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ORGANIZATION AND STRUCTURE OF SCHOOL-BASED PLACEMENT SERVICES

DISSERTATION

Presented in Partial Fulfillment of the Requirements of the Doctorial Degree of Philosophy in the Graduate School of The Ohio State University

By

Raymond A. Wasil, B.S., M.A.

The Ohio State University 1977

Reading Committee

Herman Peters
Donald Tosi
Neil Vivian

Approved By

Herman J. Peters
Advisor
Faculty of Special Services
TO - PAT
ACKNOWLEDGMENTS

I wish to thank the many persons who have contributed to this study. My particular appreciation goes to my fellow workers from other states who so generously gave of their time and shared their expertise with me in the area of school-based placement.

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Last, but not least, it was my family - my wife, Pat, and our children, Craig, Jeff and Melissa - who contributed not only their love and patience but the time I would normally have spent with them to this study. It would not have been possible for me to do the research and to concentrate on this subject area were it not for their support.
V I T A

Raymond A. Wasil

December 9, 1931
Born - Akron, Ohio

1949 - 1953
United States Air Force

1953 - 1956
Employed in construction and industry

1956 - 1960
Kent State University

1960
B.S. - Kent State University

1960 - 1961
Jr. High School Special Ed. Teacher

1961 - 1962
Jr. High School History/Geography Teacher

1962 - 1964
High School Teacher - Social Studies

1964
M.A. - Kent State University

1964 - 1966
High School Counselor

1966 - 1971
Central Office Coordinator for Guidance/Counseling Services and Industry/Education Programs - Akron Public Schools, Akron, Ohio

1971 - 1975
Director for Akron-Summit County Job Placement Department

1975 - 1977
State Director, Division of Guidance and Testing, Ohio Department of Education

PUBLICATIONS


Placement (Flier), Ohio Department of Education, Division of Guidance and Testing, 1975.


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CHAPTER I

INTRODUCTION

PURPOSE

This study will address itself to responding to questions which have been raised regarding school-based placement services. The study will isolate and identify those major forces which are mandating the implementation within the public school setting of school-based placement services. This study will seek to isolate and identify those forces. Nationally, there are also organizations which are available to aid public education in the implementation of school-based placement services. A purpose of the study will be to identify those organizations and the services they provide or the functions they perform. Another purpose of the study is to identify nationally, on a selection basis, the commonalities which exist within currently operating school-based placement operations in states which have mandated those services as well as in states which have local placement services in operation. The last purpose of the study is to identify the commonalities which exist within currently operating placement services in terms of pre-employment preparation activities.

NEED FOR THE STUDY

For many of our youth, that period of time which marks a transition from school to work constitutes a period of
social and emotional adjustment to the adult world. When a youth leaves the social cultural milieu of the school and enters the adult world, a form of cultural shock often results (H. Kirk Dansereau, 1961). New adult values and required behavioral patterns are expected. Youth are no longer children in a sheltered setting but responsible adults on their own in a grown up world. It is assumed that they will and can accept responsibility and are able and willing to work at a task without constant supervision. For many of our youth, these are unrealistic expectations. The new demands placed upon them create a situation of frustration and often hostility. New patterns of behavior relative to the new situations must be developed. These new patterns must not only be learned but they must be integrated into the individual's pattern of behavior. An internalization process must also take place if the individual is to meet the needs of the new situation. This period or process of adjustment is time consuming. Cultural values, family aspirations, peer pressures in the schooling process and setting alone have served to condition and modify the individual. Conflicts arise in determining what values are deemed aspirational and practical. Youth must learn to adjust and modify their perceived self-images in order to realistically evaluate the position that they may wish to hold in adult society (Nathaniel J. Pallone and Marion Hosinski).
This process of reevaluation and reintegration of values and perceptions as well as of modes of operation requires assistance of a supporting nature. There is a degree of insecurity generated by new experiences which is natural and normal in any transitional process and which is, in effect, generated by the process of transition itself. Youth do not suddenly become adults, however, they do begin to flex their individual wills, prior to the time that they experience a series of relationships which might restrict their wills. This constitutes a period of adjustment and a period in which the fetters, which may have been forged in the past, are broken and new ones forged. This process of transition from a dependency to an independency status constitutes a change of both will and action. It cannot be assumed that adults will be able to weigh the younger generation on their own scale of measure for each is a product of different environments.

Often the problem of youth exiting school is not one of finding employment, but rather one of retaining employment, an upward job mobility according to William Amos (1964). Many youth cannot accept responsibility nor adjust to supervision. Michael Carter (1962) claims that adjustment problems are related to new situational requirements such as getting used to longer hours, not always being accepted by other workers and learning the ways of the boss.
and the work group. It would appear that most problems stem from specific rather than from general work situations. William Dailey (1963) feels that recent graduates must adjust and develop a working relationship with management processes, customs, experiences and organized policies. Often a new youthful employee will be forced to go the route before being accepted. Youthful employees may antagonize older employees by their concept of their own knowledge and importance and by their attempts to initiate spectacular changes over night. Marcia Freedman (1963) has questioned the effectiveness of work study programs and promoting adjustment to the work world. She stated that these programs are based on the premise that any work experience will have a positive effect, ignoring the fact that many of the work experiences available to inexperienced youth are, in actuality, marginal types of work. She states that there is a feeling that many work experiences have negative effects and cause further frustrations and dissatisfaction. When individuals try to reconcile the products and by-products of work with their own values, goals and expectations, some of these negative effects may surface. According to John Gardner (1960), schools do a reasonably good job in preparing the youth for work in terms of skills. But he voices concerns on whether the schools are actually aiding our youth to make the transition from school to work. He feels that there is a need
to not only direct students towards future career goals but to help them in the transition from school through initial work experiences until youth feel that they have found a place in adult society.

Youth are often placed in a most uncomfortable position. They are asked to surrender many of their attitudes and modes of functioning which were accepted by their school peer groups. Often nothing is provided to replace these values. New ways of functioning which affect their life style are also imposed upon them. An employment situation alone cannot guarantee that a change of values, attitudes or life style will take place. Each value must be replaced with a similarly weighted one. The transition must be one which will permit individuals to retain their dignity and positive self-concepts. There is a need for services which are supporting in this type of transitional process (John Gardner).

For the most part, youth are taught to play the game within the school setting. They rapidly learn the rules of the educational structure and learn to survive and manipulate the system it represents. Youth are, in effect, wearing many masks which they present upon demand, according to the occasion. The great motivation of acceptance being the prime mover for mode of action and reaction. For the most part, we have denied them meaningful activities which will prepare them for work demands which differ from school
demands. The youth are no longer members of a peer group when they are out in society, but are rather entry members of a working group, which may span many years in terms of age and experience. Mistakes in school assignments may have resulted in only minimal repercussions, whereas mistakes in work might have far reaching repercussions affecting many others and resulting in a monetary loss to the employer as well. In a school setting, youth may have become disenchanted with school and they either drop out mentally or physically leave the school facility. Those who leave physically join the ranks of the unemployed and those who stay in school join the ranks of mental dropouts. In a working situation where repetitive work may be typical or responsibility is involved, youth cannot goof off or drift through the work situation (Willard Keer and Rudolph Keil, 1963). There is an interdependency which might be disturbed and which would result in repercussions affecting other employees. Counseling and assistance is necessary to aid our youth to define and redefine their goals and objectives upon realistic lines of expectations. These youth need supporting services directed towards aiding them to make the transition to the world of work and during a period of time in the initial work experiences.

QUESTIONS

The questions responded to in this study are:

1. What are the identifiable forces which are converging on public education institutions to force
those institutions to provide school-based placement services?

2. What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?

3. What commonalities exist within currently operating placement services in terms of organization for delivery of services?

4. What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities

DEFINITIONS

Convergence Forces - Those forces which are directing themselves to public education and are forcing changes in the priorities and mission of public education. They are legislation, dissatisfaction of parents, students and employers and an awareness of need for change by educators.

Pre-Employment Preparation - Those activities conducted in school or shortly after a youth exits school which deal with preparing the youth to obtain and retain employment. They are not job skill in nature, but deal with the process of obtaining employment. Activities and training may be conducted by teachers, counselors or placement specialists. Community resources are utilized to aid placement specialists. Community resources are utilized to
a maximum degree. Training, basically, is related to areas such as job interview, job application, resume, employer expectations, use of yellow pages of the telephone book and other need areas. Classroom or group settings are used in conducting activities.

School-Based Placement Services - Those services provided any person which aids them in obtaining employment, furthering their education or any combination of the two. It is an individualized process and is based on the individual's need for services. Such services are provided by state employment agencies in many states but the trend is for schools to work in conjunction with community resources to provide such services. These services involve a team approach of administration, counselors, teachers, students, parents and community resources being focused on the needs of the youth exiting school. Services are normally coordinated by a counselor during the students' senior year.

Placement Services - Those services provided through a state employment service or commission for persons seeking employment or training. For the purpose of this study, this term will be used to differentiate it from school-based placement services.

School Counselor - Those persons who have been delegated the responsibilities for providing guidance, counseling and testing services to designated youth within the public school setting.
Employment Counselor - Those employees of the state employment services or commissions who have the responsibility for providing employment data and support to clients registered with them.

