Township High School, Reavis says that there the personnel director administers standardized tests required by the superintendent, arranges for scoring these tests, and reports the results to the faculty of the school. He sets up the procedure for filing data in the cumulative folders of the pupils, and organizes the data for use in selection of pupils for honors, and recommendation of students to colleges and employers. He

---


is available for personal conferences and serves on various committees. The most arduous duties pertain to placement and research. Most of the 500 annual placements are made through the director. He is responsible for making contacts with employers, conferring with committee advisers on applications for placement, and to set in motion the procedures which result in the contact between the pupil seeking employment and the employer. Satisfactory service depends on accuracy of records, knowledge of the pupils, parents employment conditions and collection and interpretation of data pertaining to the pupil personnel.

Assistants are obtained from the senior class in some of the public school placement services. There commercial students serve as secretaries and clerks as part of an "Office Practice" course. In one school a cadet system is employed whereby each girl works a period of approximately six weeks as secretary. Other school systems have been able to use young people under the National Youth Administration program to aid in the clerical work. In general, placement services experience little difficulty in finding sufficient office help.

The Placement Activities

Douglass20 divides the placement service activities into five types as follows:

1. The gathering of all information possible about the young people to be served which will throw light on their

20Douglass, Harl R., op. cit., p. 189.
abilities, capacities, interests, temperaments, health, and which will therefore be of use in most effectively locating them.

2. The establishment of contacts with employing concerns or individuals which will result in opportunities to place at work and in training the young people to be guided.

3. The accumulation of such local information as will be useful in advising the young people.

4. The continuation of contacts with young people after they are placed, for the purpose of guidance, counsel, and advice on matters vocational, moral, educational and personal, and hints for improving the placement service.

5. The administration of details relating to employment certificates and other phases of the compulsory-attendance laws as these relate to employment.

We will consider each of these types under the headings of (1) information concerning the worker, (2) contacts with employers, (3) local information, (4) follow-up, and (5) problems.

The placement activities are a way of selling the school and the product of the school system. The placement service constitutes the sales office which is engaged in presenting the customers with a product that will interest them. If the school is failing to meet the demands of society through its curriculum, the first office to feel the effects will be the placement office. Individuals who are not meeting the needs of the employers are almost immediately reported as
failures to the placement office. At the same time educational procedures can be improved on the basis of what is learned so that pupils will get the proper training in their education to earn a living, and, consequently, be a better product.

Information Concerning the Worker

The placement service records the necessary information about the worker on a form that is initiated by the student when he desires to be considered for a job. On the form are essential data, which includes name, address, telephone number, class, grade in school, age, date of birth, jobs for which he wishes to register, names of references, school program, and the time schedule outside of school when he will be available. The information is usually written in by the applicant in consultation with his school counselor, who is the home room teacher, and after approval by the parents has been obtained. At other places the registration blank is filled out during the interview with the placement officer. The school placement officer usually has access to school records to get what additional information he desires on the individual, especially on standardized tests. In larger schools identification photographs are valuable information to include.

The applicant's first contact with the placement service usually takes place through an interview with the placement officer. For that reason most counselors, or placement officers, devote more time to the initial interview than to
later conferences. Facts are obtained from the applicant concerning his education, past work experiences, vocational and avocational interests, and physical and personality characteristics.

The interview is one of the most important techniques in placement and is used in contacts with both employers and workers. The usefulness of records and files will depend upon the skill of the interviewer in gathering and interpreting the facts. The interviewer should make the applicant feel that he is appreciated and every effort should be made to obtain the facts as completely as possible. Questionable information can be verified later.

After the interview the applicant must be classified, which is no simple task. Through experience the placement worker will become acquainted with various occupations and will have to rely on his own knowledge where the applicant best fits. In most cases the classification will be based on potential abilities rather than experiences.

Leavitt\(^2\) tells how pupils were classified at Grosse Point, Michigan, where a placement service was started in 1935. Parents of all children enrolled in the high school were interviewed and classified according to occupations. Through the interviews valuable data were secured concerning the background of the pupil, the economic situation of the family, the hopes and anticipations of the parents, and the

characteristics of the pupil. The classification thus obtained was so satisfactory that within six months 97 percent of all graduates available had been placed.

