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THE TRAINING OF VOCATIONAL COUNSELORS

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Bureau of Training
WAR MANPOWER COMMISSION

WASHINGTON, D. C.

Foreword

While the following report represents the composite judgment of the Advisory Committee on Vocational Counseling it is not to be regarded as an official expression of opinion or policy of any governmental agency. It is an information bulletin designed primarily for those who are responsible for the training and placement of vocational counselors during the great readjustment period.

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INTRODUCTION

Vocational counseling is not new except perhaps in a highly professional sense. It had its beginning early in the century chiefly in the service of public school students. Later it built upon the foundation of the personnel program of World War I. When practiced at its best it is now accepted by industry, Government, and educational institutions generally. Thus from an earlier period when the counselor offered generalized advice on a great variety of subjects to the present when he uses carefully prepared statistical data, weighted tests, and personnel information, counseling is advancing to the status of a professional career of the highest order. Recent developments in the War and Navy Departments, in the U. S. Office of Education, in the Occupational Analysis Division of the War Manpower Commission, in the Department of Labor and in higher institutions of learning provide added foundation for sound counseling programs for veterans and workers. The exact number of trained counselors in America is not known, but it is estimated that there are about 6,000, though perhaps fully half of these are only partially trained in the professional sense.

With the approach of post-war planning, more particularly planning for the return of men from the armed services and the shifting of war workers from military to civilian production, it was realized that the first essential to orderly demobilization and adjustment is wise vocational counseling at strategic centers. Various private and Federal agencies began to outline plans for their part in the conversion and demobilization process and each one gradually became aware of the scarcity of fully trained counselors for the millions of men and women who would be caught in the great migration from war to peace.

But how many counselors would be needed by community centers, schools, colleges, industries and facilitating Federal agencies; how many were already trained and available; where the best material for training could be found; how many and what institutions were prepared to do the training; what courses were essential for the vocational counselors and what type of State and local organization was best adapted to make effective use of counseling: these and many other important questions had been raised but not answered.

It was an attempt to answer these insistent inquiries that prompted the organization of an Advisory Committee on Vocational Counseling under the general sponsorship of the Professional and Technical Division of the War Manpower Commission to study and report on the supply, training and placement of vocational counselors for Federal, State, and local agencies to be used in the advisement of ex-service men and displaced workers during the readjustment period. To facilitate its work the Committee divided itself into subcommittees with the duties listed below:

1. To prepare a description of the qualifications and duties of a vocational counselor on the basis of which a training program might be predicated
2. To recommend training courses for various types of counselors.
3. To suggest a plan for the coordination of counseling services at the community level.

Some basic assumptions were established at the outset. The first was that the phrase "vocational counseling" was most appropriate as describing the primary purpose of the Committee since the counselor's ultimate goal would be to assist the returning service man or industrial worker in finding a satisfying and permanent vocation. The counselor's work, however, was to be broadly conceived and his educational background equal to the most rigorous requirements. Into his presence would come men and women of every conceivable variety of training and experience, of physical and mental fitness, of success and failure and of vocational outlook. To advise them whether to accept an immediate job or engage in further training and to interpret to them the long range implications of their choices would require all the tact and wisdom that the best trained counselor could summon.

Thus it was decided that the type of counselor service demanded for this critical readjustment period in American life must be unusually competent, well-informed, sympathetic, experienced, realistic. The maintenance and further development of the individual approach in serving applicants and employers is essential to satisfactory placement. In the future men and women will be looking for jobs instead of jobs looking for an applicant. Moreover, those who seek the counselor's advice in the demobilization period will not be content with temporary assignments. They may wish to be placed immediately, or they may desire a period of training, but in either instance they will have in mind job opportunities that give promise of security and advancement. As long as work is plentiful almost any clever interviewer can direct an applicant into the highest paying job near at hand, but when the long pull is involved vocational counseling of a high order is required.

Perhaps one should add a point of view which found frequent expression in the deliberations of the Committee, namely, that neither academic training and educational experience nor work experience alone would suffice to make an effective counselor. Rather a combination of the two would be required. Thus the usual academic courses on counseling should be supplemented by laboratory experience or in-service courses taught by individuals with direct knowledge of their subject based on work experience. Likewise, practicing counselors should be required to keep abreast of their profession by refresher courses and research studies.

With respect to the selection and training of counselors, time is of the essence of the contract. The problems of relocation and readjustment are already at our doors. It takes time to educate for a professional career even under the most favorable circumstances. This is the reason why plans must be made now.

Second, it was agreed that while a full-length training course for counselors should be available at several universities and that prospective counselors should be urged wherever possible to seek the finest training, there must also be offered certain short or accelerated courses, perhaps during the summer, for counselors already partially trained or for mature persons bearing community responsibility who could not leave their regular employment for extended study. In some instances concentrated courses would have to be given by means of extension lectures in selected centers of population throughout the State.

If one considers that there are only about 1,500 United States Employment Service offices and 6,500 local Selective Service boards (with re-employment committeemen) in a country which has over 17,000 incorporated towns, it becomes clear that counseling will often become a

community affair with part-time counselors pulling the main oar. Fortunately, all communities have schools wherein some teacher or principal has had some counselor training. It is estimated that of the 25,000 public high schools in the United States not over 2,000 have counselors who are professionally trained. This places a singular responsibility upon the community to arrange as promptly as possible additional professional training for the best equipped person available in the field of vocational counseling, because the usual counseling responsibilities of a teacher or school administrator will be extended to include adults of military and work experience reaching beyond high school years.

Third, it was agreed that the most effective counseling would be done in the home communities where the veterans and industrial workers proposed to settle and that the first responsibility of every community is to organize to meet its full responsibility. Returning veterans and dislocated workers are likely to find curbstone advisors on every corner ready to plot a perfect curve of future activity for them. This will be especially true if there should be widespread unemployment. An average sized community will have from 15 to 20 organizations ready to offer assistance. This is all as it should be except that somewhere in the community, whether it be large or small, should be some one who knows and can be entrusted with the complete history of the one who needs counsel and who will use it wisely and discreetly in helping him plan his future. Otherwise confusion will follow, and the last state of that man will be worse than the first. Consequently, suggestions are included for a simple form of State and local organization, though fully recognizing that each community will adapt its organization to meet its own particular needs.

No attempt has been made to accredit (or discredit) any institution for the training of counselors. Approximately 100 American colleges and universities offer certain of the basic units recommended by the Committee on Training, and about a dozen institutions offer a fairly complete training program for counselors in all fields. It is known that several months ago certain higher institutions became deeply concerned about their responsibility for training counselors for the post-war era and started planning a full series of training courses. The suggestions contained herein are for the information of institutions and all other community agencies to use in any way that seems wise to them.

Perhaps it should be added that running through all the deliberations and recommendations of the Advisory Committee was the hope that something might be done to elevate the profession of counseling, to lift it from the plane of random advising, which any one can do who happens to be "fond of people," into the realm of an exacting professional task requiring expert training and mature judgment. By this means it was hoped to encourage all individuals who have a professional interest in the subject and all agencies which have the delicate responsibility for appointing counselors to equip themselves to discharge their full responsibility in one of the most momentous periods of American life.

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DESCRIPTION OF COUNSELOR POSITIONS

The Need for Counselors

The occupational description which follows was prepared as a guide for establishing appropriate training programs for vocational counselors. The description covers a family of counseling positions. It was felt advisable to prepare a composite description rather than attempt to write up each one separately.

While this description has been prepared and reviewed by members of the Committee, it is not to be considered as the official description of any one governmental agency or other organization. The counseling task in each situation varies according to the function of the employing establishment and according to the breakdown of positions within the organization. In one situation the counselor may perform nearly all of the duties listed in the description; in another situation, and most frequently, the counselor may specialize in one or more phases of the occupation. It is felt, however, that prospective counselors should receive training in all phases of the occupation in order that he or she may be equipped to accept employment in any of a number of situations. Furthermore, the counselor with the broad training can more readily transfer from one counseling task to another and similarly such counselors will have the proper training for possible promotion into positions which require considerable background.

The number of vocational counselors which will be required in the conversion and post-war periods is not known. It is believed, however, that several thousand additional persons will be employed in various types of vocational counseling by rehabilitation, placement, educational and social agencies throughout the country. It is not known how many persons now in the armed forces who have had counseling training will fill these positions, nor is it known what proportion of these positions will be filled by persons now in similar or related civilian war work. It is known, however, that the total demand for counselors will exceed the number now trained.

The added counseling load is already beginning to develop. Its peak and duration will depend upon events in the war and upon the intensity and extent of economic adjustments after the war.

Occupational Description for Vocational Counselors ¹

Work Performed:

1. Obtains and collates information about the individual.

- (a) Secures written information from the counselee in advance of the personal interview, whenever possible, or in a personal interview secures information about the individual's education, employment, military experience, vocational training, and physical limitations.
- (b) In a personal interview obtains information about the individual's hobbies, special interests, personality traits and attitudes.

¹ This occupational description is a composite of several related vocational counselor positions.

Whenever advisable to do so also obtains information about financial status, social background, family or personal responsibilities.

- (c) Obtains pertinent records such as those from schools, previous employers and military services.
- (d) Administers appropriate aptitude, interest, personality, trade and scholastic achievement tests to the individual counselee and prepares the scores for such tests.

2. *Obtains occupational, educational, and other information.*

- (a) Visits places of employment and obtains information by occupation on present and future employment possibilities, including information on duties, qualifications, length and type of training necessary, wages, hours, working conditions and physical demands.
- (b) Examines available published educational information, visits schools, colleges, training centers, vocational training establishments and obtains information on training opportunities, including courses offered, cost, entrance requirements, schedules, and the like.
- (c) Visits agencies performing various types of community services to which counselees may be referred; keeps currently informed regarding services rendered.
- (d) Keeps abreast of occupational, educational, and industrial trends, national and local, and of new techniques information and data for counseling.

3. *Weighs and interprets all secured information and evaluates the individual's potentialities in terms of probable educational and occupational adjustment.*

4. *Assists the counselee in making and carrying out educational and occupational plans.*

- (a) Helps the individual to estimate his own potentialities in relation to existing occupational and educational alternatives.
- (b) Reviews and discusses with the counselee educational and occupational opportunities which are in keeping with his work history, training, aptitudes and interests, and with any personal or other limitations, such as financial, physical, or social, which would tend to prevent the counselee from taking advantage of certain opportunities.
- (c) Assists the counselee in arriving at plans—
 - (1) for immediate employment and/or training,
 - (2) for long-range objectives including professional training.
- (d) Arranges for referral to employers or to community agencies, such as training, employment, health, legal, recreational, social, financial, educational, vocational rehabilitation, or others cooperating in the execution of plans.

5. *Follows progress of counselee during training program and subsequent placement, and assists him in meeting adjustment problems.*

Basic Qualifications:

- 1. Must have well-rounded up-to-date knowledge of industrial and occupational trends and labor market conditions.

2. Must be experienced in the use of occupational materials developed for use in vocational counseling, such as *systematized* occupational information including occupational classifications, job descriptions, definitions, job families and the like, as well as the interviewing aids and other working devices and materials.
3. Must be able to develop and prepare for use local occupational and training information, including data on working conditions as well as on duties and qualifications.
4. Must possess personal characteristics and skills to interview and maintain continuing counseling relationships in which the co-operation and confidence of the counselee are obtained, and in which pertinent facts and attitudes are discovered and related to a workable plan. Must have the ability to observe personal characteristics in the interview and interpret them in terms of their significance in occupational adjustment.
5. Must have a sound background in the nature of human skills, abilities, interests and aptitudes and in scientific methods of measuring and appraising them.
6. Must have a knowledge of the functions and services of community facilities such as placement, rehabilitation, social, health, legal and recreational services. Must be able to develop and maintain effective working relationships with representatives of such facilities.
7. Must be able to recognize various types of physical and mental disabilities and, wherever indicated, be able to make referral for special service to agencies qualified to render such service.
8. Must have a working knowledge of Federal, State and local laws and regulations affecting employment and training, including special provisions such as workmen's compensation, child labor laws, and laws pertaining to the employment of women.
9. Must be able to develop, maintain and use systematic case records or case studies of counselees.
10. Must be able to carry responsibilities in an organization, to work under supervision, to give supervision if necessary and otherwise adjust to the duties of the particular position as assigned.

Training Programs for Vocational Counselors

Outline of Professional Training Units

Many agencies, public and private, are concerned over the fact that at the close of the war millions of men and women who are in military service or who are engaged in civilian activities essential to the war will need assistance in making vocational adjustments. Even though allowance is made for those who will resume their education, those who will return to pre-war positions, and those who may continue in their present positions, conservative estimates indicate that 15,000,000 or more will find it necessary to transfer to new jobs.

The primary concern of these millions of men and women will be jobs for which they are fitted; jobs that will provide a foundation for their life work. But the selection of jobs and placement in them will often require further education or special training and in many instances personal, social, or physical adjustment. The need for competent counsel

and assistance in making these adjustments will be many times greater than ever before.

If this responsibility is to be met, far more trained vocational counselors than are now available must be secured. Several thousands of additional persons must be trained for this work. Inasmuch as there are not enough trained vocational counselors to meet the minimum current needs of the various agencies, this Advisory Committee believes that more should be trained and that the facilities for training them should be increased. As a means of encouraging and aiding colleges and universities to provide appropriate training, the Bureau of Training of the War Manpower Commission appointed a committee to outline a training program and to suggest specific units of instruction for the program.

The reader should keep clearly in mind the delimitation of this report of the Committee on Training. The entire range of detailed training programs is not covered by this report but only the *common or basic units or minimum essentials* which undergird vocational counseling in government agencies, community organizations, industrial personnel departments and schools and colleges. It is assumed by the Committee that those who secure the recommended foundation training will need to be trained through in-service programs in the many specialized operating procedures required of staff members in various agencies and organizations. The Committee recommends that the following basic training units be required of all vocational counselors and that specialized in-service training be given to counselors after they are employed.

Procedures Followed in Preparing this Outline.

In preparing this outline and the units of instruction the committee directed its attention to the duties that vocational counselors actually perform. A list of these duties was compiled from an analysis made by the Occupational Analysis Division of the War Manpower Commission. The understandings, abilities, and skills required to perform these duties afforded a basis for the outline of fields (or subjects) in which training should be given. Authorities in particular fields were then asked to prepare topical outlines of the essential content of each field (or subject). These outlines were sent for criticism to approximately one hundred persons who were thought by the committee to be in a position to judge the kind of training required for vocational counseling of the type previously indicated. The outlines were then revised in the light of the criticisms that were received. Acknowledgment is made of the committee's obligation to these critics.

Suggestions Regarding the Use of the Outlines.

The program as outlined represents, in the opinion of the committee, the "common core" of professional training required to perform the duties of a specialist in vocational counseling. It is assumed that the instruction for most of the training units will be at the graduate level, that the program will require one year or more and that it will ordinarily lead to the Master's degree.

It is recognized that institutions offering this training program may be obliged to make adaptations for various reasons. Some of the units are already offered in curricula taken by persons preparing for certain professions other than vocational counseling. For example, mental measurements is commonly a part of the training given teachers; the

units in personality adjustment may be offered for teachers or social workers; labor problems may be given for students majoring in economics or business administration. Accordingly, in most institutions some of the units in the proposed program may enter into the preparation of specialists in several different fields. A few of the recommended training units may be taught primarily, if not exclusively, to vocational counselors.

For the most part, however, the committee assumed that such courses as "Tests and Measurements" would continue to be offered for a number of different types of students, and, therefore, recommended changes in that course which would more adequately serve the special needs of vocational counselors.

Moreover, the proposed units of instruction may be distributed among the offerings in various departments in an institution. The committee urgently hopes that, inasmuch as this program is designed to prepare individuals for a particular type of professional service, the fact that it may extend into several departments in an institution may not preclude awarding the Master's degree upon its completion. It is essentially an inter-departmental program and should be so regarded.

Some units will be recognized as logical components of a training program in the broader field of personnel work. Institutions that already offer them will need only to add certain of the units in order to offer the proposed program for vocational counselors. Also it should be said that this program is focused on the preparation for vocational counseling and is therefore not regarded by the committee as providing in itself adequate training for the broader fields of guidance and personnel work, particularly, personal and educational counseling in high schools and colleges.

Another type of adaptation will need to be made to take account of the previous vocational experience and education preparation of those who take the training. Applicants for this training should be given the privilege of establishing the equivalents of some parts of this program either by examinations or by acceptable credentials. The committee does not seek to establish a rigidly prescribed program; it is concerned only with the preparation of competent counselors. It urges, therefore, the employment of valid measures to identify competences already achieved and to advise individuals regarding the areas in which further competence is needed. The committee also strongly urges that great care be exercised in selecting those to be given professional training for counseling. In addition to technical competence, counselors must possess intelligence, personal qualities, experience and emotional maturity which add to the effectiveness of those whose responsibility it is to assist others to plan and to achieve occupational and personal adjustments.

The program may also be adapted to special purposes, e. g., institutes, workshops, or extension courses. Such adaptations will serve the needs of individuals who are already proficient in some phases of vocational counseling but who may wish to improve their proficiency, or to gain competence in other phases. Some examples of such adaptations are included in the section "Short-Term Training Programs for Special Needs."

It is recommended by the committee that these training units be incorporated, at least in large part, in the specifications of training and experience required of applicants for employment by local, state and federal agencies concerned with various phases of vocational counseling.

The Importance of High Standards of Instruction.

The effectiveness of this program will depend not only on its content but also on the quality of instruction. An institution should not undertake to offer the program or any part of it unless the institution has a thoroughly competent staff in these special fields of instruction who will maintain high professional standards.

Acknowledgments.

The topical outlines were prepared by the following persons:

1. An Introduction to Vocational Counseling: Harry D. Kitson, Teachers College, Columbia University.
2. Personality Adjustments: S. R. Hathaway, University of Minnesota.
3. Measurement for Vocational Counselors: Walter W. Cook, University of Minnesota.
4. Rehabilitation of the Handicapped: Thelma Hunt, George Washington University.
5. Educational and Occupational Training Opportunities: M. E. Hahn, United States Marine Corps, and A. H. Brayfield, University of Minnesota.
6. Occupational Information: C. L. Shartle, War Manpower Commission.
7. Labor Market Analysis in Vocational Counseling: Charles D. Stewart, United States Department of Labor.
8. Labor Problems: Dale Yoder, War Labor Board.
9. Personnel Administration in Business and Industry: Forrest H. Kirkpatrick, Radio Corporation of America.
10. Community Organizations and Vocational Counseling: Amaretta Jones and F. Stuart Chapin, University of Minnesota.
11. Public Personnel Administration: Lloyd M. Short, University of Minnesota.
12. Techniques of Vocational Counseling: Harry D. Kitson, Teachers College, Columbia University.
13. Supervised Counseling Practice (Internship): E. G. Williamson, University of Minnesota.