Advisory Committee - That organized group of individuals who have been assigned the responsibility for providing input into specific areas of concern. For the purposes of this study, all groups having this function will be referred to as advisory committees.

Placement Coordinator - The individual within the school system who has the responsibility for coordinating school-based placement services within the school and with the business-industry community. The term "placement specialist" is used synonymously in many school districts. The coordinator may have either an educational or business background.

Guidance - The systematic, professional process of helping an individual through educational and interpretive procedures to gain insight and understanding as to one's characteristics and potentialities and to aid the individual to relate more satisfactorily to social requirements and opportunities in accord with social and moral values.

LIMITATIONS OF STUDY

This study will be directed towards answering the questions posed. It is subject to certain limitations
which are inherent in all studies; however, some are unique to this particular study. First, it was not intended to be a statistical analysis of the field, but rather a study of relevant data, compiled within a format which would make it readily usable. Second, the study is based on processes and procedures which are relatively new and are still in the formative stages in many states. The study limits itself to federal legislation, particularly to that dealing with vocational education or to state legislation which is in effect at this time. Third, the study could not possibly cover all the activities taking place nationally, therefore, the research data, well done on a national basis, is presented selectively within the study. Last, the study is limited to activities related to high school and not post-secondary school areas.

ORGANIZATION OF STUDY

The usual format in research is to review literature pertinent to either the questions or hypotheses based in Chapter I; however, the nature of this dissertation gave cause to use the literature as a research tool rather than a glance at what had been.

Chapter I presents the reader with an introduction to the problem, the importance of the study, the areas to be addressed and the definition of terms. It sets the stage for the study.
Chapter II will cover questions posed and methodology. Ordinarily, this chapter would follow the review of literature; however, due to the structure of this study, it is proceeding the review of literature.

The review of literature in Chapter III directs itself to research relative to Question One - What are the identifiable forces which are converging on public education institutions to force those institutions to provide school-based placement services? Chapter III documents those forces which are converging on education to provide placement services for youth within our secondary school areas such as the employment and unemployment of youth and statistics relative to the area of the study are included. Research is included regarding legislation mandating placement services. Also included are selective examples of legislation. The impact and mandate of career education and employer attitudes toward the employment of youth and the findings are incorporated within this chapter.

Chapter IV directs itself to research relative to Question Two which deals with "What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?" Attention was given in this chapter to those resources, organizations and industries currently involved in the area of youth part and full-time employment. Particular attention was directed to those school-based youth organizations which are functioning in conjunction with employers.
Chapter V is directed to research relative to Question Three - What commonalities exist within currently operating placement services in terms of organization for delivery of services? Research in this chapter was directed toward identifying those most common elements within the organization of placement services. Research was conducted on a national scale; however, particular attention was given to those states which had legislation mandating these services or had Federal projects in operation. Areas such as overview of services, goals and objectives in school preparation activities and activities related to the total operation of school-based placement services were included in the research of literature.

Chapter VI directs itself to research relative to Question Four - What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities? Research was done relative to this area on a national scale with particular attention being given to those states which had mandated school-based placement services and those states which had Federal projects.
Research methods used consisted of use of survey techniques and procedures, data gathering and analysis. These approaches are recognized as reflecting accepted research procedures. Kerlinger (1973) identifies the survey approach as one of the basic kinds of research and makes the statement that "One of the basic purposes of research design is to provide answers to research questions." The methods used in this study reflect Kerlinger's statement. Survey data relative to each of the questions was sought from each of the fifty states in the United States. Each chief state school officer was asked to identify a contact person who would be knowledgeable concerning school-based placement services in that state. This contact person was requested to respond to survey questions. A copy of the letter used is contained in the appendix. Only those questions that applied to this survey were used. Other data compiled by the survey will be used for another study. This data was tabulated and the materials generated by the survey letter was read and screened to identify data relative to the questions posed by this study.

Data was then analyzed and organized within this study. Professional organizations such as the Interest Section of the Guidance Division of the American Vocational Association provided copies of materials relative to this
study that they had generated. The National Association for Industry-Education Cooperation shared similar types of materials on school-based placement services. Information was sought from the Center for Vocational Education at the Ohio State University. Data was compiled from all of these resources to provide a base for the study. Personal contact with persons operating placement services and reading copies of or listening to presentations on the subject of school-based placement also were a field approach method that was used. As a new emerging area within education, a variety of methods had to be used in order to obtain a sufficient base of data for this study.

Question One - What are the identifiable forces which are converging on public education institutions to force those institutions to provide school-based placement services?

Step 1 - A research of the literature was conducted to determine what data was available.

Step 2 - Contact was made with each state superintendent to determine if legislation existed in that state relative to school-based placement services. Data relative to legislation was obtained for this study.

Step 3 - The American Vocational Association Placement Committee was involved in a study to
determine what pressures were being brought to bear to its knowledge to implement school-based placement services.

Step 4 - The Department of Education in Washington, D.C. was contacted to provide data as to Federal legislation for school-based placement services.

Step 5 - Data was compiled from workshops held at the AVA and APGA conventions on placement services and the mandates for them.

Step 6 - Copies of state and local programs of placement services were sought from state departments of education and local projects from whom the author had worked as a consultant.

Step 7 - The author was involved in a national study being conducted by the National Association for Industry-Education Cooperation. Data was compiled by the author as a part of that study.

With all of the data on hand, the author sought out those elements which related to the question and sought to identify those which responded to the question.

Question Two - What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?
Step 1 - As in question one, a research of the literature was conducted to determine what data was available. Specific information was sought relative to organizations which worked with the educational structure.

Step 2 - Contact was made with the chief school office in each state to have that person identify the person in their state who would have the responsibility either for coordinating school-based placement services or would be most knowledgeable concerning school-based placement services in their state. This person was identified as being either the director of guidance or of vocational education or a person on their staff. Contact was then made with the person identified by the chief school office to determine what placement services were in operation and what organizations were available to aid in the delivery of school-based placement services.

Step 3 - Publications received from state directors of guidance or vocational education were screened to identify any organizations which were supporting school-based placement services.
Step 4 - Contact was made with the AVA to identify organizations which are involved in or available to aid in the delivery of school-based placement services.

Step 5 - Contact was made with the Department of Education in Washington, D. C. to seek information relative to service organizations which they might be aware of.

Step 6 - Contact was made with the National Alliance of Businessmen to ascertain their support of placement services and their support in identifying groups outside of education who were supportive of school-based placement services.

Step 7 - The National Association for Industry-Education Cooperation was contacted to determine what organizations or groups they might be aware of which were supportive of school-based placement services. The author was involved in national research which was being conducted on school-based placement and compiled data as part of that national study.

Question Three - What commonalities exist within currently operating placement services in terms of organization for delivery of services?
Step 1 - A research of the literature was conducted to determine what data relative to this question was available. None was located by the author.

Step 2 - A listing of states and districts within states, which were operating school-based placement services, had been compiled by the author as a result of a survey completed by him through the AVA Interest Section on Placement.

Step 3 - Copies of state or local school-based project reports or manuals were sought from each state by the author. (Many reports had been compiled by the author over a period of years.)

Step 4 - The Department of Education in Washington, D.C. was contacted for information relative to projects on school-based placement which were funded through them. These projects were contacted for copies of their operation guides and publications.

Step 5 - A survey was compiled within the Ohio State Department of Education, Division of Guidance and Testing, relative to four placement projects which has been funded by the Division of Guidance and Testing.
Step 6 - Data was sought from the Ohio Akron-Summit County Job Placement Department relative to their study on placement services.

Step 7 - Commonalities were sought from the models, publications and reports which has been compiled.

Question Four - What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities?

Step 1 - As with the previous questions, a research of literature was made to determine what studies might have been made relative to this question. None were found.

Step 2 - A review of the publications, manuals and reports received from other states and professional organizations was conducted.

Step 3 - Data was sought from the publications, manuals and reports relative to question four.

Step 4 - Commonalities were sought and documented in response to question four.
CHAPTER III

FORCES CONVERGING ON
PUBLIC EDUCATION INSTITUTIONS

This chapter is directed toward responding to the question of "What are the identifiable forces which are converging on public education institutions to force those institutions to provide school-based placement services?"

There have been a number of forces which have converged to mandate changes within our educational structure. Pressure from these forces has resulted in changes being made in both patterns of funding legislation and in the operation of public school systems. A report generated by the National Advisory Council on Vocational Education (1970) stated that legislators, educators, manpower policy makers and planners are aware that the consistent, relatively high rate of unemployment of youth in the labor market, regardless of the economic conditions of the nation, is unacceptable. It is unacceptable as a way of life in the United States. The U.S. Department of Labor, Bureau of Labor Statistics, (1974) report indicated that more than three million young people had graduated from high school in 1973. It indicated that fewer than half (47%) were enrolled in college the following October. These young people were on the job market that is following the rules of the unemployed. This indicated a trend away from continuing education and one in the direction of
employment. The end result of this being a more academically proficient youth entering the job market and displacing the less academically proficient youth.

