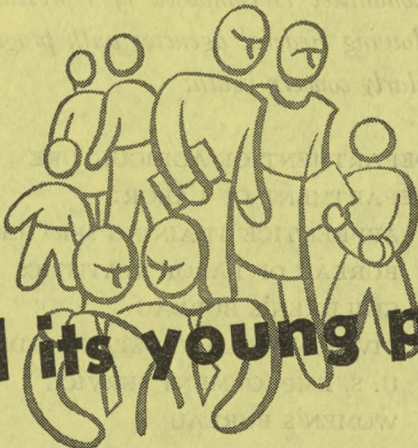




Your community



and its young people

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• their employment and educational opportunities

THE *Interagency Committee on Youth Employment and Education* was organized in April 1945 to work out common principles and consider plans of action for meeting the education and employment problems of young people, and to bring to bear on this planning the background and experience of the various Federal agencies concerned with youth. The Committee is composed of representatives of the following Federal agencies with programs that particularly concern youth:

DEPARTMENT OF AGRICULTURE

DEPARTMENT OF LABOR:

APPRENTICE TRAINING SERVICE

BUREAU OF LABOR STATISTICS

CHILDREN'S BUREAU

DIVISION OF LABOR STANDARDS

U. S. EMPLOYMENT SERVICE

WOMEN'S BUREAU

FEDERAL SECURITY AGENCY:

OFFICE OF COMMUNITY WAR SERVICES

U. S. OFFICE OF EDUCATION

SOCIAL SECURITY BOARD

*Suggestions for Use of This Leaflet May Be Found
on Back Cover Page*

YOUR COMMUNITY AND ITS YOUNG PEOPLE

their **EMPLOYMENT** and

EDUCATIONAL OPPORTUNITIES

Prepared by the Interagency Committee
on Youth Employment and Education •
U. S. Department of Labor • Children's
Bureau Publication No. 316 • **1946**

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Foreword

A Nation Depends on its Youth.—The world has entered a new age. The importance of developing the skill, knowledge, and strength of the young people of every nation to meet the new age, is recognized now as never before. The hope for a real and lasting world peace rests on them. Theirs is the task of rebuilding the world. So it is not enough to work for the welfare of some. All young people must be served, and all citizens share the responsibility of planning and working for and with them.

To the thousands of boys and girls who were swept from school into industry by war demands, and to the thousands about to leave school who will be looking for jobs, the shift from wartime to peacetime living requires profound readjustments. During the war many young people cut short their education, thus handicapping their future. Many received higher wages than customary in normal times for the jobs they held. For many, wartime community conditions interfered with a home life favorable to their best development. The disturbing effects upon young people of finding new kinds of jobs, adjusting to new living and working conditions, building up new associations, and acquiring new values, will be heightened by the fact that adults are undergoing similar difficulties at the same time.

What Does Your Community Know About Its Young People?

A community that is to help its young people attain their best possibilities both for useful citizenship and for personal success and happiness must know many things about them, about itself, and about what it wants to do to help them. It must realize that the effect of wartime dislocations and the sudden release of wartime tensions have brought new problems for youth. It must be aware of the new situations boys and girls are facing or are likely to have to face.

The young people of this generation have in their hands immense power for working out satisfactory ways of peaceful living for this country and for the world. It is the communities where they live that can give them the opportunity for the personal development that will enable them to use this power wisely. To help them grow into their best selves the community must provide many varied services to assure to all youth health, education, welfare, and protection from employment at too early an age and under harmful conditions. All children and young people need access to adequate health services, schooling adapted to their interests and needs, student aid to overcome individual handicaps to continued education, counseling to help them make wise social and occupational choices, and facilities for leisure time activities. When they are ready to enter employment, young persons need job-opportunity and placement services.

In many communities facilities to satisfy these needs are often lacking or inadequate. In many others they were discontinued or neglected during the war. All these needs are interrelated in the individual, and services to meet them must be interrelated in the community if the individual is to have a chance to be of the greatest possible usefulness to his community.

This leaflet, while recognizing the wide variety of community services that are needed for young people, is pointed to the employment and educational aspects of those services and to the age group 14 through 20 years of age, at work, in school, or entering the working world.