An Introduction to Vocational Counseling

Purpose: To give an overview of the services performed by the vocational counselor. The course is not designed to develop skills but rather to give a picture of the undertakings involved and thus serve as a foundation on which skills will be developed through intensive units.

Definition and objectives in terms of the services listed below.

Assembling printed information about occupations—printed materials: books, pamphlets, job descriptions (from USES and industry), Monthly Labor Review and other periodicals; bibliographies, indices, etc.; equipping and maintaining a vocational library.

Obtaining information through original investigation of occupations—survey occupations in a community; analyzing a single occupation; analyzing a specific job.

Imparting information about occupations to groups—systematic course in occupations: objectives, outline, textbooks, achievement test;

- auxiliary techniques: visual aids, radio, talks by representatives of various occupations, visits to places of employment.
- Making an inventory of the individual—must be all round; physical, mental, social, economic; techniques: existing records, covering above data plus achievement in school, work, play, etc.; tests: for measurement of intelligence, aptitudes, skills, interests, personality factors; interview, observation, ratings, and references.
- Counseling the individual on vocational problems—types of problems; helping the individual match his qualifications with those required in specific occupations.
- Assisting the individual in planning necessary general education and special training—in selection of courses, sequences, schools; use of catalogs of schools and colleges.
- Placement in work—types of agencies that specialize in this service: public employment office, social agency, bureaus for handicapped, school and college, commercial agency; procedures followed in making a placement; organizing a placement service; laws with which the placement officer must be familiar; preparing the individual for applying for employment, presenting qualifications in writing or in person.
- Follow-up after placement—define; reasons for follow-ups; techniques: visit counselee, conference with employer, use of phone and letters.
- Maintaining records—nature of the records used; setting up and maintaining a system of records in vocational guidance agency.
- Special problems in vocational counseling of the handicapped.
- Organization for vocational guidance—agencies that give vocational guidance services: schools, colleges, social agencies, employment service, military organizations; organization within each type of agency; coordinating agencies in a community, both those that give professionalized vocational guidance and those that contribute auxiliary services (clinics, labor unions, service clubs, etc.); techniques of referring cases.

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Personality Adjustments

Purpose: To give the vocational counselor an understanding of the origins of man's behavior in primitive society and in the influences of environmental and societal factors; the relationship between normal and abnormal deviations in behavior; the major and minor types of abnormal patterns of behavior; the means of diagnosis and therapy of abnormal behavior with a description of the functions of various agents dealing with abnormal persons. The counselor should be able to identify types of maladjustments and to refer marked personality deviates to the proper specialists.

Introduction: The primitive backgrounds of behavior—the mechanism of genetically laid down nervous systems, receptors, and effectors set for certain behavior and modifications; the needs of food, optimum environment, evacuation and reproduction and their respective primitive satisfaction; learning, the basic provision for establishing a parallel between the mechanism and the needs in a variable world—development of symbolic stimuli; emotion, primitive forms of reaction to frustration and need for extreme effort.

Motivation and learning in man: Higher level definition of motive, drive, need, learning, etc.; complex modified appearance of the primitive needs; complex modified appearance of emotion, emotional maturity and immaturity, emotion as a secondary motive itself; the combined impact of culture and adaptiveness (intelligence), anthropological examples of culture influence, the culture pattern (rural and urban) of the United States, its mores, institutions, availability of food, mates, etc.; the special influence of intelligence on interests, level of aspiration, degree of agnosticism, complexity of symbolic expression of needs, emotions, etc.; intellectual assets and liabilities as determiners of behavior.

Human behavior of the individual: Normal persons at different age levels defined culturally, personally, and statistically; abnormal persons defined relative to normal and specific meanings of abnormal, the different views of abnormality—law, the common man, psychiatry, psychology; the interwoven pattern of normality and abnormality, usual predominance of normal, the near normal, the abnormal predominates; the constant factors of behavior: intelligence, optimism, narcissism, and other personality traits, the more variable factors: touchiness, mood, etc.; variance of factors in relation to different types of environment and of both in relation to normal and abnormal fluctuations; the patterns of personal and social acceptance of rejection of various abnormal defects and complaints; the origins of abnormality, genetic disposition, conflict, special defects, war connected strains and defects, specific learning of abnormal patterns in illness, parental rejection, etc.

The mechanisms in abnormality: Rationalization, compensation and overcompensation, repression, compartmentalization, schizoid avoidance, identification, depersonalization, conversion into acceptable forms, reaction formation, regression.

The minor abnormal patterns: Simple environmental maladjustment, vocational, social, domestic, economic, educational, religious; simple personality defects: low aptitudes, immaturity of interest and drive, oversensitiveness, masculinity-femininity, aggressiveness-submissiveness, special war types, tics, compulsions, obsessions; common physical factors: physique, health, glandular, disabilities.

The major abnormal patterns: The psychoneuroses (define), reactive depression, hypochondriasis, hysteria, psychasthenia, paranoid states, special war types; the psychoses (define), schizophrenia, manic-depressive; other major types, psychopathic personality, social, sexual, alcoholic, emotional and other types.

Diagnosis: Symptoms and signs of mental abnormality, physical symptoms, sensory, motor, and others: psychological, incoherency, anxiety, retardation, etc.; tests: intelligence, special aptitudes and ability, interest, personality, deterioration, special projection, etc. types; interview: general conduct, passive and active parts, content and direction; history: personal, social, physical, occupational; mental status: attitudes, content, mood, morale, etc.

Formulation: Summary evaluation and recommendations; statement of problems, assets, liabilities, etc., and approximate plan of procedure.

Therapy (define): In most counseling: interpersonal, suggestive, catharsis, environmental adjustment, etc.; special and long time: retraining, abreaction, mental hygiene, relaxation, isolation, vocational, etc.

Functions of related professional workers and of institutions: Physicians, psychiatrists, mental hygienists, social case workers, clinical psychologists, vocational counselors, etc.; the institutions for insane (public or private), defective, epileptic, veterans facilities, etc.

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Measurement For Vocational Counselors

Purpose: The vocational counselor should have a thorough understanding of the principles underlying the construction, administration, and interpretation of psychological and educational tests. The statistics required should be taught in connection with the measurement procedures to which they apply. Topics should be ordered to give a systematic treatment of statistics. Laboratory periods should parallel the lecture periods throughout the course. During the first part of the course the laboratory periods should be devoted to statistics as applied to measurement procedures; during the later part to the administration and scoring of tests, the making of profiles, and the interpretations of tests in counseling.

The logical aspects of measurement: The role of measurement in modern science, uses of mental measurement. Definition of measurement, measurement contrasted with judgment, measurement contrasted with enumeration, continuous and discrete series. Measurement as related to number, cardinal series, misplaced cardinal series, ordinal series, computational limitations of each, significant digits. The nature of absolute measurement; relative measurement; conditions a property must meet in order to be measurable in a relative sense, in an absolute sense. The nature of fundamental units, derived units.

Units in psychological and educational measurement: Raw scores; rank scores; percentile ranks, percentile scores; standard scores, z-scores, T-scores, other types. Age scores, grade scores. Statistical procedures required for deriving each of the above scores (based on tests administered to class when possible). Advantages and disadvantages of each of the above scores. Necessity of accurate and complete description of norm group; sampling procedures with norm group. Comparable scores, individual profiles (critical scores and differential occupational, avocational, and educational profiles will be discussed under interpretation of test scores and ability patterns).

Validity: The problem of defining the trait being measured—constant and variable errors of measurement defined and contrasted with numerous examples of each, and their influence upon the validity and reliability of tests. Methods of selecting content for achievement, aptitude, interest, and personality tests to insure validity. *Kinds of criteria* for measuring the validity of various types of tests, *examples of both objective and subjective criteria* with which to measure the validity of tests of achievement, general aptitude, special aptitude, interests, attitudes, and personality. The construction of quality scales and their use as validity criteria; the composite criterion. *Types of job analysis* and their use as criteria. Factors affecting the use of criterion measures: distribution of criterion data, influence of experience, influence of age and sex, influence of education, influence of conditions of work. Computation and interpretation of product moment coefficient of correlation, regression, coefficient of alienation, and standard error of estimate. Measuring the validity of test items: bi-serial r , tetrachoric r , critical ratio. Internal consistency of tests as related to validity and reliability.

Reliability: The problem of establishing consistent quantitative order—factors which influence the reliability of tests. Methods of computing the reliability coefficient with advantages and limitations of each: (a) two-form, (b) test-retest, (c) split halves, Spearman-Brown formula, (d) analysis of variance. Understanding of true score, standard error of measurement, estimated true score, standard error of estimated true score, index of reliability, comparable scores as related to estimated true scores. Consideration of factors which tend to increase the reliability of tests and at the same time decrease validity. Influence of range of talent on coefficient correlation. The concept of optimum administration time as related to validity and reliability. The relation of the distribution of item difficulty and item discrimination to validity and reliability.

Item construction: The problem of psychological sampling—a consideration of the advantages, disadvantages and proper procedure in construction and use of various types of objective test items. A consideration of the nature of the mental processes involved in answering various types of items.

Test administration and scoring procedures: Selection of tests. Administration of individual and group tests. Scoring devices. Formulas for correction for chance success. Weighting test scores according to dispersions, reliabilities and validities.

Rating scale methods: Traits amenable to rating. Optimum number of scale units. Types of rating scale most valid and reliable for various purposes. Influence upon ratings of over and under estimation, central tendency, halo effect, and logical error.

Questionnaire methods: Types of questionnaires, factual, opinions, attitudes. Legitimate uses of questionnaires. Wording of questions. Crosschecking questions. Coding and listing. Reliability and validity of questionnaires.

Measurement of educational achievement: Hypotheses and techniques in the measurement of educational achievement. Specificity of educational achievement, permanent and temporary aspects of achievement, achievement and prognosis. Need for and methods of establishing comparability of alternate forms of tests. Practice in administration, scoring and interpretation (critical evaluation of evidence of validity and norms available) of the: United States Armed Forces Institute Tests, Iowa General Educational Development Tests, and Cooperative Achievement Tests.

Measurement of general intelligence and academic aptitude: Theories of mental organization, practice in administration, scoring and interpretation (critical evaluation of evidence of validity and norms available) of the: Wechsler-Bellevue Intelligence Scale, Terman-Merrill Stanford Binet Test, Army General Classification Test, Ohio State University Psychological Test, American Council Psychological Test, etc., etc.

Measurement of vocational interests: Hypotheses and techniques in the measurement of vocational interests. Practice in administration, scoring and interpretation (critical evaluation of evidence of validity and norms available) of the: Strong Vocational Interest Blank for Men, Kuder Preference Record, Allport and Vernon Study of Values Questionnaire, etc., etc.

Measurement of special aptitudes: Practice in administration, scoring and interpretations (critical evaluation of evidence of validity and norms available) of the: Seashore Measures of Musical Talent, Ishihara Color Blindness Test, Meier Art Tests, Revised Minnesota Vocational Test for Clerical Workers, Thurstone Examination in Clerical Work, Likert-Quasha Revision of Paper Form Board Test, Minnesota Spatial Relations Test, Minnesota Manual Dexterity Text, O'Connor Finger and Tweezer Dexterity Test, etc., etc.

Measurement of personality traits: Practice in administration, scoring, and interpretation (critical evaluation of evidence of validity and norms available) of the: Bell Adjustment Inventory for Adults, Minnesota Multiphasic Personality Inventory, Minnesota Personality Scale, Bernreuter Personality Inventory, etc., etc.

Trade tests: Hypotheses underlying the selection, validation, administration, and interpretation of oral trade questions. Type of trade questions—questions dealing with: definitions, limitations, use, procedures, location, names, purpose, and numbers. Picture trade tests. Performance trade tests. Written group trade tests.

Interpretation of test scores and ability patterns: Case analysis; differential occupational ability patterns; differential educational achievement patterns; differential avocational interest patterns; differential interest patterns; interpretation of scores from comparable forms of the same test; interpretation of "growth or development" profiles of scores for an individual from alternate forms of tests administered before and after instruction or without benefit of formal instruction and given at different intervening intervals of time; the employee selection ratio; and critical scores.

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Rehabilitation of the Handicapped

Purpose: To give the vocational counselor an understanding of the nature and variety of physical disabilities, their relationship to training and occupational placement and the techniques of counseling persons with physical disabilities. The vocational counselor will ordinarily need to refer such cases to specially trained counselors for counseling and placement.

Introduction: Definition of handicapped; definition and development of rehabilitation work; general problems of the handicapped: physical, emotional, economic; size and importance of the problems of the handicapped: the civilian handicapped, the war casualties.

Agencies and organizations engaged in work of rehabilitation of the handicapped—Federal: Veterans' Administration, U. S. Employment Service, Federal Security Agency, Army and Navy Services; State agencies; private agencies.

Use of auxiliary agencies in rehabilitation.

Types and natures of handicaps: General classification of handicaps: sensory, other physical, neurological, mental and psychiatric; brief consideration of specific disabilities, covering hearing and speech, orthopedic handicaps, respiratory handicaps, cardiovascular handicaps, visual handicaps, various other physical handicaps, neurological disorders, mental and psychiatric handicaps and limitations.

Diagnosis of handicaps and abilities of the handicapped: Medical and physical examinations: amount of knowledge necessary for occupational counselors; psychological tests: selection of tests for the handicapped, special adaptations of tests for the handicapped, interpretation of tests of the handicapped.

Appraisal of handicaps: Disability rating and evaluation: bases, procedures, forms; interpretation of disability evaluation in terms of occupational adjustment, both general and specific; physical capacities; appraisal of the handicapped individual in relation to jobs; interpretation of disability evaluation in terms of general social adjustment.

Application of counseling and case work techniques to the handicapped.

Restoration of the handicapped: Physical and surgical corrections and physical aids; physical and neurological reeducation; physiotherapy; occupational therapy; psychotherapy and aids directed toward social adjustment.

Educational and vocational training of the handicapped—aims of training: New training, in the light of newly acquired handicaps; selection of proper training; special problems in the training of the handicapped.

Job Analysis as applied to rehabilitation of the handicapped: Special problems of job analysis for rehabilitation work: physical demands; analysis of jobs; job engineering; adjusting job and job equipment to the handicapped.

Selective placement of the handicapped occupationally: Basic elements of successful placement; correlation between requirements of job and handicaps of individuals; relating physical requirements of the job to

the physical capacities of the individual; employer problems in the placement of the handicapped: employer acceptance of the handicapped, willingness to adapt machines, etc. to the handicapped, effect of workers' compensation and retirement regulations upon willingness to accept handicapped employees; preparing the handicapped applicant for employment and assistance in adjusting to the job situation; follow-up studies, evaluation of success and failure of handicaps on job; consideration of the handicapped person unable to compete in the labor market.

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Educational and Occupational Training Opportunities

Purpose: To give the vocational counselor an understanding of the range and types of training courses, the qualifications for success in these courses, the employment opportunities for graduates of these courses, various criteria by means of which sound courses may be distinguished from unsound ones and, finally, the sources of information about training courses.

Introduction: The development of the modern school as an agency of society; educational attainment among the general population of the United States; general education; special vocational training; training

and vocational adjustment; trend toward decreasing educational and special training requirements in industry; trend toward increasing educational and special training requirements in other occupational activities; relation of educational to vocational planning; selection of a suitable training program for the individual; evidence of faulty selection, failure of specially trained adults and high school and college students to use their training, student mortality figures and inappropriate correspondence school courses; necessity for individual diagnosis.

Types of training opportunities: *On-the-job*: apprenticeship—history and present status, company sponsored training—induction training (sales, business machine repair) and upgrading (to skilled and supervisory positions); *correspondence or non-resident schools*: main functions and limitations, private or proprietary schools—kinds of training offered, accreditation, selection of students—formal entrance requirements, abilities and interests needed; financial considerations; publicly supported programs—kinds of training offered, accreditation, selection of students—formal entrance requirements, abilities and interests needed, financial considerations; Armed Forces Institute of the Army and Navy—accreditation of work; *resident schools—non-collegiate*: post-graduate high school—kinds of training offered, accreditation, selection of students—formal entrance requirements and abilities and interests needed, financial considerations; *trade schools*—private or proprietary (same as under post-graduate high school) and publicly supported; *vocational schools* (business, radio production, advertising, fashion designing, art, plastics, lab tech)—private or proprietary and publicly supported; *nursing schools*; *colleges and universities*—nature of college and university training: cultural, general education, vocational, accreditation; selection of students: formal entrance requirements, role of general academic ability—inter-institutional differences and intra-institutional differences, role of special educational aptitudes and ability, role of interests; financial considerations; geographical considerations; *Junior colleges*: nature of training—pre-college and vocational terminals; accreditation; selection of students; formal entrance requirements; abilities and interests required; financial considerations; geographical considerations; special adult education night school programs; *special vocational institutes*—terminal and semi-professional; *training resources for the handicapped*.

Criteria for choosing a reputable school—publicly supported versus proprietary schools: Both should meet established criteria; general criteria:

Does it have a qualified staff?

- Does it have adequate, up-to-date equipment?

What persons, organizations or agencies sponsor, own, or control the school?

How long has it been in existence?

By what educational agencies is it accredited?

What are the costs? Can comparable or better training be obtained free or at low cost elsewhere? Is it necessary to sign a contract?

Is the existence of the school warranted by the current and prospective job demands?

Does the school guarantee employment? Will it furnish information about its placement record?

Does it maintain certain standards in selecting students?

Does the school provide real advisory and guidance services?

Do recent graduates of the school recommend the training?

Is the training recommended by local public school and state university authorities, United States Employment Service, or the Better Business Bureau?

Additional criteria for correspondence schools:

Does the advertising seem extravagant and overdone?

Does it promise a short-cut to the mastery of a difficult subject?

Does it promise to teach by mail subjects which you would ordinarily think should require classroom instruction or shop experience?

Additional criteria for Civil Service training schools:

The United States Civil Service Commission does not sponsor or recommend any coaching schools.

No school can properly guarantee employment in the federal service nor promise success in passing the tests.

No school is given any advance information not available generally to the public.

No civil service course is required for taking civil service examinations.

Use of the services of the U. S. Armed Forces Institute (Madison, Wisconsin) in educational counseling of ex-service personnel who have received military training accreditable by civilian educational institutions.

Sources of information regarding schools and other training opportunities:

Directories, catalogues, and bulletins; national, regional, and local trade, business, and professional groups; national, regional and local educational groups and accrediting agencies; governmental agencies; local and state surveys.

Class Project: Survey of training opportunities in the local community and evaluation by means of the above criteria.