Among educators, there is an increasing awareness of the need for greater emphasis to be placed on the implementation of career education and job placement services. Grant Venn (1970) stated that the implications of the career education and developmental concept to which many schools subscribe must include positions for job placement services in part-time paid and unpaid jobs for all in-school youth who can benefit, as well as full-time jobs for all school leavers. In a publication developed by the Texas Educational Agency (1974), it is stated that one of the most critical problems that the American Educational System faces today is that of providing an effective system of education that will facilitate the transition of youth from school to employment. In the same publication, the statement is also made that "All schools have the responsibility to provide job placement services for students." It indicated that this is true not only because it accomplishes a basic objective of education but because such a program will satisfy a real need of many students. In the annual report on student placement services published by the Flint, Michigan Public Schools (1974), the statement is made that "the need for a
coordinated centralized placement program has long been recognized by the business community." Kaskow (1972) stated that employers and organized labor are beginning to realize that special considerations to the training and employment needs of youth must be provided in industries to improve our nation's public schools. Kaskow stated the emphasis should be a mutual working arrangement; an arrangement in which consideration is given to those specific problems concerning the transition of youth from school to the world of work.

Youth: Transition to Adulthood, a recent report by the Panel on Youth of the President's Science Advisory Committee (1973) stated:

As the labor of children has become unnecessary to society, school has been extended for them. With every decade, the length of schooling has increased, until a thoughtful person must ask whether society can conceive of no other way for youth to come into adulthood. If schooling were a complete environment, the answer would properly be that no amount of school is too much, and increased schooling for the young is the best way for the young to spend their increased leisure, and society its increased wealth.

But schooling, as we know it, is not a complete environment giving all the necessary opportunities for
becoming adult. School is a certain kind of environment: individualistic, oriented toward a cognitive achievement, imposing dependency on and withholding authority and responsibility from those in the role of students. So long as school was short, and merely a supplement to the main activities of growing up, this mattered little.

Educators and public employment services personnel have recognized those special problems inherent in school-age youth entering the job market and have recommended that a cooperative effort be promulgated, one which involves educators, employment personnel, employer organizations, labor, and other community resources and institutions. In the Guidepost (1974), it is stated that the entire community must be involved in efforts to provide entry level career opportunities for school-aged youth. This article stressed the need for schools to expand their relationships to employers beyond the private section and to include the schools themselves, the armed services, government agencies, and public services agencies. Schools are encouraged to expand their areas of influence and involvement beyond the walls of the school and into the total community, both business and social.

Grant Venn (1975) stated that "The changes that have occurred in society and the home have made our youth
liabilities." Dr. Venn goes on to state that "youth have become isolated from adults." He further stated that "We have, without intention, created a society where many of our youth have lost worth and dignity and, thus, find few ways by which they can make the transition from youth to adulthood; from dependency to independence; from school to work; or from being unnecessary to becoming necessary."

Public school accountability, in terms of youth exiting school, has been accepted in a number of states. Two states, Florida and Minnesota, have legislated mandatory job placement services. Virginia recently followed suit. Michigan has legislation proposed as do a number of other states to instigate the organization and delivery of school-based placement services. The Federal Vocational Amendments of 1976 mandate placement services for all youth exiting vocational programs where legislation has been enacted at the state level. Such services, however, have been mandated to all students for comprehensive placement services. All of the forces are converging on the public school to provide school-based placement services. There is a recognized need for these services and in those states which do not have legislation, many placement services are being provided through project grants with monies from either state or Federal sources.

This need has been stressed in a national report such as The Sixth Report of the National Advisory Council on
Vocational Education (1972) which recommends that job placement services be considered as a major function of school guidance programs. Venn cited support of this recommendation at the 1973 American Vocational Association conference by pointing out in his address that "guidance counseling is 'trending' toward job placement functions." Seventeen states, he noted, have either introduced or passed legislation mandating the high school's responsibility for assistance in the job placement function.

This need has been stressed by national leaders such as Sidney P. Marland (1972), former U.S. Commissioner of Education, who stated that:

"Educators must be bent on preparing students either to become properly and usefully employed immediately upon graduation from high school....Placement services in the school system will assist every student, especially the student leaving before he completes the 12th grade, to plan the next step in his development. Job entrance will be just as important as college entrance to counselors and teachers. Skill credentials, universally recognized, will be just as valued as the commonly accepted credentials for college entrance."

Dr. Kenneth B. Hoyt (1974), Associate U.S. Commissioner of Education responsible for career education, made this statement in a proposed American Personnel and Guidance
Association position paper:
"Whether seen in a leadership or only in a participating sense, it is essential that the counselor be actively involved in the following additional roles... Organize and operate both part-time (for persons still in school) and full-time job placement programs (for school leavers)."

EMPLOYMENT AND UNEMPLOYMENT OF YOUTH

While there are fluctuations in employment, the American economy is characterized by a high rate of youth unemployment. Well over 25% of all unemployment in the U.S. falls within the age groups of 16 to 21. Marshall (1973) states that approximately one and one-half million young people are in the labor market and are unable to find employment. Many of these young people flounder from job to job until they fall into a more or less permanent job spot. In the recent past, this waste of potential human resources was viewed by educators, public employment services, and the general public at large as a natural order of events. This traditional acceptance of a high rate of youth unemployment is being questioned today. According to a study included in a training manual on placement services from the U.S. Office of Education (1976), a reexamination of the phenomena of the alienation of major segments of our population, white collar as well as blue collar, their work and
their employers has indicated that public schools should be charged with the responsibility for preparing youth to assume their roles as producers within society and to assist students to obtain entry-level jobs. The study states that these jobs should be geared to the interest and capabilities of students at the time they enter the labor market.

Support for school based placement services as part of the school program is addressed in the National Association for Industry-Education Cooperation draft publication (1976) on placement services. The statement is made that "The time is past when the United States should tolerate its public schools avoiding this part of their newly perceived responsibility for serving young people entrusted to their care. Public schools represent the only public agency from which the public demands a stated commitment to youth." The publication contained the statement that "The state employment services have responsibility under the Wagner-Peyser Act of 1933 to 'promote and develop a national system of employment. Offices for men, women and juniors who are legally qualified to engage in gainful occupations.' It represents the only other major public agency which has a similar responsibility with the schools." Samuel Burt (1967) stated that the public schools must take the initiative and the responsibility for making certain that whatever ways and means are realized, including the
resources of the employment services, they do succeed in assisting students to enter the labor market and to find and engage in meaningful work in terms of personal growth, social values, intellectual change, and economic rewards.

Statistics back up the need for the schools' involvement in the placement arena. In New York, in 1971, when the national employment rate was below 5%, young people between the ages of 16 and 19 accounted for 6.7% of the total civilian labor force. In the same year, they accounted for 20.2% of the state's unemployment persons.

State unemployment was 6.6% for youth, ages 16 through 19, with an unemployment rate of 19.8% (report of the New York State's Commission, 1972). At the end of October, 1972, nationally the unemployment rate for youth, ages 16 to 19, was 14.8%. Over 4% of the figures represent those people 16 and 17 years old. For all 16- and 17-year olds in the labor market in 1972, the unemployment rate was 22.7%. For 18 through 20-year olds, the average unemployment rate was 14.7%. Nationally, for that year, the unemployment rate was 5% with a rate for blacks being twice as high as that for the whites (U.S. Bureau of Labor Statistics, 1973).

In 1975, the Wall Street Journal reported that the national unemployment of black teenagers was 41%. A Guidepost article claimed it was close to 65%. The discrepancy between the two statistics was explained in terms of the government's failure to account for youth, ages 16 to 19,
who had stopped looking for work. The article further stated "If the economy doesn't improve quickly, an entire generation of blacks will enter adulthood in the 80's without ever having held a job (Guidepost, 1975)." In a special article for the Washington Post (1974), Jerry V. Wilson, former Washington, D. C. Chief of Police, stated that adolescents and young adults, ages 15 through 21, are believed on the basis of arrest data to be responsible for 52% of the violent crimes and for 54% of the crimes regarding property. He further stated that while only 3% of those people in the age brackets of 15 to 24 were involved in the crimes, having youthful people around means having more crime. In an earlier article, the Washington Post (1974) quoted the then Attorney General, William Saxby, as stating that the crime problem among young people will not be solved "until they are brought into society's main stream."

LEGISLATION FOR PLACEMENT SERVICES

In a report compiled by the Ohio State Department of Education, Division of Guidance and Testing (1976), it was stated that:

"Traditionally, public education in America has been tied to some form of legislation; however, education today is entering upon what, in the future, may be looked back upon as the 'age of educational legislation.'"
This trend reflects the philosophy and attitude of many individuals and interest groups in the country today. Legislation is often viewed as the solution to any problem, real or not. In some cases, however, legislation may be a necessary evil. Often when legislation is adopted, monies are tied to that legislation to assure that the legislated activity can be implemented. Accountability also enters the picture, initially in terms of the expenditure of allotted monies.

Legislation, thus, can be looked upon as a tool which education may either use to bring about progress and prompt changes needed to meet changing priorities or it may be used to destroy much of what is educationally sound that currently exists. One of the areas in which educational services have been mandated is that of school-based placement services. Legislation, in this area, appears to have popular local and state support.