The following topics are briefly discussed:

- I. What is the employment situation now for young people?
- II. Is the community educating all of its young people?
- III. How is the present employment and school attendance situation for young people likely to change?
- IV. Do the school opportunities attract young people and serve their needs?
- V. Would financial aid to students help to keep more young people in school?
- VI. Are there counseling services to help young people, both those in school and those out of school, to make wise choices leading to good occupational and social adjustment?
- VII. Are placement services that include job counseling available for young people?

VIII. Can sufficient suitable job opportunities be provided for youth who are ready for them?

IX. What action is needed to deal with these problems?

These questions are intended as a help to groups of adults and young people seriously concerned with satisfying the needs of boys and girls under changing social and economic conditions. This leaflet points out the different areas where a knowledge of the facts is essential and suggests the type of information necessary before wise decisions on objectives and policies can be made. It suggests kinds of community services related to education and employment that, together with health, leisure-time, and other social services, are essential to enable young people to meet their present needs and to gain the adult independence and competence they must have to meet postwar problems.

What Can Your Community Do?

The impetus to begin a program of study and planning such as is here outlined may come from any group, agency, or committee working on the problems of young people in a community. To carry on effectively with the backing of the whole community, joint study and action are essential. In some places, committees representing many agencies and groups, and calling upon all community resources, may already be at work. In other places, there is needed a review of community resources to find out what groups are working on the problems of youth and what their programs are, in order to determine the best way of working together toward the common end.

During the war many communities found that an active interchange of ideas among organizations, public and private, resulted in more cooperative action than they had ever believed possible. Local groups developed ways of discovering facts and tackling their problems together. They uncovered unsuspected qualities of leadership in individuals. They found that they could improvise bridges between organizations with different programs and could work together. The values of this war experience should not be lost, but should be carried over to deal with peacetime problems.

Some of the general sources of information on the various topics discussed in this leaflet are listed on pages 29 and 30. Resources will differ in different communities. Inquiry of one agency or individual

will open up other possibilities. In many communities it will not be possible to obtain specific answers to all the questions, but often a general picture of facts and public opinion can be obtained that is as valuable as statistical details. Group study and discussion at organization meetings and interorganization conferences may be preliminary steps in blocking out the problem itself and the work which different groups and individuals can do. Exploration of different topics may be assigned to different groups, to be followed by joint consideration. The interest of educational institutions in the community may be sought to help obtain the information that is needed. To give reality to the inquiry, groups of young people should be drawn into the discussion and planning. As information is collected, study and analysis of results will be necessary and can be made the basis for wider discussions through public forums and round tables, and for preparing newspaper, magazine, and radio publicity.

From this bringing together of all community resources and the development of a strong public opinion, informed of the facts and conscious of the dangers of inaction, there should emerge effective community organization and action that will work toward development of services in the community to meet the basic employment and educational needs of all its young people.

I. What is the employment situation now for young people?

The last 2 years of the war saw about 3 million young people 14 through 17 years of age holding full-time or part-time jobs, compared with less than a million in 1940. These figures represent the situation in April of each year, while schools were in session. Half of these 3 million young people were in full-time work and not attending school, many of them thus being deprived of their full chance for education. Half were working in addition to attending school. Employment of young people 18 through 20 years of age who were not in the armed forces was at peak levels.

A third of the million children 14 and 15 years of age at work in April 1945 had left school. For children under 16, full-time school is most important, and a 16-year minimum age for employment during school hours is widely recognized as necessary if children are to have opportunity for a minimum of schooling to fit them for satisfaction in adult life. Continuation of education of 16- and 17-year-olds at least through high school, with opportunity for part-time employment where desirable, is a goal that is gaining increasing acceptance. Yet in 1940, 5 percent of all the children in this country 7 through 13 years of age, 10 percent of the 14- and 15-year-olds, and 31 percent of those 16 and 17, were not in school. In some States the percentages were much higher.