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Occupational Information

- Purpose:** The unit is designed to give the prospective vocational counselor a realistic background of information concerning occupations and industries. In the first half of the unit the pertinent literature is covered in reading assignments and class discussion. The second half of the unit is devoted to supervised field work in developing occupational and industrial information by observation and analysis within employing establishments.
- Obtaining facts by job analysis:** The uses made of job analysis as a source of occupational information; the necessity of obtaining first-hand facts by actual observation; the various methods that have been developed for job analysis; the emphasis that the type of job analysis depends upon the use that is to be made of the occupational information; the preparation by the student of a job analysis procedure which he plans to use in his field studies.
- Preparation of job information for counseling:** The necessity of adapting information obtained from job analysis and other sources into a workable format for vocational counseling; various formats and uses of job descriptions, job specifications, occupational monographs, and industrial monographs; preparation by the students of acceptable formats in adapting job analysis material for vocational counseling use.
- Plant surveys of occupations:** The inadequacy of merely knowing individual jobs; the necessity and the methods of developing patterns of jobs in given plants, departments, or establishments, by showing the organization chart of the department, flow of work, promotional sequences, and the identification of jobs according to some kind of classification scheme; the methods of relating the various jobs to the functions of the department and of the department to the entire establishment.
- Occupational survey of the community:** The nature, purposes, and limitations of community surveys showing the occupational complexion of the community; planning the content and method in light of the uses to be made of the information; obtaining community cooperation; selecting and training personnel; preparing the data; compiling the results in most usable form; review and evaluation of examples of already prepared surveys.
- Review of published sources of occupational information:** Review and evaluation of the textbooks, periodicals, pamphlets, indexes, to give

the student first-hand reference to published material; methods of classifying and filing such published information for ready reference by the vocational counselor.

Descriptions, classifications, and relationships of occupations in industries: The importance of knowing the over-all picture of occupations in industries, involving 30,000 occupations and 100 major industry groups; review of the scope, structure, uses and limitations of the Convertibility List of Occupations, the Dictionary of Occupational Titles, Parts I, II, and IV, Job Families, U. S. Army Classifications, U. S. Navy Classifications, U. S. Marine Corps Classifications, U. S. Census Classifications and the Standard Industrial Classifications; practice exercises in use of the classifications; relationship of one classification to another and relationship between military and civilian jobs, also between civilian war jobs and peace-time jobs.

Field work in obtaining occupational information: Systematic program of analysis of jobs in employing establishments; preparation of organization charts showing patterns of occupations, promotional sequences, flow of work, in at least one department in each of three employing establishments, including the conversion of plant titles to one of the classification structures described above; included also is the number of persons in each occupation by sex, and by shift, the hiring practices, wages, insurance, and working conditions; at least three jobs in each department analyzed in detail, covering the work performed, materials used, equipment used, relationship to other jobs, estimated abilities required, and the physical requirements of the jobs as related to the placement of handicapped workers; preparation of the information obtained from the field work in usable form for vocational counseling.

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Labor Market Analysis in Vocational Counseling

- Purpose:** The unit is designed to give vocational counselors a familiarity with the basic materials and methods of labor market analysis. Emphasis is placed upon problems of anticipating changes in level of demand for labor by industries, occupations, and geographic areas; the special problems confronting the vocational counselor in the local community as a result of the war, prospective demobilization, and post-war reconversion; and training in the use of current materials and sources of information bearing on the problems.
- The function of "anticipation" in vocational guidance: The role of the vocational counselor in avoiding "dead-ends" for individuals and in meeting the labor requirements of the economy; the significance of industrial trends for vocational counselors; the volume of unemployment and the "working climate" of vocational counselors; the need for interpretation of national trends in terms of community and state prospects.
- Pre-war developments: Changes in population and labor force, by sex and age groups; changes in employment by industry and by state changes in occupation by socio-economic groups: effect of pre-war trends on post-war developments.
- Wartime developments: Abnormal increment in labor force; changes in employment by industry, state, and sex; training programs and changes in occupational demands; changes in level of economic activity and composition of output; effect of wartime trends on possible post-war developments.
- Special problems in demobilization and reconversion: In contrast with normal cyclical and secular trend analysis; estimates of employment in period of partial demobilization after defeat of Germany, and during reconversion period after defeat of Japan; major shifts in industry and occupational demands with resumption of peacetime production; effect of wartime changes in technology on peacetime production and occupational demands; problems of placement of veterans, competition for jobs, transfer of skills used in the military services to civilian occupations.
- Forecasting the level of economic activity: The paramount determinant of industrial-occupational trends; hypothetical estimates of full-employment demand for labor versus forecasts of actual post-war demand for

labor; problems involved in estimating gross national product, income payments, savings, investment, and consumer expenditures by product, as a basis for estimating labor demands.

The national labor market: Problems of forecasting post-war labor force and characteristics; the question of voluntary withdrawal of wartime emergency workers; problems of relating post-war estimates of gross national product to employment, by industry, occupation and sex; effect of changes in income distribution upon production and employment; variations in wage rates, hours of work and real wages, by industry and occupation; and seasonality of employment opportunities, by industry.

The local labor market area: Relation of local developments to national industrial trends; community outlook and placement as the major interest of counselors; special wartime and post-war problems in the community; impact of war on local industry and labor force; changes in industrial facilities during the war; impact of munitions curtailment; prospects for reconversion and for conversion of specialized industrial facilities; need for critical evaluation of possibilities for growth of new industries; plans for determining status of the local labor market and the coordinating of information pertaining to its status.

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Labor Problems

Purpose: To provide an introduction and over-view of issues, problems and organizations related to labor as a part of the total economy. Vocational counselors in schools, colleges, and other agencies need to

know management and government relationships with labor and the effect of such relationships on wages, work hours, and working conditions.

Nature of labor problems: Industrial and population distribution; relationship of labor problems to social and economic objectives; labor problems and labor economics; types of labor problems; i. e., social, political, psychological, and economic; historical background.

Labor markets: Definition of a labor market; nature of labor supplies; derived demand; elasticity of supplies and demands; theories of employment and unemployment; determining factors in "full employment," special problems of war and readjustment to peace.

Industrial unrest: Forms of industrial unrest; nature of strikes by cause, result, and industry; nature and extent of labor turnover; relationship to national or community scene.

Wages and hours: Functions of wages in a labor market; wages, rates, earnings, income; historical changes in wages; classical wage theories; modern wage theory; man-hours as units of labor; historic changes in work hours and work week; hours as a function of wages.

Government controls: Reasons for government control of wages and hours; labor standards, wage and hour regulations; economic implications of wage controls; wage stabilization policy; National War Labor Board.

Social problems related to labor: Women in industry, child labor, aged workers, industrial accidents, occupational hazards; the "unemployables;" social responsibility for unemployment.

Social Security: Public relief programs, unemployment compensation, old age and survivorship insurance, health insurance and provision for medical care.

Labor organizations: Historical background; types of labor organizations; structure, organization, and policies; leadership in labor organizations, individual worker's relation with the union.

Collective bargaining: Government regulation of collective bargaining; economic aspects of collective bargaining; effect of labor organization on labor supply schedules; competition and monopoly in labor market; federal legislation and court decisions; National Labor Relations Board.

Management and labor cooperation: Historic changes in relationship between employer and employee and between management and organized labor; theories of management-labor cooperation; wartime experience with labor-management committees; cooperative ownership and other experiments.

International labor problems.

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Personnel Administration in Business and Industry

Purpose: Problems which relate to the employment, placement, and utilization of workers in business and industry are the special responsibility of designated department or staff. Such work as "personnel administration" or "industrial relations administration" includes the vocational counseling of workers and of work applicants.

Counselors who are working in schools, colleges, and other agencies need to be aware of the scope of personnel administration in business and industry and especially how its procedures and activities are related to the whole industrial organization.

The course outline below is designed to provide a general background in this field without undue specialization.

Historical background: Relation of personnel administration to social and economic objectives; influence of early social legislation, scientific management, contributions from sociology, psychology, and political science; rise of trade unionism and current labor legislation.

Organization of personnel administration: Industrial organization pattern; relationship and scope of personnel administration; direct functions and responsibilities; departmental organization and staff; relationships with community, welfare credit, and employment agencies.

Selection and placement: Sources of labor supply; quantitative study of labor market; recruitment and employment; selection tools, i. e., inter-

- viewing, testing, evaluation of work record, rating scales; use of job specifications; Occupational Dictionary and use of USES.
- Job analysis and classification:** Nature and purpose of job analysis; procedure in making analysis; utilization in selection, training, and upgrading; salary and wage structure; time study and rate setting; group compensation systems; wage incentive plans; job evaluation and classification of positions.
- Training and promotion:** Relationship between selection "screen" and training program; induction and vestibule training; on-the-job and process training; apprenticeship programs and standards; training for supervisory and management groups; cooperation with educational institutions; promotion ladders and policies.
- Employee Services:** Nutrition and eating facilities; recreation and social activities; employee newspapers and bulletin boards; medical and health services; suggestion systems.
- Employee Security:** Savings and beneficial associations; pay roll deductions; savings and insurance plans; employment stabilization; termination allowances; group hospitalization and insurance; company pension plans; relation to Federal Social Security program.
- Morale and employee adjustments:** Counseling services; grievances and personality conflicts, disciplinary authority and procedure; fatigue and health factors; isolation and group adjustments; conditions affecting morale in each department; development of satisfying work environment.
- Personnel records and controls:** Employment, transfer, and promotion records; manpower audits and service ratings; hours of work and legislative restrictions; wage and occupational surveys; formulation and adoption of rules and regulations; preparation and use of forms.
- Evaluation of personnel administration:** Studies of job satisfaction; morale surveys; personnel analyses; cost of personnel administration and total pay roll; measurement of expense savings; psychological and sociological studies; pattern and future for personnel research.

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Community Organizations and Vocational Counseling

Purpose: The vocational counselor should have an understanding of community organizations and institutions as well as information about organized governmental agencies, Federal, State and local, and voluntary agencies, national, State and local. How the knowledge of the community can be used in vocational counseling should be interpreted in the presentation of the material with respect to different settings—urban, village, and rural.

Introduction (using individual cases to show effective or ineffective use of community resources) defining area of discussion; community organization as a process; relation of community organization to vocational counseling.

Evidences of community integration: Present status of organized activities; effect of the war on such activities; possible trends of improvement in integration of such activities.

Evidences of community disorganization: Measurements of degree of disorganization; within family, break-down of economic structure; of political structure; health problems; maladjustments of religious organizations; problems of social welfare; problems of population; problems of minority groups.

Social institutions in urban, village and rural setting: The family; religion; government; economic; education; health; recreation; welfare; fraternal and labor organization.

Cultural contrasts and likenesses in urban, village and rural society: Occupational: social mobility; size of community; population bases of social traits; density, homogeneity, heterogeneity, social interaction.

Methods of studying a community: The process of fact-finding; information needed: community background, population, family, government, industry, health, welfare organizations, education, church, recreation, transportation, standard of living, relationship; the process of evaluation of information: nature of social evidence, types of evidence, weighing evidence.

Changes during the war affecting use of community resources in the adjustments of individuals: social, industrial, educational, government.

Use of community resources: Importance of knowing resources; principles of cooperation; principles of interpretation; knowledge of agency services; agency relationships; responsibilities in referral of individual to agency.

Influence of the community on the vocational planning of individuals:
Community support for vocational planning; prejudices; leadership;
effect of individual's military experience; work opportunity.

Organization of governmental and voluntary vocational services: Relationship of Federal, State and local units: Employment agency, vocational, rehabilitation, Veterans Administration, information service Social Security Board; operation of voluntary agencies, national, State, and local: veterans organizations (see directory Social Work Year Book, 1943); other State resources: University agricultural extension service, State Chamber of Commerce, State Welfare Department; local groups in vocational planning; city council of social agencies, special emergency committees, Chamber of Commerce, Red Cross, veterans organizations, labor organizations (use social agency directory), civic post-war planning committees; village and rural; city and county welfare offices, Chamber of Commerce, Red Cross, service clubs (Lions, Kiwanis, Rotary, etc.), lodges and fraternal organizations (Shriners, Elks, Woodmen, etc.), church service groups, farm organizations (grange farm bureau, etc.), parent and teachers service committees; individual case material indicating the uses of such organizations in vocational counseling. Class project-survey of community welfare agencies and organizations.

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Public Personnel Administration

Purpose: The vocational counselor in Government service will very likely be a staff member of a central, departmental, or bureau personnel division or office. He will have occasion to consult with and to utilize the services of other divisions or units in the personnel agency to the end that the individual employee or prospective employee he is counseling may be satisfactorily placed and adjusted to his work. In consequence, it is essential that the counselor be reasonably familiar with all aspects of public personnel administration. The course outline suggested below is designed to provide such a familiarity without an undue amount of specialized study in any one field of personnel work.

The personnel problem in Government service: Nature and scope of public employment; occupations represented; number of employees, expenditures for personnel service; relationship of public personnel work to general administration; evolution of public personnel policies in the United States: the spoils system, civil service, a career service.

The organization of public personnel agencies: Legal bases: constitution, charter, statute, and ordinance, the place of the personnel agency in the administrative hierarchy, relationship to the chief executive; central, departmental, and bureau personnel agencies; jurisdiction and powers of the personnel agency; internal organization.

The classification of positions—nature and purposes of positions: Classification in the public service; position analysis, methods and procedures; determination of classes and the preparation of class specifications, the allocation of positions to classes; adoption and revision of the classification plan; administration of the classification plan.

Salary and wage standardization: Salary policies in the public service; preparation of a compensation plan, its relationship to the classification plan; adoption and revision of a compensation plan; administration of the compensation plan.

Recruitment and selection: The field of selection, conditions affecting the labor market for public employees, prestige of public employment; policies and methods of recruitment; application forms; the examina-

- tion process: types of tests used, the administration of examinations; the appointment process, certification, probationary employment.
- Training of Government employees: Relation of classification and recruitment policies to training; pre-entry training: cooperation of educational institutions and governmental agencies, special government training schools; in-service training: cooperative responsibility of personnel and operating departments, types of training courses, relation of training to promotion; post-entry training: provision for leave of absence, Government training programs.
- Evaluation of employee performance: Difficulties involved in rating employee performance; types of rating systems, the development of rating forms and standards; administration of the rating plan, uses of employee ratings.
- Promotion and transfer in the public service: Formulation of promotional policies, relation of promotion to the career service system, relative advantages of promotion from within and recruitment from without the service; bases of promotion: examinations, seniority, service ratings, vertical versus horizontal promotion, discretion of appointing officers; the uses of transfers, administration of a transfer system.
- Development of employee morale: Conditions affecting employee morale in the public service, responsibility of personnel officers for morale; employee counseling; physical conditions of employment, health and safety of employees; hours of work, leaves of absence, welfare activities.
- Disciplinary problems: Circumstances requiring disciplinary action; forms and methods of discipline; disciplinary authority and procedure; special problem of restrictions upon political activity.
- Employee relations: The organization of government employees; policies relating to employee organization; objectives and methods of employee organization; employee participation in management: joint management, employee councils, employee suggestion programs, grievance committees, and arbitration boards; the role of the personnel agency in employee relations.
- Retirement systems: Basic principles of public retirement systems; financing and administering a retirement program; relation of retirement systems to old age and survivors' insurance; the role of the personnel agency in retirement planning and administration.
- Special administrative problems: Formulation and adoption of rules and regulations; preparation of forms and records; research in personnel administration, the measurement of results; public relations.

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Techniques of Vocational Counseling

Purpose: To give first-hand acquaintance with the tools of counseling and also instruction in using them with individuals in need of counseling.

Types of Problems: Veterans without college education; women discharged from war industries; etc.

Illustrative case materials.

Inventory of the Individual: Physical, mental, social, personality, motivation, achievements in education and in work.

Instruments and Procedures: Academic records, case data from cooperating individuals and agencies, from tests and work records.

Summarizing data secured through the inventory; use of test scores, letters of reference, records, profiles.

Relating the characteristics of the individual to possible vocational fields. This involves the use of information about occupations: books, pamphlets, occupational descriptions, job specifications as well as the summary of the individual's characteristics.

Helping the individual to formulate vocational objective that seems most feasible.

Helping the individual to plan his preparation for the occupation; outlining necessary general education, special training. Provide for removal of impediments.

Helping the individual to find a job: refer him to employers or to agencies that render placement service; assist him in preparing application forms and summary of qualifications; instruct him in techniques of personal application.

Counseling through follow-up efforts: during training period, while impediments are being removed, after job is secured.

The art of interviewing—basic concepts of interviewing (including those from social case work and psychotherapy); classification of vocational interviews as to purpose: setting vocational objective, formulating plans for attaining objective; placement, follow-up; principles governing establishment of rapport; observation of behavior of interviewee; study of sample interviews (actual, pictured, recorded).

Setting up and maintaining records for use in counseling the individual; purposes served by records; the record of the individual should be cumulative to preserve developmental sequence; examination of sets of records from various agencies; e. g. business firm, school, college, Rehabilitation office, U. S. Employment Service, etc.

Use of staff-meetings or case-board meetings.

Utilization of auxiliary agencies: service clubs, social agencies, educational institutions, labor unions, employers' associations. Sources of information, Special Services, jobs, etc. Referral procedures.

Preparing reports—study reports of "closed" cases; study periodic reports of agencies.

Miscellaneous aids: "Aid to the Vocational Interview," Minnesota Occupational Rating Scales, Part IV, Dictionary of Occupational Titles.

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Supervised Counseling Practice (*Internship*)

Purpose: The vocational counselor should possess competence in counseling methods which has been acquired through systematic professional training in performing guidance functions and through supervised apprentice training. This practical training should ordinarily be given as a final part of professional training before employment in a counseling agency. The major phases of this practical training in applying knowledge in the counseling of individuals are outlined below.

Analysis of Occupations—Each student should make an intensive analysis of three or more occupations by means of extensive reading and first-hand observation of 25 or more persons engaged in that occupation. A written report of this analysis should be made covering the following phases: duties of workers; specific operations and procedures; general educational and specific training requirements; aptitudes and skills required; nature of duties and operations; and types of disabled workers who could be placed in this occupation; wages or salaries; opportunities for promotion.

Analysis of occupational training courses.—Each student should make an analysis of five or more training courses by means of extensive reading and first-hand observations; particular emphasis should be given to collecting data from experienced teachers, from trainees and employers; research studies which yield information about types of aptitudes and skills required for success in training and after training on the job should be summarized. A written report of this analysis should be made covering the following points: topical outline of the content of the training courses; aptitudes required; skills developed through the training course; occupational placement opportunities for which the course qualified a trainee; employment opportunities for disabled trainees.

Counseling of individuals: Each student should be given practical training in the counseling of at least 25 individuals. This training should include the following:

- Interpretation of test profiles.
- Reading and critical report of "closed" cases.
- Reading and critical report of cases "in progress."
- Observation of counseling interviews.
- Practice interviewing with other trainees.
- Demonstrations by employed counselors of counseling interviews.
- Demonstrations of case conferences or staff clinics.
- Complete handling of cases followed by reports before staff clinics.
- A one-month apprenticeship, under supervision, in a community agency dealing with ex-service personnel.
- Follow-up analysis of adjustments of "closed cases."
- Written analysis of "unemployable cases."