The National Advisory Council on Vocational Education conducted an 18-month study entitled "School-to-Work Project" which was completed in March 1974. The report indicated that a number of states were considering legislation which would require all secondary schools to establish job placement services programs for non-college bound students. Florida, in 1973, did pass such a law as did Virginia in 1975. Michigan, Maryland, and a number of other states have worked in that direction as well. The report pointed
out that long before laws are passed, many school systems around the nation would either have established or were in the process of establishing these types of services. These services, in some cases, have been developed independently at the local level but, for the most part, appear to have come into being with the assistance of their state departments of education and/or state employment service offices.

One example of Federal legislation is the Education Act of 1972, P.L. 92-318, Section 1054(2) which states that the U.S. Commissioner of Education:

"...develop and carry out a program of occupational education that will...promote and encourage occupational preparation, counseling and guidance, and job placement or placement in post-secondary occupational education programs as a responsibility of elementary and secondary schools,..."

Examples of bills that have been passed to provide employment counseling and placement services to public school students have been passed in two states and a number of other states are planning on similar legislation.

The state of Florida enacted student placement and follow-up which took effect July 1, 1973.

"Be it enacted by the Legislature of the State of Florida: (that)

1. The basic purpose of education is to prepare students to become productive, employable and self-supporting
members of society, and the problem of transition from school to work is of critical importance. Despite this fact, the public school system does not now provide job placement services or adequate employment counseling for students leaving the public school, either as graduates or dropouts. Lack of such services is a significant factor in the high rate of youth unemployment, which is consistently more than three times as high as the unemployment rates for all ages.

2. On or before September 1, 1974, each district school board shall establish and maintain job placement and follow-up services for all students graduating or leaving the public school system, including area vocational technical centers.

3. The state board of education shall develop and prescribe alternative methods by which school boards are to provide placement and follow-up services. Where possible, this responsibility shall be given to guidance counselors and occupational and placement specialists.

4. It shall be the further responsibility of the job placement personnel to make written recommendations to the district school board concerning areas of curriculum deficiency having an adverse effect on the employability of job candidates..."

On March 2, 1975, the Virginia Legislature passed a similar bill:
"Be it enacted...(that)

A. On and after September 1, 1976, each school board shall make available to secondary students employment counseling and placement services to furnish information relating to employment opportunities available to students graduating from or leaving the public schools in the school division.

B. No fee, compensation or other consideration shall be charged to, or received from, any student utilizing such services.

C. In providing such services, a school board shall consult and cooperate with the Virginia Employment Commission.

D. The Board of Education may recommend methods for providing such services. The State Department of Education may provide assistance to school divisions in establishing and providing such services upon request."

The Michigan House of Representatives approved the following measure. Passage in the Michigan Senate is expected with few changes to this bill:

"The people of the State of Michigan enact:

I(1) A school district operating a high school program shall by September 1, 1977, provide, either directly or through a joint or cooperative agreement with other local school districts or an intermediate district or districts, an employment counseling and placement service to furnish information relative to employment opportunities and to assist young persons in seeking employment. (2) The
employment counseling and placement service shall be offered to students enrolled in the last three grades of the high school program and to minor persons 16 years of age and over who are residents of the district...

II(2) The employment counseling and placement activities shall be conducted under the supervision of counselors and placement specialists. (3) A fee, compensation, or other consideration shall not be charged to or received from a person utilizing the employment counseling and placement service. (4) The employment placement service shall be operated 12 months per year.

III A school district may enter into an agreement with other school districts...to establish a joint or cooperative employment counseling and placement service. A school district may call upon the Michigan Employment Security Commission or any other appropriate state agency to receive assistance in establishing or conducting the service.

IV(1) The employment counseling and placement service shall offer the following services: (a) counseling young persons regarding career opportunities; (b) counseling young persons regarding work experiences and problems; (c) assisting young persons to identify, apply for and obtain employment; (d) developing employment prospects; (e) informing prospective employers regarding young persons available for employment; and (f) surveying the labor market in the community and maintaining a director of current
employment opportunities for young persons of all levels of ability and interests for full-time and part-time employment. (2) The employment counseling and placement service shall maintain a record of placements made, including employer and employee evaluations of the employment experience.

V(1) The staff of the employment counseling and placement service shall submit an annual written report to the Board of Education of the district...(2) The report shall: (a) review employment opportunities and prevailing working conditions and wages for young persons in the community; (b) summarize the activities conducted during the past year; (c) report the number of persons utilizing the employment counseling and placement services in the past year, the number of applicants successfully placed in employment positions and the number not placed in employment positions; (d) identify curriculum needs in educational programs which, if met, would enhance the employability of young persons; (e) identify curriculum deficiencies in school programs having an adverse effect on the employability of young persons; (f) recommend improvements in services and school programs.

VI(1) The department of education shall assist school districts in preparing employment counseling and placement service plans, upon the request of the district. The state board of education may recommend methods for providing the
service. (2) Before January 1, 1977, the school district shall prepare a plan for providing the employment counseling and placement service and shall submit the plan to the department of education, to the career education planning district...before February 1, 1977, review the plan and make recommendations to the department...(which) shall, before April 1, 1977, report to the legislature...and shall make recommendations for any further legislation...needed to implement this act. (3) ...the school district shall implement the plan before September 1, 1977..."

LEGISLATION FOR THE STATE OF MAINE FOR THE PUBLIC SECONDARY SCHOOL-BASED JOB DEVELOPMENT, CAREER PLACEMENT AND FOLLOW-UP SERVICES

On or before October 1, 1976, each public secondary school will establish and maintain job development, placement and follow-up services for all students graduating or leaving the public school system.

All vocational regions and regional vocational technical centers shall coordinate and facilitate the establishment of job development, career placement and follow-up teams at each sending school for all graduates or leavers.

Job Development services shall be established by October 1; 1975 and be so designed as to:

1). inform business, industry and other agencies and institutions of career placement and follow-up services.
2). locate and inventory jobs through community contacts and activities.

3). assist business and industry in creating new jobs to better match the abilities, attitudes and career plans of the graduate and leaver.

Career placement services shall be established by October 1, 1975 and be so designed as to:

1). provide placement assistance to school graduates or leavers. The nature of such services will depend upon the desires of the individual to either obtain gainful employment to enroll for further education, or to engage in a combination of employment and education.

2). provide educational services of a remedial nature as well as job seeking, job retention and job exit skills.

3). provide information to students on the hiring practices, needs and occupational opportunities of business and industry.

Follow-up services shall be established by October 1, 1976 and be so designed as to:

1). locate those graduates and school leavers in need of placement services.

2). evaluate job development and career placement services.

3). determine the effectiveness of instructional programs
in meeting their stated goals and objectives and to provide a systematic examination of the performance of former students in the areas in which they received training.

4). follow-up services shall be completed on all students within one year after graduation.

The Commissioner of Educational and Cultural Services shall develop and prescribe regulations and guidelines by which school boards are to provide job development, placement and follow-up services. When possible, this responsibility shall be given to career facilitators.

Each school board shall, prior to January 5, 1976, adopt a school plan to ensure that development, career placement and follow-up services are provided for all students graduating from or leaving each secondary school.

Each plan shall be submitted to the Department of Educational and Cultural Services for approval.

It shall be the further responsibility of the career facilitator to make annual written recommendations to the local school board concerning areas of curriculum deficiency having an adverse effect on the employability of the candidates.

Parts of the proposed legislation were included in this study by the author with a thought that the reader would take note of the similarities being proposed or
implemented. In some states, legislation, for placement services, is being considered.

Table one represents a survey done of all fifty states in the United States to determine what the status of that state was relative to legislation on school-based placement services. Five basic questions were asked. Question one was designed to determine the number of states which had legislation requiring that schools provide school-based placement services. Three states were found to have state legislation mandating school-based placement services. One other state responded to question two in terms of pending legislation. In question three, a state responded in terms of proposed legislation and in question four, three states indicated that school board action had been taken requesting school-based placement services. Question five indicates a total of thirty-nine states whose state departments are working on developing school-based placement services at the state level.

These responses indicate that school-based placement services are being both legislated and considered for legislation. The responses also indicate that over one-half of the state department of education in the United states are working to develop a plan to implement school-based placement services. (See Table 1)
The career education concept is beginning to permeate the total educational program of our public schools, although its implementation is sadly underfunded. Its goals focus on enhancing the employability of students and helping them to make better career choices as they progress through the school system and out into the world of work. In achieving these goals and objectives, career education could contribute to the successful achievement of all other accepted goals and objectives of public education and its intent is to make education much more relevant and to relate it to real life situations. In order to accomplish these goals, however, community resources must be utilized, such as public employers, public institutions, cultural organizations, government agencies, civic and social agencies, the armed services, the labor unions and the resources comprising the total community. This involvement is necessary if all of those experiences which our young people so desperately need are to be provided to them prior to the time that they exit school. Also inherent in the career education concept is a recognition of the need to help our young people make the transition from school to adulthood, from the setting in school to the work world. Job placement services are viewed as the accountability component of career education. In the classroom, under the jurisdiction of the career education coordinator or the teacher providing that information, students will of
A questionnaire was sent to each state superintendent who then identified the person responsible for placement services in that state. When a mailed-out response was not received, a phone call was made.