At another school the types of work are listed as office, store, factory, mechanical, automotive, gas station attendant, child care, housework, and "handy man" jobs. The school placement service co-operates with the state employment service. Therefore, the students register for the above jobs when desiring local work, and are classified accordingly. A complete list of graduates of the previous June is kept on file and includes the type of work each was doing or would like to do if unemployed. The placement service telephoned each one of the graduates monthly to see who needed jobs.

In the Milwaukee, Wisconsin high school, each student who wishes to enroll in the Central Placement Office, fills out a complete application card at his high school before graduation. This card is accompanied by a rating card filled out by his high school teachers, who rate the student's personal qualities and skill attainments. On the second card are recorded the grades received in high school, the average grade and rank in his class and intelligence scores. When the two cards reach the Central Office, the student is scheduled for an interview with the counselor in charge of the particular division in which he hopes to secure employment. The student is notified when to report for his inter-

22Scarpitto, Michael, op. cit., p. 473.
Another practice that has been adopted by placement services is to enroll unemployed registrants in evening schools and, where they exist, in short vocational courses during the day. In this manner the registrants are able to increase their proficiency and are better prepared for the job when an opening is located.

The Oakland, California, schools, in 1941, were developing a program of co-operation with the Junior Division of the California State Employment Office and the National Youth Administration to assist in the placement of youth. A report, prepared by the high school counselor for each graduate who plans to register with the California State Employment Office, becomes part of the record kept by the employment office for each individual registered. The counselor's report contains information about the individual's scholarship, rating on standardized tests, vocational courses, and the like.

Four principal types of tests are used in the process of selecting new employees. They are tests of interest, vocational aptitude, intelligence, and achievement. The most commonly used aptitude tests are those that measure clerical aptitude, mechanical aptitude, and various types of dexterity. Intelligence tests are of value to determine

---


whether the intelligence of the individual is too high or too low for the job in question. Most high school graduates will have taken one or more intelligence tests prior to applying for work, and the same can be said for achievement tests.

Tests cannot be used as a "short cut" to the choice of a career but they can be used by the counselor as an additional indicator as to the probability of success in the particular type of work concerned. The counselor cannot put too much emphasis on a testing program at the present time because many tests lack validity and reliability. Tests should be used only to supplement the personal data that have been collected previously.

Contacts With Employers

The receipt of requests for workers from the employers is similar to obtaining information from workers. In neither case should the contact be left to someone on the office force. Most placement services have a special form for recording information given by the employer when he places an order. The same skill and insight is needed in filling out this form as in registering applicants.

It is vital that the placement officer maintain constant contact with local employers and spend time during working hours seeking new contacts. He should investigate all employment opportunities so that it will lead to a steady stream of well-trained pupils from the school to fill the needs of business and industry. Every local office and business
establishment should be visited whether it results in immediate jobs or not.

All opportunities for making known to employers the services of the placement service should be utilized, such as talks to organizations of all kinds, personal and form letters, and personal and telephone calls. Personal visits serve to clarify requirements for successful placement and to suggest different training techniques and changes in classroom routines.

Solicitation of work from employers for the young workers should be directed toward finding a suitable job for each applicant rather than toward a search for any vacancies that might exist. This policy, however, is difficult to put into practice because usually the number of applicants far exceeds the number of job openings.

Contacts with employers are more likely to result in jobs during seasons of greatest business activity. The work obtained at such times is temporary in nature, but it may result in permanent work if the applicant shows enough ability to attract the attention of the employer.

Myers26 states that a placement office will build up such a relationship with many employers of young workers that when an opening for work occurs a request will be sent immediately to the placement office describing the position and the type of worker needed. With other employers there

---

will be an arrangement for the placement office to let them know whenever a promising youth interested in their line of work is seeking employment. The number of employers of these two types will gradually increase as the work of the placement office becomes better known.