Although it is difficult to get complete information on the employment of the boys and girls in any particular community, many facts can be obtained from work-permit offices, placement services, and

school-attendance departments, businessmen, and labor union officials. Facts about their job experience also can be obtained from the young people themselves. Following are suggested questions:

1. To what extent are young people working full-time in your community? Fourteen- and fifteen-year-olds? Sixteen- and seventeen-year-olds? What about those 18 to 20? How does the situation now compare with previous years?
2. In what numbers did children leave school for full-time jobs last year before completing the high-school course?
3. How have changing demands for young workers affected high-school enrollment? During the war? This year?
4. Are there many young people working part time and attending school? At what ages? Under what supervision?
5. Did many young people come into your community for war work "on their own"? If so, are they still working in your community? Or are they stranded without work?
6. What kinds of work are the employed young people doing? What are their hours of work? Wages? Opportunity for advancement?
7. In what kinds of employment do you believe that their working conditions are satisfactory? In what kinds unsatisfactory?
8. Have you seen evidence that child-labor laws are being violated? What kinds of violations? Minimum age? Hours? Work permits? Hazardous occupations? To whom should such violations be reported?

II. *Is the community educating all of its young people?*

After decades of successive increases, high school enrollment was reduced by the war years from about $7\frac{1}{4}$ million in 1940 to about 6 million in 1944. This means that during the war we lost tremendously in terms of education and should recoup this loss through return of young workers to school and through increased holding power of the schools. More and more we shall need an educated population if we are to be equipped to cope with the atomic age and its new problems. Full-time schooling for all children up to 16, with further education for all young people at least up to 18 years of age, is generally accepted as a goal that should be sought with every resource of a powerful nation. In the country as a whole only slightly more than 70 percent of the children of high school age are enrolled in high school, but in many places more than 90 percent are enrolled. However, only about half the children who enter secondary school complete the school program.

1. How many of the young people in your community are in school? Fourteen- and fifteen-year-olds? Sixteen- and seventeen-year-olds? How many are out of school?
2. Is present enrollment and attendance in secondary schools up to what you believe is a desirable level?
3. To what extent do young people in the outlying rural areas served by your community attend secondary-school courses?

4. At what point do most children in your community drop out of school? Among those who enter secondary school, what proportion complete the program? Go on to advanced courses?
5. What seems to be the reason for young people dropping out of school? What do teachers and other school people say about attendance problems? What do the boys and girls say?
6. Does your compulsory-school-attendance law require children to stay in school up to 16? Are children of 16 and 17 required to attend school if they are not at work? Or is there a period in which they may be neither at school nor at work?
7. How well is the school-attendance law enforced? Are there groups of children, for example, children of migratory workers, Negroes, Mexicans, who are not fully reached by the enforcement program?
8. Are there discrepancies between your compulsory-school-attendance law and your child-labor law?

III. *How is the present employment and school attendance situation for young people likely to change?*

Few communities are fully conscious of what is happening to young people who left school for work during the war and to those who are now finishing school and looking for their first jobs. However rapidly industry may swing into peacetime operations, competent observers believe that the abnormal wartime demand for young workers is a thing of the past. Whatever may be the employment situation in the near future, young people who are ready for work may have difficulty in obtaining jobs. This may be particularly true for those without training.

During the depression of the 30's, the proportion of young persons 18 through 20 years of age in the labor force who were unemployed and seeking work was higher than the proportion of those 21 years of age and over. For young people 16 and 17 out of school the situation was serious enough, and for older youth approaching adulthood the frustrations of unemployment were even greater.

1. What evidences of change are there in the local situation as to employment of young people?
2. Are firms advertising for young workers? Are they discharging persons under 18? Under 21? Do they still hire students on part-time schedules?
3. Are employers becoming more particular about qualifications of workers they hire? As to age? Experience? Are boys and girls of minority groups having a fair chance for jobs?
4. Are employers losing interest in training 16- and 17-year-old workers on the job? Eighteen- and nineteen-year-olds?

5. What do placement and unemployment-compensation officials, leading businessmen, labor groups, and school officials say about the number of unemployed youth in your community now? What do they believe will be the picture 3 months from now? A year from now?
6. Do you believe that, if there is unemployment, it may affect young people more seriously than adults?
7. In what types of jobs will there be openings for young people? In jobs that will give opportunity for advancement? In jobs that are undesirable because of long hours, low wages, or other poor working conditions?
8. How will the job situation influence school attendance of boys and girls who have reached the minimum age at which they may leave school for work?