Each student should be given the above types of training using a wide range of types of cases including the following:

- High school and college students.
- Veterans who have returned to school or college.
- Personality adjustments.
- Supervised experience in placement work in an agency—interviewing applicants, securing job orders from employers, follow-up of placements.
- Supervised experience in one community agency—vocational counseling of clients.

SHORT-TERM TRAINING PROGRAMS FOR SPECIAL NEEDS

Introduction.—In the preceding sections, the Committee on Training has outlined what it considers to be the basic units or minimum essentials which a competent professional vocational counselor should have mastered in preparation for assisting ex-service personnel and industrial workers in their readjustments to peacetime civilian life. The committee recognizes, of course, that the emergency character of demobilization will make necessary, in many instances, certain modifications of the recommended training programs and improvisations of needed service. The preceding recommended program constitutes a standard which will need to be modified and adapted to meet special needs of individual counselors and of many community agencies. In recognizing the need for adaptations, the committee wishes to emphasize that the urgency of emergency needs should not result in vocational counseling which is so attenuated that it becomes platitudinous advice of a low quality unworthy of our obligations to men and women of the armed forces.

Agency training assignments.—Each agency in a community, in cooperation with other agencies, should analyze at once its counseling services to determine what adaptations need be made to provide the necessary vocational counseling for ex-service personnel and industrial workers. As part of this analysis, the training and competence of each member of the agency's staff should be reviewed. Those who need additional training should be urged, or required, to secure training as soon as possible through enrollment in extension courses (night school or correspondence) of nearby universities or through a leave of absence residence in a college. In agencies with a fairly large staff, or in all agencies in a small community, members of the staffs should be assigned to take specialized training as part of a coordinated plan to round out facilities and to provide at least one staff member who is competent to perform each of the several functions involved in vocational counseling. Such systematic planning of staff training will produce a well-rounded program of counseling for a particular agency and for all agencies coordinated in a community-wide program.

Special training program.—Despite their best efforts, many communities will not be able to command the services of fully trained vocational counselors. Accordingly, the Committee has outlined a group of five types of emergency training programs which will give to selected individuals some aid in preparing for counseling. Leaders in a community or those in charge of agencies should confer with the Supervisor of Occupational Information and Guidance Service in the State Department of Education, the State Director of the U. S. Employment Service and with nearby colleges or universities to secure cooperation in organizing one or more of these special training programs. The five types of programs recommended are: (1) Concentrated Program of Study in Vocational Counseling; (2) Professional Training Institute on Vocational Counseling; (3) Workshop for Counselors; (4) An Overview of Vocational Counseling; and (5) Organizing the Community for Vocational Counseling.

Concentrated Program of Study in Vocational Counseling

This sequence of courses is designed for individuals who possess the essential personal and intellectual qualities of a good vocational counselor but who have not had previous training in that field. Many of these persons will be interested in counseling for the emergency period only; but, if they expect to remain in this field of work they should recognize the limitations of this concentrated training as professional preparation for a career in counseling. Some may be attracted to this suggested program of training through their awareness of the importance and urgency of the problem, by printed announcements concerning it which come to their attention, and by their ability to undertake training for a few months. Other individuals may be selected by communities of moderate size for this work and sent to nearby colleges or universities. Any university offering the program might do well to send announcements to community organizations dealing with emergency counseling problems in its area.

Admission to the program should be limited to those who possess sufficient maturity and background to assimilate readily the training materials. The following criteria are suggested:

- (1) Those who are at least 25 years of age.
- (2) Those who are college graduates with at least an average scholastic record.
- (3) Those who have had four or more years of related work experience, including at least two years outside the Armed services.
- (4) Those who have demonstrated ability to work with their fellows and to win their confidence. Successful leadership in the Army or Navy or as a supervisor in industry would seem, especially desirable.

The program is planned to cover full-time work of an intensive nature for at least 12 weeks (or two summer terms of 6 weeks each). The first three courses might be carried on through the first eight or nine weeks and the remaining two courses through the last three or four weeks of a 12-week period. The outlines given below naturally are merely suggestive of a variety of training courses.

Appraisal of the Individual:

Areas to be studied: Physical, mental, social interests, economic status.

Methods of classification; distribution of aptitudes in a population; the normal curve; median and mode; percentile scores.

Sources of information: Records of achievement in school, work, play; the interview; references; tests; value and limitations of each. The nature of tests; validity and reliability; types of tests.

Administration and scoring of tests.

Scholastic aptitude tests; in Army General Classification; Ohio Psychological; ACE Psychological; Otis; significance of scores; in selection of tests for counseling.

Mechanical and clerical ability tests: Significance of scores; selection of test for counseling.

Personality tests: Significance of scores; selection of tests to be used.

Interest tests: Significance of scores; selection for use.

Types of Jobs and Their Setting:

The national labor force: Size, composition, and trends. Distribution of occupations: Trends; geographic differences; compensation and working conditions; stability; effects of war.

The local labor market: Relation to national trends; special effects of post-war conversions.

Demands of occupations upon the individual: Professions; mechanical trades; commercial activities. Opportunities for men, women, the handicapped, members of minority groups; how to study the more common jobs in the locality.

The organization of industry and business; methods of selection; training and promotion; employee security; industrial relations; trade unions.

Sources of information on current trends; forecasting of demands.

Adjustments to Work and Fellow-Workers:

Emotional demands on individual: Work environment; hours; supervisors or subordinates; fellow-workers.

Normal emotional patterns: Adjustment to strains.

Types of abnormality: Minor and major; their recognition; individual mechanisms of adjustment.

Functions of various professional workers and institutions.

Role of the counselor: In minor and temporary cases; with assistance of other agencies, in serious cases.

Using Community Resources in Vocational Counseling:

Methods of studying a community: The process of fact-finding, information needed; community background; population; industry; health and welfare organizations; churches; educational and recreational resources; transportation; standard of living.

Use of community resources: Principles of cooperation and interpretation; knowledge of agency services and relationships; responsibilities in referral.

Influence of the community on vocational planning of individuals: community support; prejudices; leadership; work opportunity.

Organization of governmental and voluntary vocational services: Federal, State, city; veterans organizations; service clubs; social service organizations; assistance for the handicapped.

Types of training opportunities in the community: On the job, apprenticeship, full-time, public or private courses, extension courses. Methods of evaluating schools: Staff, equipment, sponsorship, experience, selection of students, advertising and placement record.

Vocational Counseling Practice:

The art of interviewing: Classification of vocational objectives; formulating plans; establishment of rapport; observation of interviewee.

Setting up and maintaining records; purposes; examination of sample records.

Counseling the individual: Identification of problems; training; adjustment; placement; helping him to match qualifications and interests with demands in specific occupations.

Assisting in planning necessary general education or special training.

Placement in work: Use of agencies; individual search; assistance in selecting direction of search.

Follow-up after placement.

This course should include supervised practice with at least ten individual cases with varying problems, and one week's experience in visiting employers for a placement agency.

Professional Training Institute on Vocational Counseling

Many mature and experienced individuals in civilian and military life could achieve at least minimum competence in vocational counseling by means of "modernization" and rounding out of basic relevant training taken, in some cases, years ago. For example, employment interviewers would bring up to date their knowledge of labor market analysis and extend their knowledge of aptitude testing by means of concentrated training units. In like manner men with recent medical discharges from the armed forces and with extensive military personnel experience in classification of recruits could rather quickly convert their competence to counseling of demobilized men and women if they were given intensive training in some of the basic units outlined in the preceding sections of this report.

Some of these individuals should be advised to enroll in regular full-length college courses. Others may be given the *Concentrated Program* outlined in this section of the committee's report. There are other such individuals who need "refresher" training of a shorter and more intensive type. This latter group can bring up to date their background training through *Professional Training Institutes*. These institutes may be organized for all staff members of one agency or for all agencies in a community. Great care should be exercised in selecting individuals for such an institute, since too wide a range in background, from amateur beginners to those with technical background, will result in a type of institute consisting of lectures which are too simple for some and incomprehensible to others. Another type of community institute for "beginners" or "volunteer" workers is described in another section of this report.

Professional Training Institutes should be organized for a period of 1 or 2 weeks and should be restricted to an enrollment of not more than 50 selected members meeting as a group 5 or 6 hours each day with appropriate rest periods. Best results will be obtained if such a group meets in quarters (dormitory or hotel) free from distractions of operating programs. There should be no formal lectures or speeches but rather a series of group discussions led by competent persons who serve as consultants to the group. The atmosphere of the typical convention should be avoided.

With the cooperation of colleges or universities, such institutes may be organized for the following groups: Selective Service Re-employment Committeemen, employment interviewers, social workers, industrial personnel workers, counselors in high schools and colleges, and others.

Carefully selected phases of vocational counseling may be covered in these institutes. No attempt should be made to cover all phases of counseling in any one institute; rather more than one institute should be held if the full range of counseling techniques needs to be covered by a particular group. One or two of the following topics should provide sufficient

material for an intensive "refresher" institute for employed workers who desire and need intensive training:

Federal and Local Rehabilitation and Readjustment Programs for Veterans.

Recent Developments in Aptitude Tests.

Modern Mental Hygiene Applied to Soldiers.

Research and Practice in Interviewing Procedures and Techniques.

Occupational Rehabilitation of War Injuries.

Application of Case Work Techniques in Vocational Counseling of Veterans.

Conversion from Military to Civilian Jobs.

Accreditation of Military Training and Experience in High Schools and Colleges.

Procedures Involved in Coordinating Community Agencies in the Vocational Counseling of Veterans.

Workshop for Counselors

Colleges and universities have experimented in recent years with a new type of training program known as a workshop. Usually such workshops are offered during the summer months. Enrollment is restricted to not more than 50 or 75 persons with some related professional training or experience. In addition to learning from carefully prepared lectures and discussions, each member of the workshop must do considerable reading of related professional books and articles. The essential feature of the workshop is, however, the individual project carried on by each member. These projects may include careful reading on one aspect of vocational counseling, construction of a test, a statistical study of a test, preliminary interviewing and counseling of cases and others. With certain modifications, the unit entitled "Supervised Counseling Practice" (see preceding section of this report), could be organized as a Workshop on Counseling Techniques. In such a workshop, students could be assigned to counseling cases and reporting the results to all trainees sitting as a clinic or case conference.

Other Workshops may be organized around such programs as:

Methods of Collecting and Organizing Occupational Information.

Community Occupational Surveys.

Techniques of Job Placements.

Local Occupational Training Programs.

Administration and Interpretation of Aptitude Tests.

Use of Personality Tests in Vocational Counseling.

Practice in Interviewing.

Clinical Counseling of Adults.

An Overview of Vocational Counseling

This training unit is not designed to train professional, full-time vocational counselors. It is planned for public-spirited persons who wish to learn how to help individuals make suitable plans for pursuing occupations. It is expected that the instructor or leader of the course will have some professional skill in the field and will supplement this outline with materials contained in the preceding amplified outlines.

Nature of the vocational counseling needed.—While some persons whose vocational lives have been dislocated by war may want only a new job,

a large number need help in making long-term occupational plans, deciding on a field of work, planning necessary general education and specific training, taking the right steps to secure a job in the field and taking steps that will lead to advancement. At any one of these stages the individual may need personal assistance. A complete vocational counseling program would provide aid at every point.

Literature about occupations.—In order that individuals may have a factual basis for deciding about vocational fields, the local library should be stocked with books and pamphlets about occupations. The use of the Dictionary of Occupational Titles may here be explained.

Below are listed publishers who issue occupational monographs. The librarian should make appropriate selections.

Careers. Institute for Research, 573 South Dearborn Avenue, Chicago. 75¢ each.

Commonwealth Vocational Guidance Monographs. Commonwealth Book Co., Inc. 80 East Jackson Boulevard, Chicago. \$1 each.

Guidance Leaflets. United States Office of Education. For sale by Superintendent of Documents, Washington, D. C. 5¢ each.

Job Descriptions, United States Employment Service. For sale by Superintendent of Documents, Washington, D. C. 75 cents and up per volume.

Occupational Monographs. Science Research Associates, 1700 South Prairie Avenue, Chicago.

Occupational Outlines. Science Research Associates.

Occupational Abstracts. Occupational Index, Inc., New York University, Washington Square. 25 cents each.

Vocational Information Series. Morgan-Dillon & Co., 5154 Clark Street, Chicago. 32 cents.

Vocational and Professional Monographs. Delman Publishing Co., 6 Park Street, Boston, Mass.

Information about local occupational opportunities:

Some facts may be obtained from U. S. Census Report.

A local survey might be made. For instructions see: Zapoleon, Marguerite W., Community Occupational Surveys, Superintendent of Documents, Washington, 25, D. C., 1942, 25¢.

Information about current conditions may be obtained from the local office of the United States Employment Service and from workers in various occupations.

Managers of local enterprises and the Chairman of the local Committee for Economic Development may explain plans for expansion.

Counseling services.—Ideally there should be in each community a trained vocational counselor who would help the individual appraise his assets and relate them to the demands of occupations being considered. This appraisal should cover physical, psychological, social, economic characteristics. If the community possesses such a specialist (perhaps in a school, social agency or business establishment) his services should be utilized as far as possible. Lacking professional personnel, interviewers of persons in need of vocational counseling can roughly appraise the individual by examining his achievements in school, work and play. In some cases records may be obtained from the school and from former employers.

A review of skills which the individual acquired or practiced in the

armed forces may reveal assets that may be put to civilian use. For help in establishing such relationships see:

Special Aids for Placing Navy Personnel in Civilian Jobs. War Manpower Commission. Government Printing Office, Washington. 1943.

Special Aids for Placing Army Personnel in Civilian Jobs. War Manpower Commission. Government Printing Office, Washington. 1943.

War Department, AGO Form 53, which each Army veteran will have, will assist in the appraisal.

A psychologist in the community may make psychological examinations; health and social service organizations may also assist in furnishing data for the appraisal.

A helpful schedule for vocational counselors is "Aids to the Vocational Interview," published by the Psychological Corporation, 522 Fifth Avenue, N. Y. 10¢, also quantity prices.

Cases illustrating types of problems and procedure employed in meeting the problems should be studied by those who desire to counsel.

The interviewer should not foist his ideas on the interviewee, but rather help him in seeing and weighing all pertinent considerations.

Planning education and training.—Help in formulating plans for education and training is abundant in most communities. Officers in schools and colleges can advise about courses and sequences. A committee might make a directory of the educational institutions, public and private, in the area, with information about the kinds of preparation each one offers. As an illustration see: Directory of Opportunities for Vocational Training in New York City. Vocational Service for Juniors, New York City. The State Department of Education may indicate which ones maintain desired standards.

Help in obtaining a job.—The nearest office of the United States Employment Service should be contacted, also privately supported employment agencies, employers and members of service clubs. Representative of personnel department of a local plant might explain procedure in hiring.

Continuing service (follow-up).—May be done by organized agencies through personal and mail contacts with the individual and his family, and with his employers.

Problems of the handicapped.—Agencies concerned with the disabled may present problems confronting this group.

Community coordination essential.—All efforts to give assistance in occupational adjustment require mobilization of the resources in the community. A list might be made showing agencies and the specific services each can render. Thus:

<i>Agency</i>	<i>Service</i>
Library.	Assemble literature on occupations.
Home Relief Bureau.	Visit home and prepare case-history.
Rotary.	Information about particular occupations, furnish scholarships, give jobs.
Committee of Rehabilitation Division of Selective Service.	Help veteran get old job.

Organizing the Community for Vocational Counseling¹

Leaders in the community and persons who will participate in aiding returning servicemen and displaced war workers in making occupational adjustments should have an understanding of the problems of making such adjustments, and what individuals and organizations can do to carry out such a program. This unit can be given in approximately 12 hours time. The spacing and arrangements should be made to suit the needs of those in the community who plan to participate. This unit can be given in the evenings, afternoons, or any other convenient scheduled time, for example: 3 hours for 4 afternoons, or 2 hours for 6 evenings. Participants might include: teachers in the schools, representatives from the chamber of commerce, local government, the veterans organizations, Selective Service System, United States Employment Service, social agencies and service clubs, and the various church groups. The group should include those persons who plan to give part-time or full-time service to occupational adjustment problems in the community. Persons who plan to give such service may be organized into an advanced training unit which will cover the basic methods in vocational counseling.

The unit here outlined may be given in rural areas in which representatives from the various towns come to a central location, or may be given in larger cities to include only residents of that city.

Outlining the community problem.—The nature of the problems facing the community and the returning veterans and displaced war workers; the effect of military experience on one's adjustment to civilian life; the necessity of the community organizing its full resources and integrating them for such activities.

Functions of the community organizations.—The function that each organization in the community can perform: Organizations to include schools, employment service, veterans organizations, churches, chamber of commerce, trade unions, employers, health facilities, recreational facilities; the necessity of having the function of each organization clearly defined in the community and the functions of various individuals for full-time or part-time to aid in occupational adjustment; the establishment of a community committee which will represent the various organizations, and which will designate some one individual in the community to take over all responsibility for coordinating such a program; a careful write-up of the program and its acceptance by the various organizations; the write-up to include the specific functions of the community committee and the one individual selected to be responsible for coordination, the functions of each organization, the designation of headquarters or places where veterans and displaced war workers will be given assistance and what assistance will be given by each organization.

Study of the community.—The importance of having an organization or individual assigned the responsibility for finding facts regarding the community facilities, including the survey and evaluation of the following:

Training resources.—What are they? Are they adequate to meet the needs? How should they be improved?

Employment resources.—How many workers and in what industries and occupations will there be employment opportunities? Will these opportunities be sufficient to utilize all the job seekers? What outside assistance will be necessary to provide such opportunities and how shall it be obtained? Will there be opportunities in adjacent

communities to take care of the surplus of workers? Can the community absorb workers from other areas? In what numbers and in what occupations?

Medical services.—What are the medical services and how do they function? Will they be adequate to meet the needs? How can the medical services be improved? What medical sources outside the community can be made available?

Counseling services.—What counseling services are now available? Do these need to be strengthened? How can assistance locally and from the state and national level be obtained to strengthen such services?

Recreational facilities.—What are the facilities? Are they of sufficient extent to meet the demands? What community support and what support from state and national levels can be obtained?

The necessity of preparing in written form for general distribution in the community summaries of the above facilities; as the facilities are improved the statements are amended and used in day-to-day community activities.

Vocational counseling.—An introduction to the nature and scope of vocational counseling; the necessity of objectivity and the use of factual information concerning the talents, skills, and interests of discharged soldiers or displaced war workers; an accurate consideration of the occupational training opportunities available in the light of capabilities and interests of persons seeking work and training opportunities; the importance of having enough qualified persons trained to give vocational advice and who can call upon the various community facilities to assist in carrying out vocational plans of the counselee; emphasis that persons who will do vocational counseling should obtain as much training as possible, even though this training may be limited to short courses such as outlined in *An overview of vocational counseling*.