Local Information

After the information on the worker and the employer has been studied by the placement worker, he then selects the applicants that best fulfill the employer's requirements. The selection is usually made from an active file of registrants, which represent both unemployed individuals and employed workers who desire to change positions. The problem of selection will vary with the situation because sometimes speed is the essential factor and at other times it may be impossible to locate registrants. The registrants may have changed their address without notifying the placement service or they may have found work through some other source.

Placement services are sometimes asked to fill openings that are below standard and therefore not acceptable. Usually these openings are for long hours, low wages, hazardous work, or unreasonable demands. The placement worker will investigate any of these openings if there is any doubt as to what is expected.

The placement service must place the interests of the young worker above the contacts with employers. However, satisfactory relations with employers should be maintained and the placement worker must be diplomatic in handling such
situations. Occasionally the value of the experience may outweigh the salary conditions or the personal problems of the registrant may be relieved by obtaining any kind of work regardless of the wage consideration.

Once the applicants are selected, they are provided with the proper credentials—usually a card that the employer can mail back on which he can indicate whether the applicant was "hired" or "not hired." The credentials are usually given to the applicant at an interview with the placement worker who makes suggestions as to how to proceed. Items considered include personal appearance, employer's peculiarities, manner of approach, and general consideration of the type of work to be done. The number of applicants referred to the employer will depend upon the policy of the placement service, or the employer may specify the number of applicants that he wishes to interview.

In Portland (Oregon) Public Schools27, a Work Application Class was established by the Vocational Placement Bureau in 1933. It is a special service to young persons, 17 to 24 years of age, who are registered for employment, and the purpose is to instruct the young people how to sell their services to employers. Teachers of broad industrial and business experience conduct the classes in which no text is used, but copies of individual work sheets and a bibliography are given to each student. The class consists

of ten two-hour lessons, and during the ten days of the class the young people put on a personal campaign for a job and keep notes, which are discussed in class. In that manner all of the class members benefit from the experiences of the members. The course includes an introduction dealing with the values of the procedure, self-analysis, self-rating, rating by fellow students, survey of jobs, trial interviews, and follow-up methods. Criticisms and suggestions of the class help the individuals to find a job. The course was found to be valuable during the first five years of its existence.

At the Drury High School, previously mentioned22, the placement service is very careful about the jobs that are accepted to avoid adverse criticism for careless placement of young people in any harmful environment. As an example, girls who were hired evenings to take care of children were taken home by the woman who hired them or by some reliable individual. The arrangements were made prior to an agreement to send a girl to work. Young people are not permitted to be exploited. Frequently calls from housewives who desired housework of the hardest and most menial type for low wages and at unreasonable hours were not accepted. In several cases the job requirements were raised to an acceptable standard.

The school can generally make better contacts with employers than the pupil. For that reason the placement worker should gather what local information he can so that

22Scarpitto, Michael, op. cit., p. 474.
when applicants raise questions, every possible answer will be available. Sometimes a worker is discharged and he does not know why. Many times the placement worker can learn the reason and prevent a recurrence by making note of the cause.

The placement service can serve another purpose locally in line with educational guidance. Pupils will seek information on trade schools, vocations, colleges and universities, extension courses, evening classes, and the like, and much valuable information can be made available to the pupils along those lines.

Follow-Up

Follow-up is the process of keeping in touch with those workers who have been placed. It should not be confused with verification of employment since the latter is but a minor problem. It consists of inquiry to determine whether the individual is doing good work and whether he likes his job. This inquiry is directed to both the worker and the employer. The follow-up gives the newly placed worker an opportunity to discuss some of the problems that he faces, his growth on the job, what the future opportunities are, and how to make ready to meet them.

In the various school systems, different methods of follow-up procedure are employed. For example, in Providence, Rhode Island, follow-up studies are made every one, three, and five years of the graduates from the senior high schools, and every year for three years of junior high school students. Another school makes follow-up studies
every one, two, and five years. The latter is a three year high school. The study is made by the home room counselor, so one study is made each year as the counselor has one home room class over a three year period. Follow-up studies should be made by the placement service on all of the workers that it places for a like period of time.