IV. *Do the school opportunities attract young people and serve their needs?*

To serve the needs of all young people, secondary schools must provide a wide variety of educational opportunities. There will be many boys and girls who expect to end their full-time school experience with high school graduation and who should have a broad liberal education for social and civic competence. Many of these will want to secure in the secondary school industrial, agricultural, commercial, or other occupational training. Others will want high school to prepare them for technical or professional training at a college or university. The modern secondary school should serve all these needs, and in addition should provide appropriate instruction for those young people and adults who have left full-time school but wish to return for part-time study.

Modern school systems do much to broaden the value of education and give other direct services to students through provision of many services outside the classroom; for example, a school health program, school lunches, free textbooks and transportation, guidance and visiting-teacher services, and leadership in extra-curricular activities.

Not all schools now have facilities and services that are adequate in quantity, quality, and accessibility. Fiscal problems in many places are serious handicaps to developing desired curriculums and other school services. The United States Office of Education reports that the average amount spent annually in public elementary and secondary schools ranges from \$198 per pupil in one State to \$42 per pupil in another. Teachers' salaries, teaching standards, buildings and

equipment, provision of school-bus transportation, and other aspects of an educational program, vary widely.

1. Is full-time education, both general and vocational, available and free for all children and young people in your community? Does it extend through high school? Beyond high school? Have your young people access to courses which supplement high school offerings?
2. Have there been recent surveys of your school? What have they revealed? What action has been taken as a result?
3. What changes are the schools planning in order to make full-time and part-time courses attractive to young people who left school to go to work but who should have further education?
4. What health services are there for children attending school? What provision for physical examinations of children going to work?
5. Does your school system provide special instruction for individuals of limited mental or physical ability so that they may benefit and succeed to the fullest extent possible for them?
6. Are short-term, daytime education courses, both general and vocational, available without cost to young people who may be out of work or who do not want to attend regular full-time school?
7. How much does your school system spend per pupil? How does this amount compare with the State averages referred to above? With amounts spent by other communities of comparable size?
8. What changes would the young people in your community like to see in the school program?

V. *Would financial aid to students help to keep more young people in school?*

To give young people the education they should have to build a satisfactory life, the wartime trek from school to work should be reversed. Yet many families with boys and girls of high-school age find it difficult to meet the expenses entailed in their continued attendance at school. The report of the Harvard Committee on the Objectives of a General Education in a Free Society points out that nearly all the children from the upper-income group go through high school, but that from the middle-income group only 60 percent of the children, and from the lower-income group only 30 percent, go through high school. Family incomes very clearly limit the educational opportunities open to some children.

Some attempts to overcome such limitations of family income have been made in the past. Under the National Youth Administration, small amounts were paid to students to help them remain in school in return for work done on projects organized by the schools. Public assistance and private family welfare agencies give assistance based on family need but are not always able to make adequate provision for school expenses. Some other agencies give aid in the form of scholarships to particularly capable students. High-school principals sometimes have small funds, made available by service clubs or from other private sources, to aid needy students. For young people who are veterans, educational allowances are provided by the GI bill of rights.

1. Is there interest in your community in developing programs of student aid to help remove financial obstacles to school attendance?
2. How much does it cost for a young person in your community to go to school? What are the fees and personal expenses involved in attendance at high school? At college?
3. Are textbooks and school supplies furnished free of charge through high school?
4. What scholarships or other methods of giving aid to students are available in the community? What are the part-time job opportunities for students?
5. Is financial assistance to needy families sufficient to enable the children to attend high school?
6. Do young people leave school who would remain if financial needs were less pressing?
7. Do the schools help families to take full advantage of the resources for family assistance?
8. Should it be a public responsibility to provide student aid?
9. What should be the requirements for receiving student aid? Determination of financial need? Scholastic attainment? Should children be required to work in order to receive student aid?
10. What are the advantages and disadvantages of these plans? At the high-school level? At the college level?

VI. *Are there counseling services to help young people, both those in school and those out of school, to make wise choices leading to good occupational and social adjustment?*

In a growing number of places the schools are extending and improving their counseling services for students in high school. The boys and girls who have broken their school connections are less widely reached and served, but they also need skillful counsel to help them make and carry forward wise occupational plans and attain good social adjustment.

Help in discovering their vocational interests and abilities, in solving personal problems which affect their economic usefulness, in selecting suitable training, and in going forward in a sound occupational program, is a service to the individual that has great value for the community. Such counseling service may start with young people in various stages of educational and vocational experience and may stem from various agencies and services in the community, such as the school or public employment office. Whether counseling is provided through one, two, or more agencies in a community, the work of each will be strengthened by avoidance of duplication and by uniting in the common objective of reaching all young people.