Community follow-through.—Plans, procedures, and information are of no value unless the community vigorously follows through and does the job; tendencies of communities to become greatly interested at first but not have sufficient momentum to complete the job; necessity for vigorous action all the way through in the immediate replacement of personnel who are unable to fulfill functions that are agreed upon; the necessity for continually looking for and obtaining support from state level or national level as such resources become available; continual evaluation of the work of the community by either the coordinator as appointed by the community committee, or by some other designated individual who can present facts that show need for improvement, and results achieved.

BRIEF DESCRIPTION OF SELECTED FEDERAL AGENCIES INVOLVED IN VOCATIONAL COUNSELING PROGRAMS

Although numerous Federal, State, and local organizations have limited duties in connection with the training and use of counselors for veterans or displaced workers, the selected agencies described in the following pages bear the chief responsibility on the national level. It was thought that a brief description of the aims, policies and operating

¹ The Retraining and Reemployment Administration plan for organizing local community committees, with representation from the USES, Selective Service, and Veterans Administration, should be taken into consideration in this connection.

procedures of each would be helpful to counselors or to those who are in charge of training programs in higher institutions and community counseling services.

Information regarding employment opportunities in the immediate area can be secured from the local U. S. Employment Service office or from the State or Regional War Manpower offices, the addresses of which are listed in Appendix A.

On the national scale information respecting employment trends or outlook can be had by addressing either the Reports and Analysis Service of the War Manpower Commission in Washington, or the U. S. Bureau of Labor Statistics. Both of these services maintain research divisions which are in constant communication with industrial developments in all sections of the nation and issue regularly the results of their investigations for the use of employers, employees, and counselors.

War Manpower Commission—United States Employment Service

Although the USES was established in April 1918, the public employment service may be said to have emerged as an effective nation-wide agency for organizing a central labor market with the passage by Congress of the Wagner-Peyser Act in 1933. Except for its efforts to recruit workers for World War I industries in labor shortage areas and its limited job recruitment activities, following the war, the years between 1918 and 1933 marked a relatively unimportant period. The Wagner-Peyser Act, designed as a permanent piece of social legislation, provided for the development of an expanded nation-wide public employment service so that a reorganized USES was established under the Department of Labor as a State-Federal cooperative system. While the actual organization and operations were under the administration of the States, standards of operation and personnel selection were subject to Federal supervision.

To meet the need for recruiting labor for public works programs such as CWA, PWA, and WPA, the National Reemployment Service was organized in June 1933 as a special division of the USES. By placing its personnel in existing State offices and setting up separate offices in areas not served by a State employment service, the NRS demonstrated the need for a strong public employment service to bring the jobless man and the manless job together and stimulated States to develop and expand their own systems.

The contribution of the Federal agency to the operating standards of its affiliated State Services was soon manifested in the introduction of occupational analysis techniques and the subsequent development of job descriptions, trade and aptitude tests and other professional placement tools. Of these the outstanding and most widely used is the Dictionary of Occupational Titles. This dictionary is significant not only for its value to local employment offices, but also because of its helpfulness to other Government agencies and to industry. If the dictionary is properly used, a man applying at an office in Portland, Maine, can be classified in the same manner as a man with the same qualifications who applies at an office in Key West, Fla. It is fortunate that this volume on standard occupational terminology was ready to meet the demands of a nation at war.

The passage of the Social Security Act in 1935, particularly the title effecting the payment of unemployment compensation, marked a new

era for the USES. That section of the act provided that unemployment compensation was to be paid through the public employment offices, and therefore unemployment compensation and employment service were definitely joined. The action of the Social Security Board in refusing to grant funds to the various State agencies, unless they accepted the provisions of the Wagner-Peyser Act and provided sufficient State funds to meet minimum matching provisions, brought about a national public employment service as intended by the Wagner-Peyser Act.

The operation of a Nation-wide employment service, from 1933 until the time that unemployment compensation payments first became payable in 1938, provided much of the experience that enabled the unemployment compensation program to be operated successfully. Subsequently the impetus given the public employment service by the unemployment compensation program provided the country with a national recruiting agency for the defense program in 1939 and 1940 and for the war period beginning in 1941.

An important program established by the Wagner-Peyser Act was the employment service for veterans. The decision to integrate this service completely with the placement services for nonveterans has proved to be a wise principle. The veterans' employment representatives in each State have worked with the Employment Service and veterans organizations in obtaining employment for veterans of previous wars. That experience will be valuable in placing the veterans of World War II.

To meet the needs of the emergency created by World War II, the President federalized the State employment services in January 1942 and directed the USES to assume responsibility for the operation of a nationwide public employment service, a comprehensive network, numbering over 1,500 local offices. As the year progressed it was apparent that the USES was becoming the essential operating arm of the War Manpower Commission, and it was accordingly transferred to that agency in order to assure the most effective mobilization and utilization of the national manpower.

Since the outset of the defense program in 1940 the United States Employment Service has developed the most comprehensive and timely information on labor supply, demand, shortages, turn-over, training, and utilization of labor ever attempted in this country. Undertaken at first to provide a base for broad policy decisions in Washington, these reports have gradually become a basic tool for the planning and operation of the public employment offices.

The obligation of the Employment Service to produce such reports is twofold. In the first place, the use of labor market information has made it abundantly clear that the planning and direction of the work of a local employment office is dependent on accurate knowledge and a sound understanding of labor market conditions in the area served by each local office. Furthermore, as a part of the War Manpower Commission, the Employment Service is looked upon as the source of labor market information for policy-making and planning, not only for the WMC itself, but for other agencies (such as those concerned with housing, transportation, and contract allocation) whose successful operations are largely dependent on accurate knowledge of labor market conditions.

The needs of the manpower program caused by war have enlarged the scope of the Employment Service. The WMC is putting into effect a priority referral program which provides that employers, except farmers, may hire male workers only from among those referred by USES so that

workers may be referred to jobs in the order of the relative importance of those jobs to the war effort. USES's larger role in the placement of workers is contributing to the development of sound working relations with employers, which will solidify those relations for the future.

The future tasks of the Employment Service, following the war, are already assuming shape, as large numbers of the Nation's veterans are discharged from the armed forces and are assisted in their readjustment to civilian life. Through the application of a practical employment counseling program the USES is providing for their full and effective utilization in employment, insuring their selective placement and arranging, with the help of appropriate agencies, for their reemployment, rehabilitation or training as required.

To deal with the immediate problem a demonstration program has been established in selected local offices to develop such procedures, techniques, community relationships and working relations with the military services and other agencies as are necessary to provide an effective job counseling and placement service to veterans. At the same time the activities and functions conducted on behalf of veterans have been augmented and intensified in all other local offices. Experience gained in the operation of both these programs, therefore, will enable the USES to meet adequately the operating requirements entailed in serving veterans as are presently being discharged and in the future large-scale demobilization of the armed forces. Fortunately, the same operating principles, methods and techniques can be applied to the post-war period of reconversion when millions of men and women now in war production seek to return to peacetime jobs.

Today the War Manpower Commission operates 1,500 local USES offices which are permanently located in large, small, and medium-sized communities in every part of the country.

By using professional interviewing and placement techniques, the applicant is placed in suitable employment by relating his abilities, skills, and interests to requirements and to the demand for workers in such occupations in the community. Through a nation-wide clearance system, based on related occupational and employment information, the applicant is exposed to job opportunities in other than his immediate area in accordance with the demands of war production. Where necessary, the applicant may be referred to training agencies through which he may better equip himself for employment opportunities or to community facilities which will improve his morale, his economic status or his physical condition and, thereby, improve his opportunities for employment.

Finally, as indicated above in the summary of special programs for veterans, it is anticipated that effective employment counseling, at a high professional level, will soon be available throughout the USES for the applicant who needs assistance in the solution of problems that confront him in obtaining satisfactory placement through the employment service.

Veterans' Administration—Vocational Rehabilitation Service

For the past 25 years the Congress has seen fit to place in one agency in the Executive Department of the Government the application of all laws providing benefits to which veterans were entitled because of service in the armed forces of the United States. In 1921 the Veterans' Bureau

was created bringing into it the functions of the Federal Board for Vocational Education affecting disabled veterans, the functions performed by the Public Health Service affecting disabled veterans, and all of the functions performed by the Bureau of War Risk Insurance. In 1930 the Congress further applied this principle and brought into the Veterans' Administration all of the functions of the Pension Bureau then located in the Interior Department, the National Homes for Disabled Volunteer Soldiers and all of the functions of the Veterans' Bureau. In 1940 the Congress passed the National Service Life Insurance Act and the Soldiers' and Sailors' Civil Relief Act (art. 4) which affected persons in the armed forces of the United States and these functions were assigned to the Veterans' Administration. In March 1943 the Congress again recognized this principle and assigned to the Veterans' Administration the responsibility for providing courses of vocational rehabilitation to veterans who had acquired disabilities in the military or naval service and who were in need of training to overcome their handicaps. Thus there has been established a clear line of demarkation between the responsibility for the training of disabled soldiers and that for the training of disabled citizens.

In view of this definite placement in the Veterans' Administration of the responsibility for the vocational rehabilitation of disabled veterans the War and Navy Departments and the Veterans' Administration cooperated in developing and putting into effect early in 1943 a definite procedure whereby the care of every soldier and sailor discharged because of disability would automatically come to the attention of the Veterans' Administration for determination of his rights to benefits under Federal laws. Under this procedure a soldier or sailor before being discharged from an Army or Navy hospital because of disability is informed of his possible rights and benefits under existing laws. Following his discharge certain papers which carry the record of the data necessary to establish claims to benefits automatically flow to the regional office of the Veterans' Administration in the State where the veteran resides. If these papers include an application for pension, they are reviewed by a rating board, composed of a doctor, a lawyer and an occupational member, to determine whether the veteran is entitled to such pension. If the veteran is found to be entitled to a pension, the board goes one step further and determines whether the disability for which pension is payable is such as to cause a vocational handicap. If the board finds that a vocational handicap exists the board sends to the veteran, along with the notice of entitlement to pension, an application form to be used in applying for vocational rehabilitation.

There are also developed currently in accordance with needs appearing in the cases of individual veterans, special arrangements whereby the activities of the War and Navy Departments for effecting the mental and social adjustments essential to any rehabilitation are coordinated with the vocational rehabilitation activities of the Veterans' Administration. Under a plan recently approved by the President, for example, upon the recommendation of the Secretary of War, the Secretary of the Navy, the Chairman of the War Manpower Commission and the Administrator of Veterans' Affairs a person blinded while in the armed forces will be retained in the service after completion of hospital treatment until he shall have completed an adequate course of social adjustment training to enable him to do as many as possible of the things a blind person should be able to do in establishing satisfactory association with sighted people of his community. During this adjustment period

Veterans' Administration Vocational Advisers will by counseling with the proper personnel of the Army Center and with the blind veteran assist and guide him in choosing the occupation in which he will be trained after discharge, and the training for that occupation will be planned and arranged so that he will be prepared readily to take his normal place in the community.

The Veterans' Administration's organization for conducting its Vocational Rehabilitation Program is set up in the Central Office and the 52 regional offices. The responsibility of the Central Office is the planning and control of the work done in regional offices, to which all operative functions have been decentralized. The major Central Office unit of organization is designated as the Vocational Rehabilitation Service which has 3 divisions: A Vocational Advisement Division; a Training-into-Employment Division and a Research Division. Each of these units has a counterpart in each of the regional offices in the field. Every such office accordingly has a Vocational Rehabilitation Division containing 3 units: The Advisement Subdivision, the Training Subdivision and the Registrar's office.

There is in process of development a plan whereby certain functions, such as vocational advisement, induction-into-training, and training supervision, which require personal contacts with the claimants and trainees will be further decentralized and operated from universities and colleges suitably located throughout the country, which are willing to enter into the necessary agreements. Vocational Advisers may also function at Army and Navy hospitals where the conditions can be made favorable to carrying on counseling activities.

The vocational rehabilitation activities conducted by these organization units are of three types: Vocational advisement, vocational training and employment placement. The nature of each of these with respect to their application in the individual case is stated below.

Vocational advisement in a particular case begins when a veteran returns his application, form 1900, properly executed, to the Vocational Rehabilitation Division of the field office which he has been informed has the record of the official finding that he has a pensionable disability causing a vocational handicap. The first step in the advisement procedure consists of a conference of the vocational adviser and the applicant to determine whether a need for vocational rehabilitation exists. If such need exists the veteran is then guided through a thorough evaluation of his remaining capacities to determine how they may best be utilized occupationally in the light of his entire past social and domestic exposures, educational attainments, work experience, including special training and assignments in the armed forces, his interest and desires, together with such other capacities and abilities as may be revealed by suitable objective tests or by expert consultants on special aptitudes such as music, art, etc., to restore employability. This orientation places the veteran in a position, with the aid of the Vocational Adviser, to explore the fields of employment open to him and these fields are then carefully scrutinized and eliminated one by one until one is left where his opportunities for employment seem the most promising. Within this one field of endeavor a definite employment objective is selected and the necessary training outlined with respect to content, duration and type of training. Such a program of rehabilitation before it may be entered upon by the veteran must be acceptable to the veteran and approved and certified by a medical consultant, the Vocational Adviser and finally the

training officer, who is to become intrusted with his supervision during the training period.

Vocational training, to carry out a program of rehabilitation thus mutually agreed upon, begins when the Training Officer formally enters the veteran, in or near his home community if practicable, in an approved institutional training facility or in a carefully selected establishment for training-on-the-job, upon the basis of an individual training program worked out in cooperation with the training facility so as to show in detail the specific knowledges and skills to be acquired during the training period, to prepare the veteran to meet the employment requirements of the objective selected. The Veterans' Administration, through the training officer, supplies the trainees with books, tools, and other equipment necessary for training purposes and maintains personal contacts at intervals sufficiently frequent to insure constant and satisfactory progress toward vocational rehabilitation. In case special medical supervision is prescribed during the training period the training officer must assure himself that the trainee reports for such service at the intervals specified. Should minor adjustments while in training become inadequate to maintain or restore normal progress and it becomes necessary, in the opinion of the training officer, to effect major changes in the original rehabilitation program, he prepares a written report on the developments while in training status and refers it for attention to the vocational advisement subdivision. This report then becomes the basis for reevaluation of the original program of rehabilitation in light of the new evidence revealed. This reevaluation is conducted by the signers of the original program whenever possible. Upon proper findings the veteran may be continued in training under a new or modified program justifiable on the basis of the new facts established while in training status.

The *Research Division* is responsible for making studies, investigations, and reports inquiring into the rehabilitation of disabled persons and the relative abilities, aptitudes, and capabilities of the several groups of the handicapped, as to how their potentialities can best be developed and their services best utilized in gainful and suitable employment. The activities involve a continuing survey of agricultural, industrial, professional, and commercial activities to determine for the use of the Vocational Rehabilitation Service of Central Office and the Vocational Rehabilitation Divisions of the field offices the presently existing occupations, the post-war anticipated occupations, and those which the establishment of new enterprises will create. The personnel of the Research Division also act as a liaison between the Veterans Administration and other agencies of the Government and with non-governmental organizations in developing the Vocational Rehabilitation Program.

Employment is the final goal of vocational rehabilitation. Upon completion of training-on-the-job employment is normally secured where the veteran was trained, but in all cases it is a definite responsibility of the training officer to place the veteran in employment upon completion of training.

Veterans eligible to vocational rehabilitation must have met the following requirements:

- (a) Active military or naval service after December 6, 1941, and during the present war.
- (b) Honorable discharge from active service.
- (c) A disability incurred in or aggravated by such service for which

pension is payable under laws administered by the Veterans Administration, or would be but for the receipt of retirement pay.

- (d) A need of vocational rehabilitation to overcome the handicap of such disability.

Maintenance and support during training and for two months after employability has been determined will be provided through increased pension. A single person will receive a pension at the rate of \$80 a month, a married person \$90 a month, with \$5 a month for each dependent child and an additional allotment in the amount of \$10 a month for each dependent parent. In addition to these amounts payments by employer-trainers to veterans during training-on-the-job are authorized to be made in accordance with certain principles designed to preserve a balance between the amounts which may be paid a claimant during training and those which he may receive in employment after being trained. Loans not exceeding \$100 may be made to trainees commencing or undertaking rehabilitation.

Institutional training is generally provided in an institution in or near the veteran's home community. Tuition, books, supplies and other incidentals are furnished in institutional training and all equipment and supplies required are provided in training-on-the-job. No course of instruction can exceed four years in length nor shall any training under this legislation be afforded beyond six years after the termination of the present war.

The Selective Service System—Program for Assisting Returning Veterans

Under Section 8 of the Selective Training and Service Act of 1940, as amended, the Selective Service System is charged with a dual responsibility to returning veterans: (1) to render assistance in restoring them to their old jobs, and (2) to render aid in securing new positions for those who do not choose to, or cannot, be reinstated in their former positions, and for those who had no positions at the time they entered the military service.

Veterans entitled to such aid include all persons, male and female, who, subsequent to May 1, 1940, entered upon active service in the Army, Navy, Marine Corps, or Coast Guard, whether by induction, enlistment, commission, or otherwise, and who have satisfactorily completed any period of active duty or any period of training and service under the Selective Training and Service Act of 1940, as amended. When such veteran satisfactorily completes his period of service, he is entitled to a certificate to that effect.

The Director of Selective Service, to facilitate the discharge of his foregoing responsibilities, has established a Veterans' Personnel Division (formerly Reemployment Division) in National Headquarters of the Selective Service System.

The State Director of Selective Service, as authorized by the Governor, has the obligation and responsibility of organizing and supervising this program within his State.

It is the responsibility of the local board to discharge the obligations of the Director of Selective Service at the local level. All of the facilities of the local board shall be available for this purpose. In executing this responsibility, the local board shall use the reemployment committeeman

attached to the local board. The local board will handle the replacement of veterans in their former positions. The local board will utilize the services of the Veterans' Employment Division of the United States Employment Service, War Manpower Commission, in aiding veterans to secure new positions.

Upon separation from service, a veteran will be advised to report to a local board and of his right to call upon a local board and its reemployment committeeman for information and assistance. The local board and the reemployment committeemen will be prepared to explain to the veteran, and to put him in touch with, the various governmental agencies, veterans organizations, business, labor, and professional associations, which are in position to render assistance to him.

When the separation of a veteran from service is reported to the local board or a veteran applies to the local board for aid, it shall comply with the applicable regulations and instructions concerning the registration or classification of such persons. After taking such action, the local board and the reemployment committeeman shall render such aid to the veteran as is necessary to protect his right of reemployment and other benefits.