**TABLE 1**

STATE LEGISLATION SURVEY RESULTS

<table>
<thead>
<tr>
<th>Question</th>
<th>For All Students</th>
<th>For Vocational Students Only</th>
<th>High School Students Only</th>
<th>Other Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Does your state have legislation requiring that schools provide placement services?</td>
<td>3 6</td>
<td>1 2</td>
<td>0 0</td>
<td>0 0</td>
</tr>
<tr>
<td>II. Is state legislation pending relative to school placement services?</td>
<td>0 0</td>
<td>0 0</td>
<td>1 2</td>
<td>0 0</td>
</tr>
<tr>
<td>III. Is state legislation being proposed?</td>
<td>0 0</td>
<td>1 2</td>
<td>0 0</td>
<td>0 0</td>
</tr>
<tr>
<td>IV. Has action passed by the State School Board (commission, etc.) requiring school placement services?</td>
<td>2 4</td>
<td>1 2</td>
<td>0 0</td>
<td>0 0</td>
</tr>
<tr>
<td>V. Is your state department of education working on developing school placement services at state level?</td>
<td>12 24</td>
<td>27 54</td>
<td>0 0</td>
<td>0 0</td>
</tr>
</tbody>
</table>
necessity be discussing and studying jobs, people who perform those jobs, and the skills necessary to obtain and hold them. If community resources are involved, and they most certainly should be, then the ultimate outcome will be a better understanding students will have of their own career goals and of the skills and training necessary to achieve them. This process of career education constitutes a fusion of the humanistic element into the educational structure. Employers in related fields, i.e., fields related to the students' interest or areas of interest, must be invited into the schools to share with the students their observations and perceptions of their particular career areas. Similarly, students could be invited to visit the world of work in limited periods of time in those areas in which they have a particular interest. For vocational students, particularly students in cooperative programs, the job training placement function has traditionally been assigned to a teacher-coordinator who is, in effect and to a large extent, operating independently within the school system. For vocational education graduates in the non-cooperative area, individual instructors usually help their students obtain jobs. But too often job placement help is limited only to students considered best or is limited by the job market. We, thus, have a situation in which vocational education and placement services are restricted to vocational students, whereas under career
education, career education specifically includes the provision of job placement services for all students, such services to be provided while in school and upon leaving school. In order to meet the employment needs of our youth, these job placement services must be explicitly and formally organized with the approval and support of top administration. If career education is to be considered an evolutionary force in the public schools, the test of its effectiveness will rest on whether the school system accepts the responsibility for providing organized comprehensive school-based job placement services for all of its secondary and post-secondary students.

**Employer Attitudes Towards the Employment of Youth**

The riots and destructions which took place across this country in many communities during the summer of 1967 served to convince a number of business and industry leaders that the public schools of the cities must be the first line of attack if the malaise of these cities was to be cured. A number of companies across the country developed educational partnerships with the schools. These partnerships were designed to enrich and improve and expand the total educational experiences of the students. One of the companies, Chrysler Corporation, committed itself to helping senior students find jobs upon graduation and to hire many who wanted to work for the company. In 1968, a study was made of volunteer participation in public affairs by
over a thousand companies. A study conducted in 1968 by 
*Fortune Magazine* showed that its top five hundred corpora-
tions, supporting education, came up as one of their first 
priorities in helping to resolve social problems. Support-
tive education as a generalization, however, is a long way 
from becoming involved in resolving specific educational 
problems. One of these problems, of course, is the ex-
tremely high unemployment rate of youthful school leavers. 

In order to determine the employment policies and practices 
within U.S. corporations, the U.S. Department of Labor 
funded a study in 1972. As part of the study, executives of 
forty-two large companies, located in all parts of the 
country, were interviewed. The companies surveyed involved 
more than 1.8 million workers. Most of their young workers 
were teenagers of 18 to 21. There were very few 16- to 
17-year olds in the employ, unless they were hired in con-
junction with school-supervised training programs. A re-
port of this study (Marshall, 1973) concluded that corpor-
ate policies towards young people were ambivalent. While 
employees were engaged and involved with schools in up-
grading the employability skills of students, and in some 
cases in career education activities, there was little 
commitment on the part of these employers to employ youth. 
Samuel Burt (1967) in a study found the same attitudes in 
employers towards vocational program graduates as were those found for youth in general. He concluded that
"employer hiring practices were as varied as the employers themselves and heavily weighed by subject consideration having little to do with the work that needed to be done."

He further stated that the efforts of industry groups and employers to have occupational program established in the schools stands in marked contrast to hiring practices which not only show no preference for vocational school graduates but they, in fact, discriminate against them. It would appear that considerable change must take place from the present non-committed attitudes and practices of employers to more positive affirmative and committed ones regarding the employment of young persons. Dr. Burt indicated that the apprentice craft unions have been adopting an increasingly positive attitude towards the employment of youth. The apprenticeship, of course, has been traditionally a strategy for bringing young people into the labor force. But it would appear that for many years it was used as a means for restricting entry of new people into the crafts and trades. Currently, more apprenticeships have become available for youth including those from minority groups. A labor department survey released on April 6, 1975, reported that only 6% of all apprenticeships were under age 20, and that 20% were over age 27. This means that 74% of apprentices in the U.S. were in the age bracket of 20 and 27. Since the period of apprenticeship averages approximately five years, it can be seen that the great bulk of
apprentices started after age 20. This fact is born out by further findings of the survey that 95% of apprentices are high school graduates and about 70% were either married or had dependents (Washington Post, 1975). It was stated in a Department of Labor funded study (1973) that employers would respond to the employment needs of youth only, if they have a strongly organized and vocal advocate. It would appear obvious that only public schools are in the appropriate position to serve as youth advocates in dealing with employers. If the schools, however, are to serve as advocates in this matter, they must be committed to provide a formalized, organized job placement service to youth in school as well as to those who leave school before or after graduation. There is a need of this type of commitment from education, a commitment that will beget an accompanying commitment from employers. The success that can be accomplished by these types of activities is born out by the reports received from private trade schools feeding into colleges which offer occupational vocational programs. Practically all of these institutions provide their students and graduates with job placement services. Their records in success in placing their students in part-time and full-time jobs far exceed those of all public secondary schools which rarely offered them in formal placement services. For school leavers, these services are normally
provided by teachers, counselors and cooperative education teacher coordinators to select groups only.

What does all of this mean in terms of this nation's growth and welfare and its schools? It is pointed out in the 1973-74 Annual Report of the Flint Community School Student Placement Services. Following are several excerpts: "A primary concern in the placement of students are the basic skills in reading, writing, and arithmetic. More students are refused jobs because of the lack of these skills than for any other reason. The second most common reason for an employer's refusal to hire a student is poor attitude. The approach to employment appears to be based on a fear of failure and on a lack of understanding of the job market. Many of the subsidies-programs award jobs as a condition of poverty. Efforts should be directed towards making subsidy jobs more competitive and more representative of the real employment world. Probably the most relevant finding of the placement effort was that far too many young people lack an understanding of the world-of-work and of the competitive nature of the job market. Unfortunately, they are often without the skills necessary to seek, to find, and to retain employment. Nowhere in our curriculum, at the high school level, do we, in a concentrated manner, make sure that every student is equipped with the skills necessary for employment in a changing job market." According to Samuel Burt (1967), many young
people are seeking jobs in social service agencies with various reformed groups and in government agencies and quasi public organizations in their efforts to find meaningful work. Many of these young people see little hope for such work in the private sector of our economy, unless our youth can be persuaded that meaningful work is possible in that sector. It becomes obvious that business and industry and the armed services will be ignored as a means to careers by a large number of the nation's best qualified people. Dr. Burt goes on to state that there is a need for a new national policy for unemployment relating to youth. He contends that the school system-based job placement services program can help students, school people, employers, organized labor, and legislators see clearly the problems involved in youth employment and unemployment, and the need for a new national policy and priorities dealing with education and training of youth. He contends that one of the top priorities for youth and adults in the labor market must be the provision of meaningful work.

A statement, made in the Model for Placement Services developed by the National Association for Industry-Education Cooperation (1976), is that "The public schools of our nation are the only tax support agency of our society entrusted with the major responsibility outside of the family for helping youth make the transition to adulthood. One of the measures of adult status is to have a job and
earn an income, thus, the process of transition from youth
to adulthood includes obtaining a job; therefore, if the
public schools are to assist youth in this process, they
must accept the responsibility for helping leavers obtain
jobs. Educators have recognized the responsibility in this
matter for many years, but have provided placement serv-
ices, job placement services to only a very small number of
students and in a most informal manner. School officials
have sometimes given this job placement responsibility to
other agencies specializing in helping people obtain jobs.
There is nothing wrong with school people utilizing all of
the resources of the communities in helping students obtain
jobs. School people are urged to do just that as long as
meaningful job placement of school youth is seen as a basic
responsibility of the schools. It is believed, however,
that this mission can be best discharged in a formal or-
ganized school-based unit which is dedicated to the provi-
sion of job placement services for all in-school youth, as
well as for those out-of-school youth, within a reasonable
time limit. In addition, the job placement services unit
can provide such other services as placement of teachers
and counselors in summer jobs to expand their knowledge of,
and gain other experiences in, the world of work and
follow-up and follow through of students on jobs."
SUMMARY

The question posed within Chapter III is "What are the identifiable forces which are converging on public education institutions to force those institutions to provide school-based placement services?"