Myers lists six reasons for follow-up studies: (1) Need for further placement, (2) help in leaving an undesirable job, (3) removal of causes of dissatisfaction, (4) additional vocational training, (5) help in planning cultural, recreational, and community-service activities, and (6) cases of prolonged unemployment. Each of these reasons are important and need to be considered.

Further placement may arise for many reasons. Whatever the reason—discharge, voluntary quitting, unsatisfactory conditions, low wages, inefficiency, etc., the experience is a critical one, and the worker's life may be affected by it. After careful investigation, the placement director should assist the person to find work that will suit him, and take steps to eliminate the cause of the loss of the first job.

Fear of change and unwillingness to take a chance when a job is no longer desirable are hindrances to young workers. They will not seek opportunities for advancement in many cases and will keep a job below their abilities. In these cases the placement service can provide a real service by helping the individuals to advance. This could be accomp-

---

lished through interviews with the workers and the employers in consideration of the worker's problems.

Real and imaginary grievances are developed by workers from time to time. Again the placement director can come to the rescue by smoothing out the difficulties if he is aware of their existence. The follow-up service must help the young worker to understand the problems that arise and help him to adjust himself accordingly.

Some educators are of the opinion that the worker should be placed on a job at first that suits his interests and abilities, and later the worker should specialize and advance. There is no doubt that additional vocational preparation is necessary, but young workers, as a rule, do not know how to proceed. The placement service can provide counsel for proper study to meet the needs through available adult education courses, extension courses, correspondence courses, and the like.

The need for help in planning cultural, recreational, and community-service activities is closely related to additional vocational preparation. What is vocational and what is avocational is sometimes difficult to determine. Socio-economic conditions change for the new worker and he needs adjustment in his community. A good follow-up program can be of material assistance in helping the young worker to plan his future activities which are unlike those he had at school.

Leavitt, Charles E., op. cit., p. 42.
The school should discover those young people that have been unemployed for long periods of time, and help them in every possible way. These are the people that are most likely to become social liabilities because of low morale. It is the school's responsibility to look out for these former pupils and develop a program that will aid them to find work.

Coming from a school environment of pupil-teacher relationship, where they have been encouraged to develop initiative, they are confronted with the worker-foreman relationship. In the former situation they are learners, while in the latter they must produce and cannot stop to learn the reason for things. Adjusting to the monotonous routine of an eight-hour day after the diversified activity program of school is a real problem. The individual is faced with new social situations. In school, group morale was developed, and cooperation and loyalty were stressed. In the occupational world he finds the each-man-for-himself attitude, eccentric employees, soldiering on the job, knocking, and the strange tone of shop conversation. It is the task of the follow-up interviewer to help the individual understand and face these facts and appreciate that no job is a bed of roses.

The follow-up provides additional contacts with the employers with a view toward further placements and serves as a means of self-evaluation. For example, in Grosse Point, Michigan, comptometer, dictaphone, part time work on the switchboard at the board of education office, and training in a revised filing system have been added to the office practice course upon the recommendation of an employer.

---

31Anderson, Roy N., op. cit., p. 66.
32Leavitt, Charles E., op. cit., p. 42.
Inability to make change correctly and personal hygiene problems have led to revision in classroom work in another school. These two subjects were given special consideration.

The information acquired through the follow-up procedures can benefit the school in at least two ways as is pointed out by Espy in the North Central Association Quarterly. "Studies of the personal occupational experiences of young people who have left school will help not merely to evaluate the effectiveness of what we try to do in school, but also to answer the much more fundamental question about whether what we are trying to do needs to be done at all and whether it is better done in school or out of school."

Christensen made a study of 841 out of a total 994 Lindsay (California) High School graduates of the classes 1910 to 1936, inclusive, whose residence was discovered. He found that almost 94 per cent of these graduates were residents of California with more than 41 per cent living in the school district from which they graduated. Slightly more than six per cent had left the state. The largest percentage obviously enough was in the housewife-housework group with 39.3 per cent of the total. Business and commerce was second with 23.2 per cent. Government and social services were the lowest with an even four per cent. Detailed study of the data disclosed the impossibility of meeting the needs


of high school graduates with narrow specialized training since no single trade appeared with enough frequency to make it worth while at that small school.