A veteran is entitled by law to reinstatement in his former position or to a position of like seniority, status, and pay:

- (1) If such a position was in the employ of a private employer, the United States Government, its territories or possessions, or the District of Columbia.
- (2) If such position was not a temporary position.
- (3) If he left such position subsequent to May 1, 1940, in order to enter upon active military or naval service in the land or naval forces of the United States.
- (4) If he satisfactorily completed his period of training and service and received a certificate to that effect.
- (5) If he is still qualified to perform the duties of such position.
- (6) If he makes application for reemployment within 40 days after he is relieved from service.
- (7) If such position is in the employ of a private employer, the employer's circumstances have not so changed as to make it impossible or unreasonable to reinstate the veteran to such position or to a position of like seniority, status, and pay.

A veteran who is restored to a position in the employ of the Federal Government or a private employer, is entitled to the following additional benefits:

- (a) He shall be considered as having been on furlough or leave of absence during his period of service.
- (b) He shall be restored without loss of seniority.
- (c) He shall be entitled to participate in insurance or other benefits offered by the employer pursuant to established rules and practices relating to employees on furlough or leave of absence in effect with the employer at the time such person entered military or naval service.
- (d) He shall not be discharged from such position without cause within one year after such restoration.

(a) In carrying out its responsibility to aid veterans to secure new positions, the Selective Service System will utilize the existing facilities of several departments and agencies of the Federal and State governments. Among these agencies is the Veterans Employment Division of the United

States Employment Service, War Manpower Commission. The United States Employment Service has 1,500 offices distributed in every section of the country. In each State, a veterans' employment representative has been appointed to supervise the employment interests of veterans at the local offices of this agency in his State. A local veterans' employment representative has been designated in each employment office to perform at the local level duties similar to those performed by the State veterans' employment representative at the State level. The United States Employment Service maintains contacts with employers throughout the country and assists veterans to secure jobs. The State veterans' employment representative assures that there are adequate and efficient services to take care of veterans in all public employment offices in his State; he plans, directs, and coordinates the activities of local veterans' employment representatives charged with the responsibility of supervising the Veterans' Employment Service program in their respective local offices.

(b) The utilization of these various agencies is not a delegation of the responsibilities of the Director of Selective Service and of the Selective Service System for placing veterans in new positions but is the acceptance of presently available facilities for carrying out the duty imposed by law upon the Director of Selective Service. The State Directors and the local boards will maintain liaison with the Veterans' Employment Division of the United States Employment Service for the purpose of maintaining cooperative action at the local level for (1) referring veterans for placement in new positions, and (2) handling the placement of such veterans in new positions.

(a) When a veteran is not eligible for or does not want to be reinstated in his former position, but wants a new position in private industry, he should be referred to the Veterans' Employment Division, United States Employment Service, for assistance in securing a new position. If the veteran is to be so referred, he should not be sent, but every effort should be made to take him in person. If it is not possible to take the veteran personally to the office of the United States Employment Service, he should not be referred until:

- (1) He is told exactly where he is to go.
- (2) A telephone call is made or letter is written for a definite appointment and such appointment is made.
- (3) The veteran is provided with a letter addressed to the person with whom he has the appointment.

(b) The local board or the reemployment committeeman shall follow up the matter and see that the appointment is kept. The responsibility of the local board does not end with such reference and the local board must see to it that such veteran is placed in a new position.

If the veteran prefers a job with the Federal Government, he should be referred to the nearest United States Civil Service Office or any first- or second-class post office where he can obtain information. A veteran is entitled to five points' preference in an examination for appointment, and a veteran with service-connected disability is entitled to ten points.

Many veterans upon their return, for various reasons, will be unable to fill their old jobs or any other job. They may be battle casualties; they may have service-connected or non-service-connected disabilities; they may require rehabilitation, hospitalization, medical appliances, or many other forms of physical care; or they may have financial problems

involving pensions and allowances. Under such circumstances the veteran is entitled to the assistance of the Veterans' Administration. The program of the Veterans' Administration and the Vocational Rehabilitation Division of the Federal Security Agency is described in another section of this report.

In certain cases it may be advisable to contact the United States Armed Forces Institute, Madison, Wisconsin, which will provide records of courses taken by military personnel while in service and will give veterans special examinations to serve as a basis of credit by civilian schools. In addition to the above services, help can generally be obtained from local veteran and civic organizations and clearing house committees or Veterans' Advisory Committees.

Of prime importance in helping returning veterans become readjusted will be the counseling and guidance service to be provided such veterans. Most of them will need assistance in readjusting themselves in situations quite different from the conditions prevailing at the time they entered service. Those released during the war because of mental disabilities will need special help in making their adjustments in civilian life, and counselors of unusual ability should be provided to help them become reintegrated into the economic and social life of their communities.

United States Navy—Bureau of Naval Personnel

A. Policy.

1. It is not considered to be the Navy's responsibility to replace in civilian industries the men of the Navy.
2. It is assumed that the problem of reemployment and replacement of these men in civilian industries will be assigned to authorized agencies of the Government.
3. The Navy will reduce to some orderly system information concerning the skills, abilities, background, and experience of the men and officers of the Navy so that it may be turned over, in usable form, to the agencies in the Government charged with reemployment.
4. There will be made available to the men of the service, who desire it, factual information on the means of self-improvement which a man should follow if he desires to enter any particular trade or profession when the War is over.

B. Current Practices.

1. Classification specialists administer classification tests and conduct interviews in order to best relate responsibilities in the Navy to the previous background and experience of the man being selected.
2. Factual occupational information and information on rights and benefits of veterans is now being made available through educational service officers and welfare officers. Men in the hospitals are being furnished information on the proper officials to contact after they have left the service.
3. Information on rights and benefits of veterans was printed in the February issue of the Bureau of Naval Personnel Information Bulletin. Subsequent issues will carry a list of any revisions made of the rights and benefits of veterans.

C. Future Plans.

1. Navy representatives will collaborate with the War Manpower Commission in experimental veterans' employment programs to assist in supplying information on men and in visiting the experimental centers in order to secure information that the men should have before discharge.
2. Educational service officers, welfare officers, classification specialists, and other authorized personnel will be available to supply factual information to veterans at the time of discharge.
3. Information on rights and benefits of veterans and the available civilian services will be assembled in printed form and presented to the men prior to demobilization.

War Department—The Army Separation Counseling Program

The War Department recognizes a responsibility to personnel being separated from the service and to their communities in assisting such personnel to return to civilian status. To execute this responsibility a separation program is being developed with the following objectives:

1. To facilitate adjustment to and relocation in civilian pursuits.
2. To supply personnel being discharged with information concerning benefits, rights, privileges, and responsibilities as civilians and veterans.
3. To assist veterans to acquire a vocational or educational objective realistically conceived in terms of their acquired skills, interests, aptitudes, and opportunities.
4. To supply information concerning experience and training that will assist in insuring that prospective employers' utilization of the personnel being separated will be expeditious and in the best interests of the employer and this personnel.
5. To cooperate with civilian agencies of the government which may be designated to provide assistance to the returning veteran.
6. To organize the paper work and administrative procedures incident to discharge so that they will be as simple and efficient as possible.

Certain of these objectives are being achieved through the activities of the Separation classification section of a separation center. Interviewing and counseling constitute the activities of this section. The interviewing has as its main objective the preparation of a separation qualification record—a report card—containing a record of service and pre-service vocational experience, training, education, and preferences. (See tentative separation qualification record reproduced herewith.) Some of the information on this form is transcribed from Army records of the soldier. However, most of the Record is completed as a result of the interview. This Record is made out for each enlisted person leaving the service and is given to the soldier to be used when making contacts with employers, civilian employment agencies or counselors.

The information on this form furnishes the basis for an interview with a counselor at the Separation Center if the soldier desires such an interview. In this counseling period assistance is given in arriving at solutions to vocational, educational, and personal adjustment problems. It has been

Every effort is being made to select and specially train the best qualified personnel available in the Army to serve as counselors and interviewers in this separation program. Officers and enlisted men who have

[illegible]

a well-balanced background in education, work experience, and military service are given special orientation training before being assigned to Separation Centers for duty.

Occupational information, industrial and economic trends, job opportunities, and educational trends and opportunities are of great concern to counselors. All available channels for securing information are being

utilized. These channels include such agencies as the USES, Bureau of Labor Statistics, U. S. Office of Education, a news clipping service, etc. Close cooperation is maintained with the Education Branch of Morale Services Division and with all other War Department activities or offices concerned with personnel procedures and policies.

Opportunity is being provided for representatives of agencies concerned with the relocation of veterans, such as the Veterans' Employment Service of the War Manpower Commission, the Veterans' Administration, etc., to serve in the Separation Center in close collaboration with the Separation Classification Section.

Federal Security Agency—Office of Vocational Rehabilitation

The passage of the Vocational Rehabilitation Act by the Congress in 1920 authorized a publicly supported program for the vocational adjustment of disabled persons, and appropriated funds to the States for this purpose. The original Act required periodic renewal until 1935 when, with the passage of the Social Security Act, rehabilitation was established on a permanent basis.

Twenty-three years of experience demonstrated, however, that the 1920 Rehabilitation Act failed to provide a comprehensive program to achieve its original purpose. Recognizing these limitations, the needs of the disabled, as well as their potentiality as a reservoir of prospective manpower, the Congress enacted Public Law 113, known as the Barden-LaFollette bill. Under its terms is provided the broad, necessary framework for a peacetime as well as a wartime program of vocational rehabilitation for the disabled.

It is the function of vocational rehabilitation to assist persons of employable age who have suffered from accident, disease, or congenital disability, to prepare for and establish themselves in full-time employment. Functionally as well as physically disabled individuals are eligible for rehabilitation. Specific provisions in the Act extend rehabilitation services to the blind, and to war-disabled civilians. The latter are defined to include members of the citizens defense corps, aircraft warning service, civil air patrol, and the merchant marine. Under the interpretation of the Act, a disabled veteran belongs to the general class of disabled civilians. As a disabled civilian he may be entitled to service through the State vocational rehabilitation agencies under the same conditions as any other disabled civilian.

The new Act provides for a marked expansion in the types of services which may be employed by the States as a means of rehabilitating disabled persons. Services basic to the rehabilitation program may include individual analysis and diagnosis; counseling or vocational guidance; medical, psychological, and psychiatric examination; training; placement; and—when necessary and where financial need can be established—surgery; medical and psychiatric treatment; hospitalization; physical and occupational therapy; prosthetic devices; occupational tools, equipment, and licenses; and transportation and maintenance during training.

The rehabilitation program is carried on jointly by the State and Federal Governments. Sole responsibility for the administration, supervision, and control of the program rests with the State Boards for Vocational Education. Responsibility for the rehabilitation of the blind

is assigned to the State Commissions or Agencies for the Blind, provided such agency is legally authorized to extend rehabilitation services for the blind. Federal responsibility is assigned to the Office of Vocational Rehabilitation of the Federal Security Agency and includes review and approval of State plans, distribution of grants to the States, establishment of standards, and consulting and technical services.

The Federal Government assumes the entire administrative cost of the State programs. Expenditures for rehabilitation services by the States, such as training, surgery, maintenance, etc., are shared with the States on a 50-50 basis. The entire cost of the services for war-disabled civilians, however, is assumed by the Federal Government.

Federal Security Agency—U. S. Office of Education

The Occupational Information and Guidance Service

The Occupational Information and Guidance Service is a part of the Vocational Division in the U. S. Office of Education.

This Service processes information about occupations and occupational trends for the use of educational agencies and counselors. It issues annotated biographical lists and otherwise makes available information originated by other agencies in the Government and by private agencies. It conducts studies and research in those aspects of occupational information related to guidance programs.

This Service also promotes the development of guidance programs, with special emphasis upon necessary administrative provisions in school systems and institutions. Elements of guidance work which are emphasized are cumulative records (individual inventory); occupational information; procedures of interviewing and counseling; placement and adjustment; follow-up studies; and research activities. Studies and publications with regard to these phases of the guidance program and the program as a whole are regular activities of the Service.

In performing these functions the Service operates in several ways:

- (1) It conducts a considerable correspondence with individuals requiring personal assistance. These individuals are helped directly where possible, but referred to State or local agencies for more extensive assistance.

- (2) The Service maintains connections with other Government agencies and with private agencies and institutions having something to contribute to the promotion of guidance activities or needing assistance which it can render. Among the agencies with which business is frequently transacted the following are selected at random: The armed forces; the War Manpower Commission, and particularly the U. S. Employment Service; the Department of Labor, and particularly the Children's Bureau and the Bureau of Labor Statistics; professional associations such as the National Education Association, the National Association of Secondary School Principals and the National Vocational Guidance Association; business and labor organizations such as the National Associa-

tion of Manufacturers, the Congress of Industrial Organizations and the American Federation of Labor.

The Service maintains close relationships with those throughout the United States interested in promoting vocational guidance programs through field service which in the last few years has reached every State in the Union and Puerto Rico. This field service involves staff members who act as consultants, make addresses, and offer leadership when requested in the initiation of State and local projects involving vocational guidance activities.

The Service maintains close relationships with State Departments of Education and through them with local school systems. These relationships are promoted by the ability under the Smith-Hughes and George-Deen Acts of those State Departments of Education which so desire to reimburse in part salaries and expenses necessary to conduct supervision in the field of occupational information and guidance in the respective States. About two-thirds of the States already have such supervision. The relationship established between the Federal Office and the States is not administrative but involves field service, conferences, and assistance to and leadership in the promotion of State programs.

Among recent publications of this Service are:

Service in the Armed Forces, a comprehensive description in the form of 376 questions and answers of what the young prospective inductee wants to know about his place in the armed forces (Victory Corps Series, Pamphlet No. 6).

Community Occupational Surveys, a study of 96 local occupational surveys, a number of which are described in detail, in addition to a pattern for attacking this problem in any given community (Vocational Division Bulletin No. 223).

Guidance Books, 1942-43, a selected mimeographed bibliography with annotations describing more important publications in guidance for that year (Misc. 3059).

The Guidance Manual for the High School Victory Corps, a brief but rather comprehensive group of suggestions for organizing a guidance program in any high school adapted to war conditions (Victory Corps Series, Pamphlet No. 4).

Professional Nurses are Needed, a counselor's handbook which enables a high school to complement with proper guidance procedures the efforts of the Government to recruit the 65,000 candidates needed currently for nurses, training (Vocational Division Bulletin No. 10, revised).

References and Related Information—Vocational Guidance for Girls and Women, a comprehensive bibliography of vocational material chosen because of its special relationship to work in women's fields.

United States Civil Service Commission

The United States Civil Service Commission is the central personnel agency of the Federal government. It operates through its Central Office in Washington, D. C., and its 13 regional offices in the 48 States, Hawaii, Alaska, Puerto Rico, and Canal Zone. Among its functions are providing, on request of Federal agencies, qualified personnel, preparing examinations to test fitness of applicants for positions in the Federal service, establishing qualification standards as bases for reinstatement, promotion and transfer,

and providing, through transfers of personnel and stimulation of work improvement programs, for the most effective utilization of employees already in the service.

The Commission does not select personnel for any agency but itself except under special delegation of authority from agencies needing personnel. It is necessary, however, for its staff to keep informed on the special needs of each agency for which it recruits.

In order to perform its functions it is necessary for the Commission to have on its staff persons who are skilled vocational counselors. The number of such persons is not large but there is a continuous need for them. The Commission as the agency of government charged with the responsibility of placing veterans in the Federal service will have a special need for vocational counselors during the period just ahead. This need is due to the increasing number of personnel changes and to the Commission's desire and obligation to make the best possible placements of veterans who will be entering or returning to government employment.

There are many important phases of the Commission's recruitment and placement work which require employees who have competence in vocational counseling. These include the initial interviewing of applicants about their qualifications and fields of interest, and giving them instruction as to the general types of positions in government service; participation in the preparation of examinations; and assistance to persons who seek information about specific positions, and are found qualified for them, giving them information about the nature of the positions and referring them, when it is advisable to do so, to personnel officers or appointing officials in agencies having vacancies to fill.

In the handling of transfers from one agency to another, the Commission is frequently called upon by appointing officials, personnel officers, and agency employees for advice and information as to the positions in which individual employees can use their highest skills.

As former Government employees return from military service and from industry and seek reemployment in Government, the best vocational counselors available will be necessary to fulfill the responsibility of seeing that they are judiciously placed.