Educators and Research

The first of the major forces is represented by educators and research groups through their writings and studies of problems related to youth employment. Examples of these forces are documented in the writings and reports of Grant Vinn (1970) and in studies done by the Texas Educational Agency (1974). A report by a presidential advisory committee (1973) serves as an additional example of educational and research support for school-based placement services. The Sixth Report of the National Advisory Council on Vocational Education (1972) stressed the need for the schools providing this type of service to youth. National leaders such as Dr. Sidney P. Marland (1972), former U.S. Commission of Education, also supported the concept of school-based placement services as did Dr. Kenneth B. Hoyt (1974), Assistant U.S. Commissioner of Education. These educators and research studies constitute one of the major forces which have raised the national level of awareness regarding the need for these services.
Labor Market Studies

A second major force is the reports generated by the Department of Labor. These reports point out the high continual rate of youth unemployment. These reports serve to constantly remind the public of the problem of youth unemployment. Reports relative to youth unemployment have also been publicized in the Wall Street Journal (1975) which point up the need for services to be provided to aid youth entering the job market.

These reports are read by a varied population; however, within that population are educated people who are recommending that the schools be the focus for reducing youth unemployment by providing school-based placement services.

Legislation

Another force that has had major impact on the question of school-based placement services is that Federal legislation has mandated these services for vocational students on a national level. Table 1 documents those states which have state legislation mandating these services. Such legislation is currently mandated in states such as Florida, Virginia and Michigan. Other states are following suit. Added to national and state legislation have been monies legislated through Washington for projects at both the secondary and post-secondary level for school-based placement services.
Legislation relating to career education has stimulated the growth of schools providing school-based placement services. Within a K-Adult career education program, placement services constitute the accountability component for the total program. Contained within the career education process are also activities related to part-time employment and pre-employment preparation activities at various grade levels. In order to validate the effectiveness of the total K-12 career education program, there will, of necessity, need to be a next step placement service coordinated by the school system.

Legislation represents a major force exerting pressure through mandate and funds for the establishment of school-based placement services.

**Employers/Youth**

One of the last major forces identified in the study for question one is represented by both employers and youth. The study documented the attitudes of employers toward their employment of youth. The study pointed out that, in some cases, employers, while they participated in in-school youth programs, were reluctant to hire youth after they exited school. The study also pointed out the varied hiring practices which exist. Apprenticeships for youth were touched upon in the study. The study pointed out that there appears to be an increased willingness on the part of both employers and labor to support youth employment.
Research indicates that there is a lack of understanding on the part of our youth of both the economic system and the employment market. Many youth are not prepared to seek a job or to retain it. There appears to be a reduction in entry level jobs for youth who have few skills. Youth attitude and lack of preparation would appear to be major deterrents to their employment. The schools are being viewed as the institution to remedy this apparent lack of relevant educational knowledge and skills.

These four forces are interrelated; each is exerting pressure on the other. Legislation mandating these services apparently came about as a result of the research that was done. Research may have been stimulated by employer and student concern.

In all, these forces are identifiable and have been documented through research. There are certainly other forces; however, for this study, the four major groupings were identified as representative of the major forces.
CHAPTER IV
ORGANIZATIONS INVOLVED IN OR AIDING PUBLIC EDUCATION

This chapter is directed toward responding to the question of "What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?"

Resources - People and Organizations

There are a number of community and school organizations, associations and agencies that are potential job placement program resources. Some of these are organizations which exist within the school and may be fulfilling other functions at this time. There have been bridges built in the past between the schools and communities. Some of these have taken an extremely long time to build; some of the foundations of these bridges are weak; in some cases, they may be strong. The foundations for these bridges come from many sources including cooperative education, career education, adult education and CETA programs, as well as programs developed by the National Alliance of Businessmen (NAB) through their guidance institutions, program institutions by the armed services and institutions of higher education. Many of these activities, however, are fragmented and there is a need for them to be pulled together to serve the needs of the total school population. Organized labor represents one of the oldest forms of careers in existence. Samuel M. Burt
(1967) states that the educational component of apprenticeship is usually conducted in local vocational and technical schools and community colleges under the direction of the local JACT (Joint Apprenticeship and Training Councils). The content of the "related education courses" is developed by the JATC in cooperation with the school instructors and apprenticeship coordinators. Pre-apprenticeship vocational and technical school programs are usually designed by the school instructors in cooperation with the local JATC or other union education representatives. Thus, when students complete their school program in interval time in apprenticeship training, they may receive advanced standing journeymen status. These types of post-working relationships between unions and educators serve to avoid repeated training and educational experience during apprenticeship, if such experiences were provided earlier while the apprentice was in school. Eliminating this type of duplication helps to shorten the apprenticeship period to be served.

Early in 1974, the U.S. Department of Labor reactivated its Federal Committee on Apprenticeship which had not met since 1970. The mandate of the committee was to strengthen apprenticeship. Some of the approaches being considered by the committee include the possibilities of (1) redefining and broadening the base of apprenticeship occupations by including any system training plan in which a significant amount, "2000 or more hours," of learning is on the job in
a tutorial relationship; (2) installing apprenticeship preparatory courses in high school to encourage trade training; (3) placing increased emphasis on apprenticeship occupations other than in the building and construction trades; (4) enhancing the incentives for registering a program with the Federal government in order to tighten regulations whereby contractors must register their apprenticeship programs in order to bid on Federal construction; and (5) establishing a system of college participation in credits for apprentices who take related education courses during apprenticeship that are equivalent to college courses.

Industry Involvement

In a report published by Dr. Burt (1967) he states that almost every state requires by legislation or by regulations of the state department of education the formation of Occupational Program Industry Advisory Committees for each program receiving Federal funds under the Vocational Education Act of 1963. The 1968 amendments to this law require the establishment of a National Advisory Committee on Vocational Education, as well as a State Advisory Council on Vocational Education in each state receiving Federal vocational funds. In addition, public education draws on workers, supervisors and executives to advise on a variety of policy and operational concerns. It is estimated that some 150,000 representatives from business and
industry, labor, and the professions are serving voluntarily on local, state and national advisory committees dealing with all facets of public education.

Youth Organizations Oriented to Industry

Millions of students and thousands of teachers and businessmen are voluntarily involved in local club and chapter activities of three national organizations. Each of these organizations has a national office with a staff dedicated to serving as instruments for bridging the gap between the world of work and the community. Representatives of industry and business play important roles as advisors, financial supporters, and consultants at the national, state and local levels in the chapters of these organizations. New bulletins, state and national contests, conventions, and visitation programs constitute only a few of the activities of these organizations. The primary emphasis of these service organizations or youth organizations is to facilitate the transition from the world of education to the world of work. Three of these organizations are non-school sponsored national youth organizations: (1) Junior Achievement Incorporated. Junior Achievement is a program in which high school students, in groups from 15 to 25, organize and manage their own small scale companies under the guidance of adult advisors from industry. The company is normally organized for a period of one year and is directed towards producing a product or
providing a specific service. All of this activity is normally conducted outside of the school, either in a local, central or branch Junior Achievement headquarters or perhaps in a facility provided by a sponsoring company. (2) **Exploral Post.** The Exploral Post movement is a program of the Boy Scouts of America for male and female youth from ages 15 to 21. Each Exploral Post is established to explore career opportunities and to engage in career preparation in a specific industry related to a cluster of occupations. For example, there are medical Exploral Post, printing Exploral Post, and so forth. Adult leaders of the Post are normally provided by local industries, associations, companies or by professional groups. Monthly meetings include field trips to observe operations at various segments of industry or business. These meetings are normally directed towards the interest area of that particular Exploral Post. This organization serves a dual purpose, (a) providing career information and hands-on experience to a limited extent, and (b) allowing these young people to make contacts for further employment. They are, in effect, engaged in basic skill development activities in the various occupations offered by the Exploral Post interest area. A third group is a **National Student Volunteer Program.** This program is sponsored by ACTION, which is an independent Federal agency which also sponsors the Peace Corps, Volunteers in America, Volunteers in Services to
America (VISTA), Foster Grant Parent Program, Retired Senior Volunteer Program, Service Corps of Retired Executives, and Active Corps of Executives. These programs are dedicated to promoting a national system of voluntarism by youth and adults throughout all parts of the U.S. The NSVAP program is directed to providing opportunities for high school students to become involved in projects and programs of volunteer services. The activities and programs include those related to family assistance, mental health, drug addiction prevention, hospital services, and so forth. A second major category is that of school-sponsored national youth organizations. There are basically five national student organizations. They are co-curricular in nature because club activities are conducted during the regular school day as part of the school course offerings. These youth organizations are encouraged and promoted by the United States Office of Education and state departments of education. Each of these organizations depends on its membership of students enrolled in specific career preparation programs. Adult advisors and financial support are provided these organizations by employers, trade associations from the related business-industry areas and by the students themselves. The first of these five national student organizations is Vocational Industry Clubs of America (VICA). These clubs are for those students enrolled in trade, industry, technical, and health educa-
tion courses in secondary and post-secondary schools. (2) Distributive Education Clubs of America (DECA). This club is for students enrolled in marketing, merchandising, and management courses in secondary and post-secondary schools. (3) Future Business Leaders of America (FBLA). This organization is for students preparing for careers in business at the secondary and post-secondary levels. (4) Future Farmers of America (FFA). This is an organization for students preparing for careers in agricultural production, processing, supply and services, agricultural mechanics, natural resources, environmental science, horticulture and forestry. (5) Future Homemakers of America (FHA/HERO). This is an organization formed to serve students enrolled in home economics education with two types of chapters. FHA chapters placing major emphasis on occupational homemaking and HERO chapters placing major emphasis on preparation for economics-related occupations. In many schools across the nation, these student organizations form an integral part of the school curriculum and are regularly reported in the American Vocational Journal.