Epstein\textsuperscript{35} made a study of 247 girls and 60 boys who graduated from the Haaren High School in New York City where they had taken the commercial course. He found that less than 19 per cent of the girls were placed in positions for which they were not trained, and nearly 47 per cent of the boys were placed in other types of jobs. The remainder were doing typing, filing, clerking, and stenographic work for which they had been trained in the commercial course. The placement service at this particular school does not place very many pupils, apparently, as the school has an enrollment of about 7000 pupils.

Problems

Berger\textsuperscript{36} names five basic problems that confront the counselor in one form or another, and show few signs of disappearing. They are prejudices, age restrictions, migrational reluctance, sub-standard wages, and lack of trained placement officer personnel.

Racial and religious prejudices continue to be a potent factor in American life, and an obstacle to many individuals who are placed at a distinct disadvantage. In the past, the

\textsuperscript{35} Epstein, Solomon, "Placement at Haaren High School," High Points, vol. 22, pp. 72-74, January 1940.

chief outlet for these minority groups has been government employment through civil service. Schools have neglected civil service procedures and have given little consideration to the employment of the students who are likely to suffer from employer prejudices. Government service is a field of work that should be emphasized and studied by public school systems so that placement in government work might be a possible solution for these minority groups.

The placement director must be familiar with state and federal laws pertaining to age restrictions. An essential item in placement is the applicant's age, and it must be definitely known. The minimum age for full time unrestricted employment, work permits, local laws, and similar knowledge must be acquired and applied in the local placement service.

Migration reluctance does not exist in localities where the training is for trades or work that is local. However, since most placement services co-operate with state employment services, often a problem of moving to another town arises in the placement process if the applicant cannot be absorbed by the locality. Personal factors, high living costs, and poor living conditions act as deterrents. The placement director will definitely have this problem to deal with.

Sub-standard wages constitute another problem. Close contact should be kept with unions so that secondary school graduates and "drop outs" do not become competitors of the unions. Prospects that cannot be realized by the school
should not be presented to the student. Unions vary in their policies and for that reason a good understanding is necessary between the unions and the placement service. The young worker should not be required to work in an "open shop" at poor wages, and it is the placement service's responsibility to see that this does not happen.

The matter of trained personnel is important and has been discussed previously. Too often there is a tendency to allow too little time for the placement director to function properly. To some extent this can be overcome by co-operation with state employment services, but, more important, the school administration should provide for a full time allotment. Often the work of placement is entrusted to a teacher who has to "steal" time from other parts of her program to carry on the activity, and the result is not as good as it should be.

Record keeping is another problem. Placement records are seldom adequate or entirely reliable37. There is a tendency for placement directors to exaggerate placement figures, and school officials do not concern themselves very much with the accuracy of the figures. Students are sometimes placed on jobs that are unrelated to their training merely to increase placement figures.

Possibly the problem of publicity on the placement service is the most important problem of all. The placement director should keep the placement service in the public eye

---

37Ibid., p. 38.
by writing articles for local newspapers or by establishing a good public relations program. Kittle38 writing about college placement expresses a fact that applies to all school placement services. Publicity concerning successful placement will give prestige to the school and lead to more placements of the same type. In addition, it will lead to a knowledge by students that the prestige of graduation from school leads to the right kind of employment. The placement worker should always make sure that such stories reach the press.

Howard39 says that a continuous program of publicity is carried on at his high school. It consists of articles in the local paper, talks to luncheon clubs and other organizations, and form letters sent to local employers.


39Howard, William L., op. cit., p. 56.
CHAPTER III

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Placement service is not a new idea. It has been employed almost as long as our nation has existed, but placement of secondary school pupils into jobs is of relative recent origin. Provision for placement service in secondary schools dates back four decades and during this period only the larger cities have given a great deal of consideration to the process of uniting those who seek work and those who seek workers. However, educators realize that a guidance program in a secondary school is incomplete if it does not include a placement service, and more of the smaller schools are beginning to provide time and personnel for that important responsibility of the school.