APPENDIX A

Directory of Agencies

A. War Manpower Commission Regional Directors

Region

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| <p>I. Boston (8), Mass.,
55 Tremont St.
Telephone: Lafayette-8600.
Joseph A. Smith, Regional
WMC Director.
(Maine, New Hampshire, Ver-
mont, Connecticut, Rhode
Island, and Massachusetts.)</p> <p>II. New York (18), N. Y.
11 West 42d St.
Telephone: Murray Hill 3-6805.
Mrs. Anna Rosenberg, Regional
WMC Director.
(New York State.)</p> <p>III. Philadelphia (7), Pa.,
Stephan Girard Bldg.,
21 South 12th St.
Telephone: Locust 3400.
Francis L. McNamee, Regional
WMC Director.
(Pennsylvania, Delaware, and
New Jersey.)</p> <p>IV. Washington (25), D. C.,
433 Third St. NW.
Telephone: Executive 4660,
Extension 2015.
Henry E. Treide, Regional
WMC Director.
(District of Columbia, Mary-
land, North Carolina, Vir-
ginia, and West Virginia.)</p> <p>V. Cleveland (14), Ohio,
681 Union Commerce Bldg.,
Telephone: Cherry 7900
Euclid Ave. and East 9th St.
Robert C. Goodwin, Regional
WMC Director.
(Kentucky, Michigan, and
Ohio.)</p> <p>VI. Chicago (6), Ill.,
1200 Adams Franklin Bldg.,
222 West Adams St.
Telephone: Andover 3600.
William H. Spencer, Regional
WMC Director.
(Illinois, Indiana, and Wis-
consin.)</p> <p>VII. Atlanta (3), Ga.
Grand Theatre Bldg.,
157 Peachtree St. NE.
Telephone: Walnut 4121.</p> | <p>Dillard B. Lasseter, Regional
WMC Director.
(Alabama, Florida, Georgia,
Mississippi, South Carolina,
and Tennessee.)</p> <p>VIII. Minneapolis (1), Minn.,
500 Midland Bank Bldg.
Telephone: Main 3244.
Frank M. Rarig, Jr., Regional
WMC Director.
(Iowa, Minnesota, Nebraska,
North Dakota, and South
Dakota.)</p> <p>IX. Kansas City (6), Mo.,
1600 Fidelity Bldg.,
911 Walnut St.
Telephone: Victor 7780.
Ed McDonald, Regional WMC
Director.
(Arkansas, Kansas, Missouri,
and Oklahoma.)</p> <p>X. Dallas (1), Tex.
New Mercantile National Bank
Bldg., 6th Floor.
Telephone: L. D. 745.
James H. Bond, Regional
WMC Director.
Major Orville S. Carpenter,
Executive Officer.
Henry LeBlanc, Acting Deputy
Regional WMC Director.
(Louisiana, New Mexico, and
Texas.)</p> <p>XI. Denver (2), Colo.,
221 Equitable Bldg.
Telephone: Gavor 3173.
John R. McCusker, Regional
WMC Director.
(Colorado, Idaho, Montana,
Utah, and Wyoming.)</p> <p>XII. San Francisco (3), Calif.,
701 Furniture Mart Bldg.,
1355 Market St.
Telephone: Klondike 2-2300.
William K. Hopkins, Regional
WMC Director.
(Arizona, California, Nevada,
Oregon, and Washington.)</p> <p>Hawaii. P. O. Box 3680,
Honolulu (11), Hawaii.
Newton R. Holcomb, Terri-
torial Director, War Man-
power Commission.</p> |
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B. War Manpower Commission

State Manpower Directors

State	Name	City	Street and No.	Telephone
Alabama.....	E. L. Marbury.....	Montgomery.....	First National Bank Bldg.....	3-6409.
Arizona.....	Robert D. Kendall.....	Phoenix.....	428 Security Bldg.....	4-5545.
Arkansas.....	Floyd Sharp.....	Little Rock.....	205 Old Post Office Bldg.....	4-7401.
California.....	Sam Kagel ¹	San Francisco.....	153 Kearney St.....	Prospect 4971.
Colorado.....	Hubert R. Harnish.....	Los Angeles.....	1031 South Broadway.....	Tabor 3173.
Connecticut.....	Leroy A. West.....	Denver.....	741 Equitable Bldg.....	
Delaware.....	Wm. I. Fitzgerald.....	Hartford.....	122 Washington St.....	
Florida.....	Elmer H. Smith ¹	Wilmington.....	601 Shipley St.....	
Georgia.....	Russell A. Rasco.....	Tallahassee.....	Tallahassee Adm. Bldg.....	
Idaho.....	Thos. H. Quigley.....	Atlanta.....	86½ Lucky St.....	
Illinois.....	A. J. Tillman.....	Boise.....	802 Grove St.....	6720.
Indiana.....	Charles P. Casey.....	Chicago.....	222 West North Bank Drive.....	
Iowa.....	John K. Jennings.....	Indianapolis.....	105 South Meridian St.....	
Kansas.....	Geo. D. Haskell.....	Des Moines.....	112 11th St.....	
Kentucky.....	Edward W. Franzke.....	Topeka.....	439 New England Bldg.....	
Louisiana.....	W. H. Fraysure.....	Frankfort.....	122 Logan St.....	
Maine.....	Robert D. Reeves.....	Baton Rouge 1.....	742 Laurel St.....	2-2661.
Maryland.....	Paul E. Jones.....	Augusta.....	331 Water St.....	
Massachusetts.....	L. B. Fenneman.....	Baltimore.....	3002 O'Sullivan Bldg.....	
Michigan.....	Powell Cabot.....	Boston.....	881 Commonwealth Ave.....	Randolph 2808.
Minnesota.....	Edward L. Cushman.....	Detroit.....	1164 Penobscot Bldg.....	
Mississippi.....	Dreng Bjornaraa.....	St. Paul.....	369 Cedar St.....	
Missouri.....	James M. Bryant.....	Jackson 110.....	524 East Capitol St.....	
Montana.....	Frank M. Bristow.....	Jefferson City.....	1101 Capitol Ave.....	3080.
Nebraska.....	O. C. Lamport.....	Helena.....	11 Edwards St.....	Helena 2880.
Nevada.....	Mary A. Sawtell.....	Lincoln.....	P. O. Box 1033.....	2-4096.
New Hampshire.....	William Royle.....	Reno.....	309 North Virginia St.....	
New Jersey.....	Aboy L. Wilder.....	Concord.....	32 South Main St.....	
New Mexico.....	Thomas A. Costello.....	Trenton.....	219 East Hanover.....	7791.
New York.....	Lonie E. Ruffin.....	Albuquerque.....	111 South 6th St.....	
	Richard Brockway.....	New York.....	11 West 42d St.....	

North Carolina.....	Jos. S. Dorton.....	Raleigh.....	Carwell Bldg., Box 2209.....
North Dakota.....	Don Larin.....	Bismarck.....	305½ No. Broadway.....
Ohio.....	E. L. Keenan.....	Columbus 6.....	427 Cleveland Ave.....
Oklahoma.....	D. O. Vandivier.....	Oklahoma City 2.....	425 American National Bank Bldg.....
Oregon.....	L. C. Stoll.....	Portland.....	300 Central Bldg.....
Pennsylvania.....	Carl Har ¹	Harrisburg.....	1835 North 3d St.....
Rhode Island.....	Thomas H. Bride.....	Providence.....	901 Union Trust Bldg.....
South Carolina.....	Malcolm Miller.....	Columbia.....	1001 Main St.....
South Dakota.....	R. R. Benedict.....	Aberdeen.....	422½ South Main.....
Tennessee.....	R. P. Clift.....	Nashville.....	Warner Bldg.....
Texas.....	C. E. Belk.....	Anstin.....	204 Brown Bldg.....
Utah.....	Jos. S. Mayer.....	Salt Lake City.....	320 Atlas Bldg.....
Vermont.....		Montpelier.....	7 School St.....
Virginia.....	Frank A. Cavedo.....	Richmond.....	306 Broad-Grace Arcade Bldg.....
Washington.....	A. F. Hardy.....	Seattle.....	201 Ranke Bldg.....
West Virginia.....	A. Edmiston.....	Charleston.....	614 Chamber of Commerce Bldg.....
Wisconsin.....	Wm. E. O'Brien.....	Madison.....	1 West Wilson St.....
Wyoming.....	James W. Morgan.....	Casper.....	P. & R. Bldg.....
Alaska.....	Arthur A. Hedges.....	Juneau.....	124 Marine Way, P. O. Box 471.....
Hawaii.....	Newton R. Holcomb.....	Honolulu 11.....	P. O. Box 3680.....
Puerto Rico.....	A. M. Rucker ¹	San Juan 22.....	5 J. C. Beibosa St.....

¹ Acting State Manpower Director.

C. Veterans' Administration

Information regarding the Vocational Rehabilitation Service of the Veterans' Administration may be secured by addressing the Manager of the Veterans' Administration in the following locations:

Albuquerque, N. Mex.

Atlanta, Ga.

Batavia, N. Y.

Bay Pines, Fla.

Boise, Idaho

Boston, Mass.

Brecksville, Ohio

Bronx, N. Y.

Cheyenne, Wyo.

Columbia, S. C.

Dayton, Ohio

Dearborn, Mich.

Denver, Colo.

Des Moines, Iowa

Fargo, N. Dak.

Fayetteville, N. C.

Fort Harrison, Mont.

Fort Howard, Md.

Hines, Ill.

Huntington, W. Va.

Indianapolis, Ind.

Jackson, Miss.

Jefferson Barracks, Mo.

Kansas City, Mo.

Lexington, Ky.

Lincoln, Nebr.

Little Rock, Ark.

Los Angeles, Calif.

Lyons, N. J.

Manchester, N. H.

Minneapolis, Minn.

Montgomery, Ala.

Murfreesboro, Tenn.

Muskogee, Okla.

Newington, Conn.

New Orleans, La.

Philadelphia, Pa.

Pittsburgh, Pa.

Portland, Oreg.

Providence, R. I.

Reno, Nev.

Roanoke, Va.

Salt Lake City, Utah

San Francisco, Calif.

Seattle, Wash.

Sioux Falls, S. Dak.

Togus, Maine

Tucson, Ariz.

Waco, Tex.

White River Junction, Vt.

Wichita, Kans.

Wood, Wis.

D. Federal Security Agency—Vocational Rehabilitation

To assist the States in preparing plans so that they may qualify for Federal grants, the Federal Security Agency has established eight regional offices, each with a regional representative who will aid in implementing close working relationships between Federal and State Governments. For the benefit of those who may wish to seek information from the regional offices, the names and addresses of the representatives are listed:

<i>Region I</i>	<i>Representative and Office Address</i>
Connecticut, Maine, Massachusetts, New York, Rhode Island, and Vermont.	Mr. Homer L. Stanton, Rochambeau Bldg., 815 Connecticut Ave. NW., Washington (25), D. C.
<i>Region II</i>	
Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, and West Virginia.	Mr. Irwin M. Ristine, Rochambeau Bldg., Room 107, 815 Connecticut Ave. NW., Washington (25), D. C.
<i>Region III</i>	
Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee, and Puerto Rico.	Mr. Heber B. Cummings, 441 West Peachtree St., Atlanta (3), Ga.
<i>Region IV</i>	
Illinois, Indiana, Kentucky, Michigan, Ohio, and Wisconsin.	Miss Tracy Copp, Bankers Bldg., 105 West Adams St., Chicago (3), Ill.
<i>Region V</i>	
Iowa, Minnesota, Nebraska, North Dakota, and South Dakota.	Mr. John R. Lasher, Room 438, Midland Bank Bldg., 4th St. and 2d Ave., Minneapolis (1), Minn.
<i>Region VI</i>	
Arkansas, Kansas, Louisiana, Missouri, New Mexico, Oklahoma, and Texas.	Mr. R. Doyle Best, 414 Dierks Bldg., 1006 Grand Ave., Kansas City (6), Mo.
<i>Region VII</i>	
Colorado, Idaho, Montana, Utah, and Wyoming...	Mr. Harold C. Corpening, Room 345-47, Equitable Bldg., Denver (2), Colo.
<i>Region VIII</i>	
Arizona, California, Nevada, Oregon, Washington, and Hawaii.	Mr. Frank J. Clayton, Room 1001, Humboldt Bank Bldg., 785 Market St., San Francisco (3), Calif.

Federal Security Agency

E. U. S. Office of Education

Occupational Information and Guidance Service

Washington

March 1944

STATE SUPERVISORS OF OCCUPATIONAL INFORMATION AND GUIDANCE

Arizona.....	Lafe L. Nelson, Director of Research and Guidance, Phoenix.
Arkansas.....	Dolph Camp, Supervisor, Occupational Information and Guidance, Little Rock.
California.....	H. B. McDaniel, Supervisor, Occupational Information and Guidance, Sacramento.
Colorado.....	Dwight C. Baird, Supervisor, Occupation Information and Guidance, State Board for Vocational Education, Room 210, State Office Bldg., Denver.
Connecticut.....	Robert H. Mathewson, Supervisor of Youth Personnel Services, Bureau of Youth Services, Hartford.
Delaware.....	John Shilling, Assistant in charge of Secondary Schools and Director of Guidance, State Department of Public Instruction, Dover.
District of Columbia...	Mrs. Mildred Percy, Head, Department of Guidance and Placement, Divisions 1-9, Public Schools, Central High School, Washington.
	Mrs. T. C. Alexander, Head, Department of Guidance and Placement, Divisions 10-13, Public Schools, Sumner School, 17th and M Sts. NW., Washington.
Georgia.....	Rufus Pulliam, Supervisory, Occupational Information and Guidance, State Department of Education, Atlanta.
Hawaii.....	W. H. Coulter, Supervisor, Occupational Information and Guidance, Honolulu.
Illinois.....	Mrs. Pearle K. Sutherland, Acting Supervisor, Occupational Information and Guidance, State Board for Vocational Education, Springfield.
Indiana.....	J. Fred Murphy, Supervisor, Occupational Information and Guidance, Indianapolis.
Kansas.....	W. T. Markham, Supervisor, Occupational Information and Guidance, State Board for Vocational Education, Topeka.
Louisiana	Elmer E. Puls, Supervisor, Occupational Information and Guidance, State Department of Public Education, Baton Rouge.
Maine.....	Dana M. Cotton, Supervisor, Occupational Information and Guidance, Augusta.
Maryland.....	R. Floyd Cromwell, Supervisor, Occupational Information and Guidance, 1111 Lexington Bldg., Baltimore.
Massachusetts.....	Joseph Bedard, Acting Supervisor, Occupational Information and Vocational Counseling, 200 Newbury St., Boston.
	Warren E. Benson, Supervisor, Occupational Guidance and Placement, Boston.
Michigan.....	Carl M. Horn, Chief, Occupational Information and Guidance, State Board of Control for Vocational Education, 115 West Allegan St., Lansing.
Missouri.....	Glenn E. Smith, Supervisor, Occupational Information and Guidance, State Department of Public Schools, Jefferson City.

Montana.....	W. Leo Smith, Supervisor of Distributive Education and Occupational Information and Guidance, State Department of Public Instruction, Helena.
New Mexico.....	Mrs. Marianne Geyer, State Director of Secondary Education and Guidance, Santa Fe.
New York.....	George E. Hutcherson, Chief, Bureau of Guidance, The State Education Department, Albany.
North Carolina.....	Ella Stephens Barrett, Acting Supervisor, Occupational Information and Guidance, State Department of Public Instruction, Raleigh.
North Dakota.....	Stanley Ostrom, Acting Supervisor, Occupational Information and Guidance, State Board for Vocational Education, 211 South 11th St., Fargo.
Ohio.....	Glen C. West, Supervisor, Occupational Information and Guidance, Columbus.
Oregon.....	Winston Purvine, Acting Supervisor, Occupational Information and Guidance, Salem.
Pennsylvania.....	Leonard M. Miller, Chief, Occupational Information and Guidance, State Department of Public Instruction, Harrisburg.
Puerto Rico.....	John H. Hughes, Insular Supervisor, Occupational Information and Guidance, Insular Board for Vocational Education, San Juan.
South Dakota.....	M. J. Emerson, Supervisor, Occupational Information and Guidance, State Department of Public Instruction, Pierre.
Utah.....	Antone K. Romney, State Supervisor, Occupational Information and Guidance, State Department of Public Instruction, Salt Lake City.
Vermont.....	Edwin W. Davis, Director of Educational Research and Guidance, State House, Montpelier.
Washington.....	Fred Westberg, Acting Supervisor, Occupational Information and Guidance, State Board for Vocational Education, Box 97, Olympia.
West Virginia.....	Charles P. Harper, Supervisor, Occupational Information and Guidance, Charleston.
Wisconsin.....	John H. Armstrong, Supervisor, Occupational Information and Guidance, State Department of Public Instruction, Madison. Mrs. Jennie M. Turner, Supervisor and Teacher Trainer, State Board of Vocational and Adult Education, State Office Bldg., Madison.
Wyoming.....	Raymond S. Orr, Supervisor, Occupational Information and Guidance and Director of Research, State Department of Public Instruction, Cheyenne.

Rhode Island has had amendments approved, but has not initiated supervision.

F. A Selected List of National Organizations Interested in Vocational Guidance

(Adapted from *Occupations, the Vocational Guidance Magazine for October 1938*)

- ACGPA. See American Council of Guidance and Personnel Associations.
- Affiliated Schools for Workers, Inc., 302 East 35th St., New York, N. Y.
- Alliance for the Guidance of Rural Youth, 401-402 Grace-American Bldg., Richmond, Va.
- American Association for Applied Psychology, Alice I. Bryan, South Hall, Columbia University, New York, N. Y.
- National Vocational Guidance Association, 525 West 120th St., New York, N. Y.
- American Association of Engineers, 8 South Michigan Ave., Chicago, Ill.
- American Association of University Women, 1634 I St. NW., Washington, D. C.
- American Association to Promote the Teaching of Speech to the Deaf, 1537 35th St. NW., Washington, D. C.
- American College Personnel Association, Secretary, Thelma Mills, Director of Student Affairs for Women, University of Missouri, Columbia, Mo.
- American Council of Guidance and Personnel Associations, Miss Gladys Gove, National Federated Business and Professional Women's Clubs, 1819 Broadway, New York, N. Y.
- American Council on Education, 744 Jackson Pl. NW., Washington, D. C.
- American Federation of Labor, 901 Massachusetts Ave. NW., Washington, D. C.
- American Foundation for the Blind, 15 West 16th St. New York, N. Y.
- American Occupational Therapy Association, 175 5th Ave., New York, N. Y.
- American Psychological Association, Willard Olson, University of Michigan, Ann Arbor, Mich.
- American Society for the Hard of Hearing, 1537 35th St. NW., Washington, D. C.
- American Vocational Association, Inc., 1010 Vermont Ave. NW., Washington, D. C.
- American Women's Association, 353 West 57th St., New York, N. Y.
- American Youth Commission of the American Council on Education, 744 Jackson Pl. NW., Washington, D. C.
- Association of Colleges and Secondary Schools for Negroes, L. S. Cozart, Secretary, Barber-Scotia College, Concord, N. C.
- B'nai B'rith Hillel Foundation. B'nai B'rith, 1003 K St. NW., Washington, D. C.
- Boy Scouts of America, 2 Park Ave., New York, N. Y.
- Boys' Clubs of America, Inc., 381 4th Ave., New York, N. Y.
- Braille Institute of America, 741 North Vermont Ave., Los Angeles, Calif.
- Child Study Association of America, 221 West 57th St., New York, N. Y.
- Children's Bureau, United States Department of Labor, Washington, D. C.
- Council of Jewish Federations and Welfare Funds, Inc., 71 West 47th St., New York, N. Y.
- Engineers' Council for Professional Development, 29 West 39th St., New York, N. Y.
- Federal Committee on Apprentice Training, United States Department of Labor Washington, D. C.
- Federated Council on Art Education, 745 5th Ave., New York, N. Y.
- Four-H Clubs, Extension Division, U. S. Department of Agriculture, Washington, D. C.
- Future Farmers of America, Division of Vocational Education, United States Office of Education, Washington, D. C.
- General Federation of Women's Clubs, 1734 N St. NW., Washington, D. C.
- Girls' Service League of America, 138 East 19th St., New York, N. Y.
- Handicapped: (Organizations interested in the occupational adjustment of the handicapped.) See under American Association to Promote the Teaching of Speech to the Deaf; American Foundation for the Blind; American Occupational Therapy Association; American Society for the Hard of Hearing; Braille Institute of America; National Society for the Prevention of Blindness; National Committee for Mental Hygiene; National Rehabilitation Association.
- International Association of Altrusa Clubs, Inc., 701 North Michigan Ave., Chicago, Ill.
- International Association of Public Employment Services, Secretary, B. C. Seiple, 8 City Hall, Cleveland, Ohio.
- Jewish Welfare Board, 220 5th Avenue, New York, N. Y.