Cooperative Education and Work-Study Programs

These programs deal with vocational and technical education incorporating paid employment as part of the job preparation training related to their career objectives. A teacher-coordinator shares supervisory responsibility with an employer. These programs differ in that work-study
programs for vocational students provide paid work and public employment which may not be related to aid students' career objectives. Cooperative programs which have doubled in number since 1967 are more organized in nature and involve work study but in areas related to the students' career objectives.

The Comprehensive Employment Training Act of 1973 (CETA) provides for the government subsidization of employment of disadvantaged youth in private industry as well as in government and public service agencies. Monies under this act are provided for CETA youth programs during the off-school summer months as well as for youth employment in non-profit organizations during the school year. Many young people are employed within the CETA framework in our schools.

The Executive High School Internships of America

The Executive High School Internship program is headquartered in New York City and was initiated in 1973. It now involves over 1,500 students working with executives. It is privately funded with some financial assistance from the National Institute of Education (NIE). Executive high school interns are juniors and seniors who take semesters sabbatical from the regular studies and serve as special assistants to senior officials in government, private non-profit agencies, civic organizations, executive and cultural institutions, and vast communications in the private
sectors. They attend policy meetings and conferences with sponsors; follow up on special assignments; prepare memos and reports; and at times even travel with their sponsors. The program is designed so that these interns meet with their sponsors four days a week during regular business hours. On Fridays all of the interns meet, as a group, for seminars on urban policy development and administration. During this time, they discuss meetings, meet with officials, make site visits to programs and operations and often make their own presentations. These executive interns are required to keep daily logs of their activities and to present projects to their high schools at the end of the semester to demonstrate what they have learned in the program.

**Schools Without Walls**

Some years ago, the Philadelphia School System, financed by the Ford Foundation, opened one of its schools, Parkway School, which achieved national prominence, as the first community-based "school without walls." It became a regular part of the school system with over 600 students from all parts of the city spending most of their school day in various community organizations attending classes, conducting independent study projects or exploring specific career interests. Students interested in specific areas were allowed to study either as a group or individually or to work as staff assistants in laboratories. Those
students interested in business administration, for example, might attend classes at the board conference room of a major corporation. Others might study health-related sciences in a hospital, while others were serving as volunteer aides to the various government agencies. Teachers for the program were taken from local school systems or from the coordinating organization, industry or agency. Academic credit was offered for all community experience activities. Responsibility for locating and encouraging employers to cooperate in the program that is jointly shared by the school and by the students.

**Industry-Education Partnership Programs**

In Detroit, Michigan, after the 1967 summer riot, several of the city's leading industrialists concluded that one of the immediate problems to be resolved was that of dealing with the educational offerings in school in the black ghetto areas. Out of their discussions and interaction came a new approach to volunteer industry and business involvement to help and enrich public education. This new approach was known as the "industry-education partnership." It required a company to adopt a school. The school contacts the company when seeking program enrichment services and activities and the industry, in turn, develops and conducts educational volunteer programs to the school. When a company is unable to provide that assistance needed by the school, it then serves as a recruitment agency with
other companies seeking their assistance. A number of other industry-education partnership programs have been developed around the nation. In Baltimore, Maryland, a partnership has been developed between a junior high school and a total high school. The goals of this program are to contribute to the education of the young people in the school in regard to the world of work and aid them in developing work skills and job attitudes that will give them a place in society. A number of learning packages, forty in number, have been developed for use by teachers in the classroom or by self-pacing students. These learning packages are tied to company visits. Five basic goals or objectives are now expected: (1) Recognition and demonstration of good job attitudes. (2) Demonstration of desirable procedures for job interviews. (3) Development of more positive self-image. (4) An improvement in oral and written communication skills. (5) The selection of one job for intensive study and exploration. The benefits of this cooperative industry-education program are threefold: (1) There develops a better understanding of industry and school staff. (2) a better understanding of the objectives of education by company personnel. (3) Greater understanding by teachers and the counselors of various factors which lead to job satisfaction and success and to ideas on how educators can enhance the above factors in the classroom and in the counseling process.
**Employer Trade Associations**

There are hundreds of national trade associations which represent industry and business throughout the nation. Typical of some of these national employer organizations are the American Iron and Steel Institute, the American Gas Association, the Manufacturing Chemists Association, the American Forestry Association. Some of these associations employ a full-time educational director who is responsible for building and maintaining a school relations program. These programs are directed towards interesting students and teachers in career opportunities offered by the associate memberships resulting in the improvement and skills and quality which are available to member companies of the association. Printed and audio visual materials about career opportunities in the specific associations are available and the materials are often free or available at a minimal cost.

Examples of the more important general business-industry organizations are the Chamber of Commerce in the United States and the National Association of Manufacturers. These two organizations have advocated the involvement of business-industry in local school programs for some time.

There are also several national organizations whose programs are committed to the development of industry-education cooperation at all levels. These include the National Association for Industry-Education Cooperation.
(NAIEC) and the National Alliance of Businessmen (NAB).

The primary objectives of the NAIEC are to provide a national organization for representatives of business, industry, education, government, and labor to promote increased levels of cooperation in helping improve public education. The second goal is to identify areas of mutual interest and to formulate programs, procedures, and materials, which meet acceptable standards for the use by school people. The third objective is to communicate with any group concerned with education about cooperative programs and objectives.

To achieve these objectives, the NAIEC conducts two ongoing programs. One of these is the development of regional and local industry education councils and the other is the conducting of community resources workshops. The second organization is the National Alliance of Businessmen (NAB). The major goal of NAB is to develop job opportunities for minorities in a private sector of the economy. With the exception of a few people, hired full-time to staff an office in Washington, all the professional staff of NAB are on loan from thousands of business organizations throughout the U.S. The NAB accomplishes much of its work in cooperation with national, state and local organizations dealing with minority group problems, manpower development problems, and education and training. The National Alliance of Businessmen has concluded that the
best way to prevent problems among adults is through appropriate education and training and counseling while they are still in school. To this end, the National Alliance of Businessmen endorses the following program:

1. Youth employment programs to provide economic disadvantaged youth with year-round work experiences. It is anticipated that these experiences would promote a greater understanding of varied career requirements and help students choose realistic career goals as well as relate their remaining educational opportunities to these choices.

2. The development of youth motivation task forces to bring disadvantaged youth into direct contact with accessible business men and women from origins similar to their own for the purpose of motivating their retention in school and their planning meaningful careers.

3. The development of college cluster programs to improve the ability of minority college graduates to compete for private sector jobs and to move into higher position of professional and executive responsibility.

4. The organization of career guidance institutions to improve and expand the career guidance provided by the public assistant educators to economically disadvantaged school youth.
These two agencies, the National Association for Industry-Education Cooperation (NAIEC) and the National Alliance of Businessmen (NAB), frequently joined forces in special programs such as national regional conferences on industry-education cooperation.

Government Agencies

A number of government agencies work cooperatively with the schools. An agency with a secondary mission in education is the U.S. Employment Services of the Employment and Training Administration, U.S. Department of Labor. The U.S. Employment Services and its affiliated state and local offices provide services to students and guidance services in schools. For example:

1. Over 5,000 schools in the United States each year have working arrangements with local employment services for the administration of the employment services' General Aptitude Test Battery (GATB) to junior and senior students. These tests, however, in some states such as in the state of Ohio, have become a function of the State Department of Education, Division of Guidance and Testing. For out-of-school youth, however, these tests are normally administered by employment services staff.

2. During the summer months, local employment offices often employ counselors from the secondary schools to help to register and counsel young people into
regular and part-time summer jobs. This activity also serves as a work experience for counselors as well as an orientation to the services of the employment services.

3. Local employment services offices periodically conduct job market employer need studies for use within their offices. This information is often available and made available upon demand to counselors and individuals requesting this information within the educational system. Some of this information is used to determine the need for new or expanded vocational and technical training programs. It may also be used as a basis for discontinuing vocational programs.

4. The U.S. Department of Labor, Bureau of Employment Security, issued the Dictionary of Occupational Titles (DOT) and its supplements, which provide descriptions of over 5,000 occupations and a listing of occupations by work groupings, for use in counseling. The publication is under revision at this time because of restrictions placed upon Title IX.

5. State employment offices have developed job bank listings on microfiche and provide related information on local, regional and state national job openings.
6. Publications such as *Job Guide for Young Workers*, *Guide to Local Occupational Information*, and *Health Careers Guidebook* have been published by the employment service for use in the schools. Cooperative arrangements have been worked out for the use of microfiche by school personnel; for example, in the Akron-Summit County Area in Ohio, this information is used to aid and direct young people to appropriate employment opportunities.