The problem of unemployment concerns many people and when we realize that one-third of the young people between sixteen and twenty-four years of age who are in the labor market, either working or wanting work, are unemployed, we can see the immensity of the problem. This group is a part of that large group of high school graduates and "drop outs" that do not go to college, and with whom the secondary school people have not concerned themselves very much until recently.

There is a gap between school and work for most of the secondary school pupils. Some school administrators realize the fact and are developing guidance programs that provide
integrated counseling, adjustment, and placement to that majority group of students that do not go to college. Other administrators are paying no attention to the problem and are leaving the young person to his own resources to find a job, and he, meeting with no success in his effort to find work, tries to secure employment through the state employment service.

The solution, apparently, is in a provision for placement service in the secondary school under the direction of a capable individual who, given the time and some finances, can work out an excellent program by using all of the resources in the community. Eliminating duplication of effort where more than one agency exists is a problem that has A-1 priority. The qualifications of the placement director have been discussed previously.

The benefits to be gained from a placement service and follow-up program are numerous although only eight are listed here. First, such a service for the pupil provides an incentive for the young person to remain in school longer. He becomes "work conscious" with the knowledge that the school will help him to find work, and he will not be tempted by seasonal or short-time jobs. Second, the new worker adjusts himself more readily both socially and economically. The assistance provided by the school can be as important after school as in school. Third, a better public relations program is provided and the community will become aware of more of the school's activities as a result. A successful placement service will give prestige to the school. If the school is
failing to meet the needs of society through it's curriculum, the failure will be made known immediately.

Fourth, the curriculum of the school can be revised to meet the requirements of various positions that the students have chosen. As technological change takes place, the school can learn about new processes through the follow-up program and in that manner provide better instruction for the future workers. This is of much importance because most of the students remain in the area near the school that they attend. Fifth, the employer gets workers that are capable of performing junior services and are potentially capable of advancing to higher levels of work. Sixth, the school can usually make better contacts than the individual. Timid and self-conscious individuals can be materially aided by the school placement service. Seventh, a placement service can provide educational guidance to those who plan to continue their education at trade schools, institutions of higher learning, evening classes, etc. Eighth, counsel is provided to young workers on new jobs and many real or imaginary problems can be solved by the placement and follow-up program.

The activities of the placement service are classified under five headings, (1) information concerning the worker, (2) contacts with employers, (3) local information, (4) follow-up, and (5) administrative details. They constitute the work of the placement service and to be properly handled, require the concentrated effort of at least one individual.
Many problems confront the placement director. He must be alert to the problems and overcome them if he is to be successful, for there is no approved solution to go by. He can merely recognize the problems as they arise and devise his own solution.

It seems to be safe to predict that within the next few years placement service will be established in many high schools. The service provided will be an important factor in solving some of the problems that young people have to face.

Recommendations

The information disclosed in this study is believed to justify the following recommendations:

1. Every secondary school, in order to have a complete guidance program should provide for a placement service and a follow-up program. It may be provided either in co-operation with the state employment service or independently, depending on the local situation.

2. High school administrators should recognize their responsibility for placing the pupil on a job after he has completed his academic training. The adjustment period between school and work will be reduced to providing maximum vocational preparation for the young worker in the process.

3. One properly qualified individual on the plane of a vice principal should be given full time responsibility for the vocational guidance program, which would include voca-
tional guidance during the time the pupil is in school, and with placement and follow-up after the pupil leaves school.

4. A reasonable amount of expenditures are necessary for the operation of the vocational guidance program. An additional increase will provide for a placement service and a follow-up program. Therefore, the recommendation is made that the school board provide funds in the school budget for the express purpose of operating a placement service.

5. Public support must be provided for the program. Under wise leadership the benefits of the program will establish public support, but initially the community must be made aware of the guidance program. Publicity that arouses interest is necessary to attain that end.

6. Every secondary school should begin the collection of local information on work. However, the work must be centralized in order to be effective, and under the direction of the individual who is to be responsible for the vocational guidance program.
BIBLIOGRAPHY