- Joint Vocational Service, Inc., 130 East 22d St., New York, N. Y.
- Kiwanis International, 2225 McGraw-Hill Bldg., 520 North Michigan Ave., Chicago, Ill.
- Metropolitan Junior Achievement, Inc., 16 East 48th St., New York, N. Y.
- Mortar Board (national honor society for College Women), 80 East Willis Ave., Detroit, Mich.
- National Association of Deans of Women, 1201 16th St. NW., Washington, D. C.
- National Association of State Directors of Vocational Education, Secretary, Irvin S. Noall, State Director of Vocational Education, Salt Lake City, Utah.
- National Catholic Welfare Conference, 1312 Massachusetts Ave. NW., Washington, D. C.
- National Child Labor Committee, 419 4th Ave., New York, N. Y.
- National Committee for Mental Hygiene, Inc., 1790 Broadway, New York, N. Y.
- National Committee on Household Employment, 525 West 120th St., New York, N. Y.
- National Congress of Colored Parents and Teachers, 20 Blvd. NE., Atlanta, Ga.
- National Congress of Parents and Teachers, 1201 16th St. NW., Washington, D. C.
- National Conference on Rehabilitation, 1790 Broadway, New York, N. Y.
- National Council of Jewish Women, Inc., 1819 Broadway, New York, N. Y.
- National Education Association of the United States, 1201 16th St. NW., Washington, D. C.
- National Federation of Business and Professional Women's Clubs, 1819 Broadway, New York, N. Y.
- National Institutional Teacher Placement Association. Secretary, Mrs. Mary B. Bondurant, University of Georgia, Athens, Ga.
- National Rehabilitation Association, State Capitol, Frankfort, Ky.
- National Society for the Prevention of Blindness, 50 West 50th St., New York, N. Y.
- National Urban League for Social Service Among Negroes, 1133 Broadway, New York, N. Y.
- National Vocational Guidance Association, 525 West 120th St., New York, N. Y.
- Optimist International, 1721 Railway Exchange Bldg., St. Louis, Mo.
- The Osborne Association, Inc., 114 East 30th St., New York, N. Y.
- Personnel Research Federation, 29 West 39th St., New York, N. Y.
- Phi Delta Kappa, a professional fraternity in education, 2034 Ridge Rd., Homewood, Ill.
- Protestant Episcopal Church, The National Council, 281 4th Ave., New York, N. Y.
- Psychological Corporation, 522 5th Ave., New York, N. Y.
- Quota Club International, 1204 18th St., NW., Washington, D. C.
- Rotary International, 35 East Wacker Drive, Chicago, Illinois.
- Sons of the American Legion, 777 North Meridan St., Indianapolis, Ind.
- Teachers College Personnel Association, Nora A. Congdon, Secretary, Colorado State College of Education, Greeley Colo.
- United States Civil Service Commission, Washington, D. C.
- United States Department of Agriculture. See Four-H Clubs.
- United States Department of Labor, Washington, D. C.
- United States Employment Service, Washington, D. C.
- United States Office of Education, Washington, D. C.
- United States Office of Indian Affairs, Department of the Interior, Washington, D. C.
- Western Personnel Service, 30 North Raymond Ave., Pasadena, Calif.
- Women's Bureau, United States Department of Labor, Washington, D. C.
- Workers Education Bureau of America, 1440 Broadway, New York, N. Y.
- Young Men's Christian Associations of the United States of America, National Council of, 347 Madison Ave., New York, N. Y.
- Young Women's Christian Association of the United States of America, 600 Lexington Ave., New York, N. Y.
- Zonta International, 59 East Van Buren St., Chicago, Ill.

APPENDIX B

The Connecticut Program of Community Organization and Training

For the Occupational Adjustment and Re-employment of Veterans and Displaced War Workers

The Connecticut Re-employment Commission, Carl Gray, Chairman
Everett Light, Director

Purpose and Scope

The purpose of the Connecticut plan is to facilitate the satisfactory transfer into appropriate jobs of demobilized servicemen and displaced war workers.

The intention of the program is to utilize in the re-employment process all existing federal, state and local agencies in a coordinate and systematic manner.

The key unit of coordinate action in the Connecticut plan is the community. A report of the Commission dated December 28, 1943, to Governor Raymond E. Baldwin states: "We conceive as our objective, therefore, the organization of the State of Connecticut by separate communities into functioning units, each keenly aware of its particular problems, and equipped through specific information to cope on a local level with the post-war problem of unemployment."

Thus the activities of all federal and state agencies are conceived as focussing upon the problems of individuals in their local communities.

Coordination is effectuated on the state level through the Re-employment Commission but the primary and basic coordination and focus of efforts is at the community level. Where local communities combine their efforts in the larger metropolitan areas on a district basis, this is still conceived as a local organizational enterprise growing out of local needs, conditions and initiative.

Key Features of the Program

On the community level, all services are mobilized and coordinated through a single post-war adjustment committee or council representative of all elements in the community. The post-war adjustment committee and the Veterans Advisory Committee of Selective Service are identical in all communities where organized. The Connecticut Re-employment Commission is also acting as the State Veterans' Advisory Committee for Selective Service.

The four major features of the Connecticut plan are listed below.

1. *Organization and Coordination.*—The organization and coordination of community resources to meet the adjustment needs of returning veterans and displaced war workers where possible. The development of occupational, educational and other types of opportunity needed to aid adjustment.

Note.—As a suggestion to those who are responsible for setting up state and local committees to administer a program of occupational adjustment, a brief description of the Connecticut State Plan for community organization and training is presented. This is cited merely as an illustration since other excellent state plans have been formulated and the Advisory Committee is not in a position to pass judgment upon any one.

2. *Adjustment Services*.—Provision on a coordinated basis of agency services: (Federal, State, and local):
 - (a) Reception, information and referral service
 - (b) Registration and placement in job opportunities; advisory interviewing in connection with placement
 - (c) Educational and vocational guidance
 - (d) Training
 - (e) Rehabilitation
 - (f) Social and economic welfare and health service
3. *Research*: Study of existing and potential employment opportunities on the state and local level.
4. *Training of Community Personnel Workers*: Orientation and training of community personnel workers for postwar adjustment personnel work, conducted cooperatively by the University of Connecticut and the State Department of Education.

Cooperation Community Agencies and Their Functions

A brief list of cooperation agencies and their functions is given below:

Selective Service Re-employment Committeeman.—Reception of returning servicemen; referral to various cooperating agencies; information center for data concerning servicemen; information on available community services.

United States Employment Service.—Registration and placement into available job opportunities; employment counsel associated with placement; information center; referral to various cooperating agencies; provision of research data on employment opportunities and trends. Veterans' employment representatives will maintain placement services for servicemen.

Veterans' Administration.—Educational and occupational diagnosis and adjustment of all cases among veterans where disability pension has been allowed and where eligibility for rehabilitation exists; also additional prescribed services for veterans in the field of employment, legal aid and economic welfare; such other administrative functions in the total veteran program as may be delegated by national legislation.

Bureau of Rehabilitation Service—State Board of Education.—Educational and occupational diagnosis and adjustment of all civilian handicapped cases, plus handicapped veterans not receiving disability pensions.

Educational System—Local and State.—Educational and vocational guidance; training (including training of community personnel workers for post-war adjustment work); educational programs; selection of trainees for short and long-term courses; information centers.

Social, Health, and Welfare Agencies.—Provision of services for economic welfare; special social and health services. Organizations providing such services include: Veterans' Home Commission, veterans' organizations, Red Cross, Mental Hygiene Clinics and others.

The Commission believes that the problem of individual adjustment and employment can be solved primarily by combined and cooperative action in local communities. "It is important," the Commission de-

clares in its report to the Governor, "that each agency and each civic group participating in the effective development and operation of the present and post-war employment program realize the responsibilities of its respective group and conduct those responsibilities in cooperation with, but without encroachment upon, the field of operation of, the other agencies involved. The Connecticut Re-employment Commission is not an operating agency but is made up of representatives of many operating agencies and interested groups."

Training Program for Community Service and Personnel Workers in the Field of Post-War Adjustment of Individuals and Groups

The Connecticut program assumes that all community service personnel workers will be dealing, at one time or another, with the problems of individual servicemen and displaced war workers. The purpose of the Connecticut personnel training program, therefore, is to orient and prepare all types of community personnel workers the better to aid the adjustment of individuals with whom they may come in contact in their various agencies and organizations.

The training program, beginning March 23d in an initial trial course at Waterbury, Connecticut, contemplates two major branches of training:

1. General orientation of all types of community personnel workers.
2. Specialized and advanced courses for professional technicians in the field of adjustment.

In addition, brief institutes or series of conference sessions may be held in those communities undertaking preliminary organizational work. Such institutes will be given under the general heading of "Organizing Post-War Community Adjustment Programs."

- I. *Orientation Program:* The main program of training to be undertaken initially will be a course to orient community personnel workers of all types in the problems of returning servicemen, how they may best be met, and occupational conditions which will influence adjustment.

Students of the course will be nominated by local agency heads and will comprise: employment service interviewers, school counselors, adult education directors and supervisors, business and industrial personnel workers, social workers, selective service re-employment committeemen, agricultural extension workers and others performing regular personnel work in the community.

The course will comprise the following major units and will be given in various centers throughout the state during the coming months. Number of sessions will range from 10 to 15, two hours each.

- (a) Nature and dimensions of the adjustment problem.
- (b) Problems of returning veterans, former war workers and others in need of occupational adjustment.
- (c) The industrial and occupational pattern.
- (d) Methods of adjustment in dealing with typical individual and group problems.
- (e) Utilizing community resources.

The orientation program is not designed as a course in counseling but to assist community personnel workers in gaining a

better understanding of typical problems to be encountered, how these problems may be met on the level of agency competence and how they may be referred to more specialized agencies according to the nature of the problem to be dealt with.

II. *Specialized Courses.*—More specialized courses which will be offered in the total training program will include the following:

- (a) Post-war occupational opportunities (6 to 10 sessions).
- (b) Courses in clinical guidance and counseling. (Various courses of university grade.)
- (c) Employment service interviewing and other specialized courses in employment work.
- (d) Rehabilitation work.

Colleges, universities and the State Department of Education will cooperate in providing courses as needed. Some courses will be given as in-service training by the respective agencies.

Progress of Program

In obtaining cooperation between federal, state and local activities in this field, the Connecticut Re-employment Commission program has necessarily been flexible in adapting to conditions and needs as they arise. Local variation within the general framework of the state plan is expected and encouraged. Experimental demonstrations have been made, in Stamford of the community organizational program, and in Waterbury of the orientation and training program. Organization of communities, coordination and establishment of all services on the district and community level, and other features of the program have not been completed by any means. All activities are in the developmental stage. It is anticipated, however, that the program will proceed largely in the major directions already outlined and demonstrated.

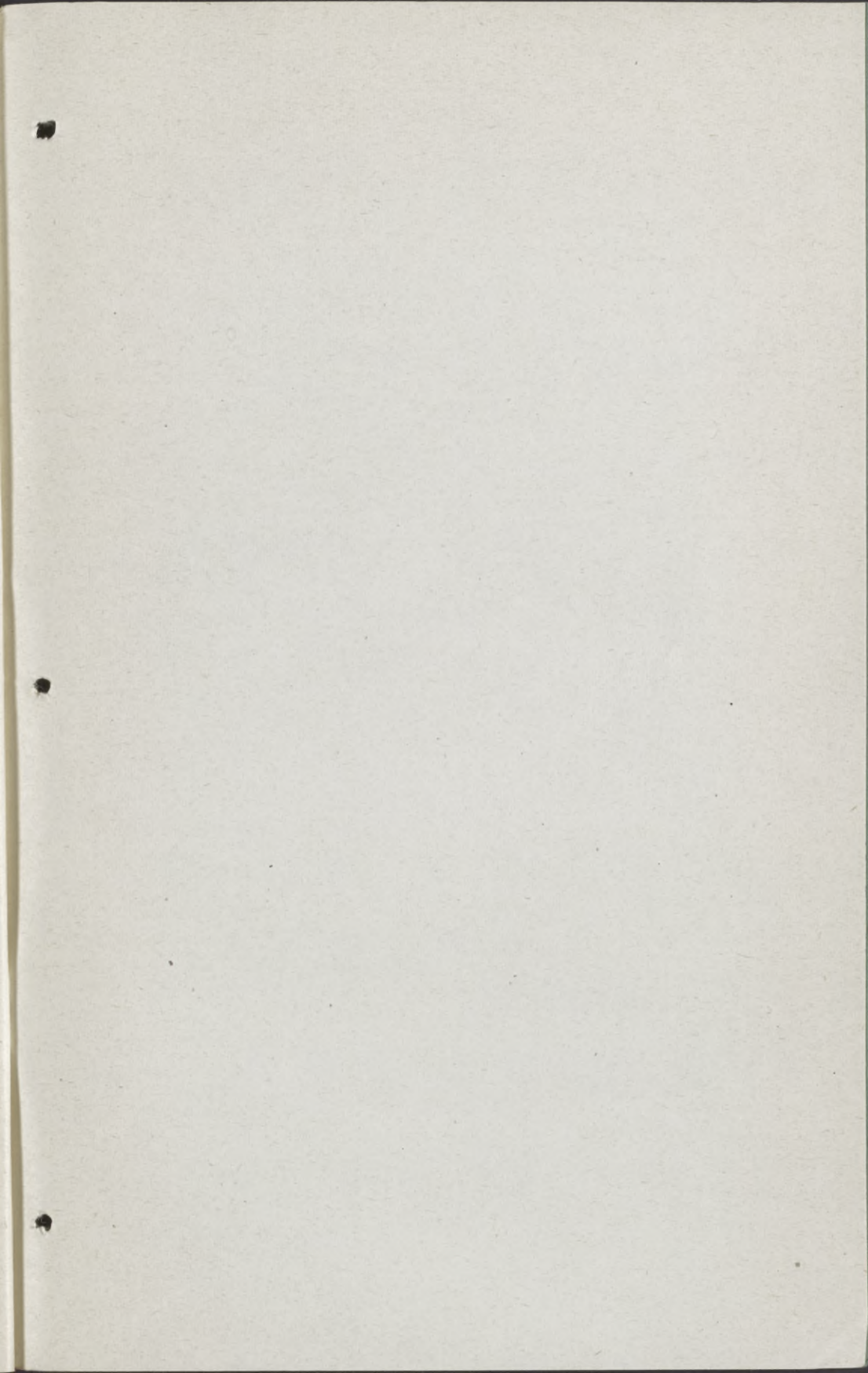
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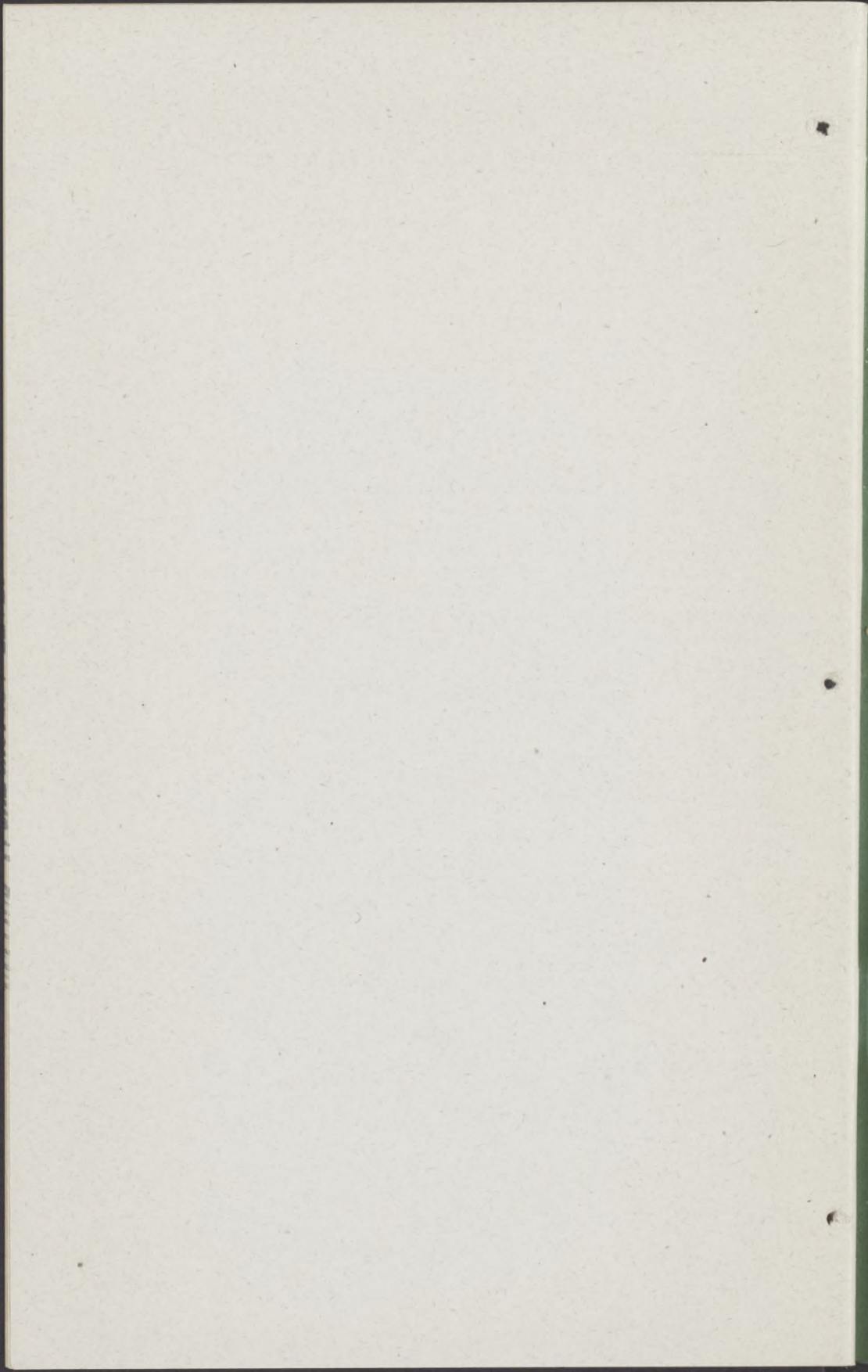
CHAPTER II

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- Col. John N. Andrews, Post War Activities Officer, National Selective Service System.
- K. Vernon Banta, Veterans' Employment Service Division, Bureau of Placement, War Manpower Commission.
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- C. L. Shartle, Chief, Occupational Analysis and Manning Tables Division, Bureau of Manpower Utilization, War Manpower Commission.
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* Chairman.

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- I. Qualifications and Duties of a Vocational Counselor:
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- II. Training Courses for the Vocational Counselor:
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- III. Community Organization:¹
- Col. John N. Andrews.
 - Mr. K. Vernon Banta.
 - Mr. Harry A. Jager—Chairman.
 - Mr. Michael J. Shortley.

¹ The report of the Committee on Community Organization has been omitted because it was prepared before the executive order setting up the Reemployment and Retraining Administration was issued. The policy of this Administration had not been announced at the time this booklet was prepared, but it will of course be binding on Federal agencies. It was deemed advisable not to publish a report which might turn out to be in conflict with the established policy of the Government.