1. Are counseling services for youth available in your community? In schools? In public employment offices? (See VII.) In social agencies? What groups do each of these serve?
2. How do these agencies work together? How are they interrelated? Does their cooperation result

- in service that reaches all young people in need of counseling?
3. Do these agencies pool information and experience to increase their ability to help individual young persons? To what extent is duplication of effort avoided by clearance and referral between agencies? Does each cooperating agency specialize in the jobs it does best?
 4. How well do the counseling services make use of the training, educational, placement, health, recreational, and other resources in the community?
 5. To what extent do young people in and out of school know and use the counseling services available? What do the young people say about the counseling services? If the services are not fully used, what are the reasons? Poor location? Inconvenient hours? Unsuitable personnel? Other reasons?
 6. How is the information obtained in the counseling program used to revise courses in general and vocational education in the schools?
 7. Do young people have the advantage of adequately trained counselors? Is good preparation a prerequisite to employment of counselors? Are their skills kept current by in-service training? Are the surroundings suitable for counseling? Are there enough counselors?

VII. *Are placement services that include job counseling available for young people?*

During the war the demand for young workers was so great that very large numbers of boys and girls got their jobs without the help of placement services. Under most circumstances, however, and especially in periods of difficulty in finding jobs, placement services are needed by many young people seeking work. Job counseling in the placement office can help the young person in appraising the opportunities open to him in the light of his vocational interests and in deciding on the kind of job that is best for him. The worker giving this counsel in the placement office needs to take into consideration the young person's individual characteristics and ability, and advise him so that he will see the relation of the job he takes to his vocational aims.

It is widely accepted that public placement services, including needed job counseling, should be available to all young people seeking work. The actual provision of high-quality services in the places where youth need them requires continued planning and effort.

1. What agencies, public or private, are giving placement services to boys and girls in your community: public employment office? schools? social agencies?
2. What working relations have been developed between placement workers, school officials, and other agencies giving vocational counsel, for the interchange of information about individuals and employment opportunities? (See VI.)

3. How does the placement office make use of the counseling, training, health, and other resources in the community?
4. How much do young people use the placement services in your community? What do they say about the help they receive?
5. Do existing placement services available to young people have the staff and facilities needed for a high quality of service to all young people now in need of them? For those who may need them in the future?
6. Do they offer skillful counseling and follow-up service after placement as well as take applications and refer young people to suitable jobs?

VIII. *Can sufficient suitable job opportunities be provided for youth who are ready for them?*

In many communities, business and other groups have been making surveys of industrial conditions and plans for postwar industrial development and postwar jobs. Many observers believe that substantially increased public expenditures for health, education, housing, and conservation of natural resources, are important in planning for full employment. The experience of the depression years of the thirties showed the harm to the normal development of young people caused by lack of jobs and the serious frustrations brought about by long-continued unemployment.

Conditions of employment in jobs that young people undertake are as important as the existence of jobs for those who are ready for work. For this reason careful consideration should be given to the legal standards in effect in the community regulating employment of young persons, particularly those relating to the minimum age at which children are permitted to enter employment, their hours of work, their wages, and the accident and health risks of the job.

1. To what extent have community plans for postwar employment taken into consideration opportunities for employment of young people?
2. How can your community, with the cooperation of employers and labor organizations, see that there are suitable work opportunities for all youth who are ready for them?
3. What apprentice-training programs have been set up? How can they be developed further through cooperation of employers and labor

groups, with the assistance of interested public agencies?

4. What opportunities for part-time employment of high-school students are there?
5. If private industry cannot provide job opportunities for all youth ready for and desiring employment, do you think public sponsorship and funds should be provided to create job opportunities for young people in socially useful projects?
6. What legislation is needed in your State to provide a 16-year minimum age for employment during school hours and for work in factories? To limit daily and weekly hours for young workers under 18? To protect them from night work and hazardous employment? To require work permits for all young workers under 18?

IX. *What action is needed to deal with these problems?*

In finding the living answers to the questions propost by this leaflet the community will be doing far more than making an inventory. It will have a vivid picture of the needs of its children and youth for educational and employment opportunities. It will know what resources now can be drawn upon to meet those needs. It will have ideas for going ahead on an action program. The soundness of these ideas may be judged by looking at them from the point of view of different groups of young people—for instance, the typical high-school student, the newcomer in the community, the boy or girl from a low-income family, the Negro youth leaving school in hopes of a job congenial to his interests and training, the unemployed boy or girl.

For the boys and girls in your community—

1. What can be done to encourage school attendance by unemployed young people who would profit by more education? Are existing facilities fully used? Are special classes or special arrangements in schools needed? Is student aid needed?
2. What must be done to make counseling services meet the needs of all young people? To encourage full use of these services by the young people themselves?
3. What can be done to prevent undesirable, low-paid employment of children and young persons? What new legislation is needed? What improvements are needed in the methods of issuing work permits?
4. How might placement services be made more effective for young persons?

5. What should be done to insure that young persons in minority groups and newcomers to the community have the opportunity to benefit by all the community's resources for education and employment, including not only schooling and counseling and placement services, but also housing, health, and leisure-time services?
6. Can better job opportunities be encouraged through cooperation with employers and labor organizations? What other action should be taken to provide job opportunities for young people ready for them?



The questions proposed by this leaflet are suggestive only. They are intended to help people to think, to observe, and to develop common bases of opinion. But each community must work out its own methods of finding facts, must reach its own agreements, and must inspire its citizens to act.

See Suggestions for Use of This Leaflet appearing on back cover page.

For Information

WHERE TO ASK ABOUT

Young people at work:

Work-permit office; employment-service offices.

Young people unemployed:

Unemployment-compensation office; employment-service offices; counseling services; work-permit office.

Pupils at school and school conditions:

School officials; teachers; counselors; attendance officers; visiting teachers.

General conditions:

Any local committee especially interested in young persons.

Council of social agencies; youth-serving agencies; labor organizations; youth organizations; chambers of commerce; economic-development committees; businessmen; church groups; parent-teacher associations; [women's clubs; educational associations.

Organized minority groups; adult-education leaders; juvenile-court workers.

State agencies such as education and labor departments; employment service for State; State employment-security agency; State youth councils and similar State committees.

WHAT TO READ

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*Children's Bureau, U. S. Department of Labor, Washington
25, D. C.*

A 16-Year Minimum Age for Employment—A
Postwar Goal for the Protection of the Nation's
Children. Washington, 1946.

*National Education Association, 1201 Sixteenth St., Wash-
ington 6, D. C.*

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Education for All American Youth. Educational
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*National Vocational Guidance Association, Inc., 82 Beaver
St., New York, N. Y.*

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Howard Y. McClusky. *Occupations, The Vo-
cational Guidance Journal*, October 1945.

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(See also various articles in Monthly Labor Review.)

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National Back-to-School Drive, 1945-46. Sponsored by the Children's Bureau, U. S. Department of Labor, and the U. S. Office of Education, Federal Security Agency, in cooperation with the Office of War Information.

Kit of Information, for use with this leaflet. Available on request from the Children's Bureau, U. S. Department of Labor, Washington 25, D. C.

Ask your public library to prepare a reference shelf on these subjects.

Suggestions

FOR USE OF THIS LEAFLET

1. Talk about the questions proposed in this leaflet in discussion groups.
2. Find out what groups are working on these problems and work out ways of getting together, combining resources, and finding leadership.
3. Invite representatives of agencies offering some of the services to young people mentioned here to tell about their programs and discuss difficulties encountered in improving services offered.
4. Discuss these questions with groups of young people coming from different backgrounds and find out what they think and want.
5. Get the help of members of your group, of representatives of agencies concerned, and of student and faculty groups, in collecting information needed as background for discussion of the issues presented.
6. Study the information and viewpoints gathered.
7. Compare your observations and ideas with those of other groups in your community and in other places.
8. Participate in building strong community organization to work for better services for youth and give full support to new programs proposed and undertaken.
9. Publicize and build upon recommendations through conferences, forums, institutes.
10. Write Katharine F. Lenroot, Chairman of the Interagency Committee on Youth Employment and Education (address Children's Bureau, U. S. Department of Labor, Washington 25, D. C.), or the agencies represented on the committee, about the ideas your group has developed and the plans you are making, so that they can be passed on to the committee and to others interested in planning for youth.