Other federal government and state agencies are involved in providing free instructional and career materials that may be used to orient and prepare young people for the world of work. An example of this is the Department of Transportation which used films and provides curricula dealing with state driving. A wealth of other information is provided by State Departments of Economic Development and Tourism. Some of these departments issue instructional materials dealing with the industrial and recreational opportunities to be found in their states.

**The Armed Services and Placement Services**

With the advent of the all-volunteer concept, military services have intensified their efforts to identify those young people within the school setting who might choose to make service life their career choice.

The armed services cooperate with public schools in a number of ways. Civilian service personnel administer and
score the ASVAB, the Armed Services Vocational Aptitude Test Battery, and provide information to young people who are still in school with information relative to careers that may be available to them in the military. This test battery, however, is loaded in terms of providing information on only those careers that are related to the military. Both military and civil service personnel and specialists participate in career days and career information dissemination activities within the schools. Tours have been arranged for students as well as counselors and administrative staff from school districts to visit military training facilities in areas such as Florida, Texas, Mississippi, Michigan and other states where these training facilities exist for the Army, Navy and Air Force. In the past, similar arrangements have been made available for counselors and administrative staff to spend a period of time at the military academies.

Bertis Capehart (1977) states that there are two major currents which seem to converge on public education. On the one hand, there is recognition and acceptance by educators that resources in the community can be enlisted by schools to provide enriched and expanded educational experiences needed by students in making a meaningful and relevant transition from school life to responsible, productive and personally satisfying lives outside of school. On the other hand, there is a greater understanding of the
problems and capabilities of public education by business, labor, industry, the professions and other components of society in a willingness to assist educators in improving education.
The question posed within Chapter IV is "What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?"

There are a number of community and school organizations that support school-based placement services. Some have traditionally been involved in work study or cooperative education programs. Some organizations exist within the school; others are outside of the school and serve as needed. While many of these services are fragmented, they have, by their nature, contributed to emphasizing the need for more organized school-based placement services. Research in this area pointed out that Federal legislation for vocational education in the 1968 amendments required the establishment of both a national and state advisory council. These councils, at both the national and state level, are concerned about the placement of vocational graduates. The contacts that they have had with employers as well as related experiences forms a base in the schools upon which a broader placement service can be built.

Youth organizations were identified in the research which are involved in the area of school placement services. Some of these organizations are represented by groups such as Junior Achievement, Explorer Scouts and
Volunteers of America. These particular organizations offer work experiences which help to prepare youth for employment or continuing education once they exit school. The five National Student organizations, the Vocational-Industry Clubs of America (VICA), Distributive Education Clubs of America (DECA), Future Business Leaders of America (FBLA), Future Farmers of America (FFA), and the Future Homemakers of America (FHA/HERO), represent organizations with strong ties to the schools and to vocational education. Their success in helping young people prepare for the world outside of education supports the need for an expansion of their activities for all youth. They constitute organizations which could be supportive of school-based placement services in that a part of school-based placement services is preparation for employment or continuing education. The study also touched on the Executive High School Internships of America. This program is directed to creating a greater awareness of the executive world of work.

Industry-education partnership programs were included in the study as was information related to comprehensive training programs (CETA). In the industry-education partnership programs, a company or industry adopts a school and seeks to generate support from other industries in working with that school. The basic goals or objectives of the program are: (1) recognition and demonstration of
good attitudes; (2) demonstration of desirable procedures for job interviews; (3) development of more positive self image; (4) improvement of oral and written communication; and (5) the selection of one job for intensive study and exploration. This activity supports school placement services in that it has been proven effective in those schools where it exists and in that it does prepare youth for employment or continued education.

The Employer Trade Association constitutes a group supportive of school-based placement services. Typical of some of these national employer organizations are the American Iron and Steel Institute, the American Gas Association and the Manufacturing Chemists Association. Some of these associations employ a full-time educational director who is responsible for building and maintaining a school relations program. Examples of other general-business-industry organizations are the Chamber of Commerce and the National Association of Manufacturers. Each of these organizations supports industry-education programs and activities and are supportive of the need for school-based placement services. They represent organizations whose services can be incorporated within and aid in the establishment of school-based placement services.

There are also national organizations such as the National Association for Industry-Education Cooperation (NAIEC) and the National Alliance of Businessmen (NAB)
which have been working to facilitate the transition of school youth to productive employment. A study was compiled by the National Association for Industry-Education Cooperation in the area of school placement services with funding from the Department of Labor. The study emphasizes the need for closer industry-education cooperation and documents how school-based placement services might be structured.

Governmental agencies such as the U.S. Employment Services have cooperated with public schools in placement activities. A series of activities have been conducted by the U.S. Employment Services. These services range from encouraging the use of the General Aptitude Test Battery (GATB) for school students to employing counselors at state employment offices during the summer months. The U.S. Department of Labor compiles publications such as the Dictionary of Occupational Titles (D.O.T.) and compiles data on employment which is used by currently operating school placement services.

The military services provide materials and cooperates with the schools in not only administering tests such as the Armed Services Vocational Aptitude Battery (ASVAB) but in providing speakers for school programs as well. Over the years, tours to military institutions have been made available for educators and students alike.
In response to the question, we have a number of organizations that have been involved in supporting public education institutions' delivery of school-based placement services. Federal legislation has mandated that nationally and in each state vocational advisory committees be established. These committees are working in the area of school-based placement services and have established contacts with employers.

National student organizations have been involved in working with employers and business and industry. In this respect, we have in-school youth involved in activities such as work experience and job selection which are part of school-based placement services. Employer Trade Association as well as professional business organizations have been supportive of increased interaction relative to youth employment and pre-employment preparation. The U.S. Department of Labor, through the Employment Services as well as the armed forces, have been involved in and are available to provide services to a school-based placement service.
CHAPTER V
ORGANIZATIONAL COMMONALITIES WITHIN CURRENT PLACEMENT SERVICES

Organization of Placement Services

This chapter is directed toward responding to the question of "What commonalities exist within currently operating placement services in terms of organization for delivery of services?"

A number of school-based placement services are in existence throughout the United States. Select samples of some of the placement services in operation are included in this chapter. Some placement services are mandated by state legislation. The state of Florida has state-wide placement services mandated by state law. A study was done in Florida for the Duval County School Board (Wagner and Wood, 1974) which concluded that:

1. goals and objectives of the placement and follow-up programs should be established to meet the needs of all students;

2. placement and follow-up services should be provided throughout the year.

3. placement and follow-up programs should facilitate the transition of students from the school environment to the world of work;

4. placement and follow-up services should be established in such a way as to extend the current placement and follow-up efforts;
5. placement and follow-up services should increase career opportunities through job development and facilitating access to further career training;

6. a program of placement and follow-up services should build upon, rather than duplicate, non-school placement and follow-up activities;

7. placement and follow-up services should be school-system based with central coordination;

8. centralized placement and follow-up offices should serve as a clearinghouse for the job information for the entire school district;

9. school staff should be assigned full-time responsibility for providing placement and follow-up services;

10. placement and follow-up services should be provided by the school board budget and without cost to the persons directly served;

11. placement and follow-up activities should be organized into a formalized system;

12. there are few exemplary programs from which to model program procedures;

13. placement activities and follow-up activities should be interrelated and mutually supportive; and

14. follow-up activities should provide feedback for the evaluation of educational services and programs.
The conclusions of the report by Wagner and Wood (1974) are supported by the findings of Eugene V. Martin, (1974). In his 18-month "School-to-Work" project, conducted by the National Advisory Council on Vocational Education, the author of this study had the opportunity of working with Dr. Martin on the study. Some of the findings of the study and recommendations of the study are as follows:

1. If the superintendent approves and provides system-wide support, a placement program can be started with just a small staff. In most school systems, this support would consist of one or two professionals with a clerical assistant.

2. Programs can be started with limited funds, but growth will depend upon redirecting existing funds as well as the allocation of new funds.

A study was conducted for Ohio's State Advisory Council for Vocational Education by Eugene V. Martin (1974) as well. Dr. Martin goes on to state that state employment security agencies and other employment-related organizations, association and corporations can help youth get jobs. The school should cooperate and work with these agencies. The school, through its teaching and counseling efforts, has the unique capability and definite responsibility to help students learn occupational skills and to make career decisions as well as to contact prospective
employers and secure suitable entry positions. The final recommendation made by Martin, in his report to Ohio's State Advisory Council on Vocational Education, stated that the placement program should be explicitly structured within the school rather than being stated as a general objective. It should have a distinct staff and a clear set of objectives and activities. Samuel Burt (1974), in a study, stated that there are basically 19 essential organization "foundation stones" considered necessary for the successful operation of a school-based job placement services program.

1. The program should function as a central unit operating on a 12-month basis.

2. All services should be provided at no cost to students, graduates, early leavers, and faculty without regard to sex, color, physical or mental handicap or program enrollment.

3. All students, in cooperation with counselors and teachers, should be provided with the knowledge and skills necessary to seek employment while in school, upon leaving school, and throughout their adult lives.

4. All students that are seeking educationally significant or volunteer work experience, appropriate to their level of maturity, should be assisted in obtaining such work experience.
5. All potential and actual early school leavers should be offered special job placement services so that they may be encouraged to remain in school to graduate.

6. All early school leavers and graduates should be offered full-time jobs and placement services for at least one year after leaving school.

7. All in-school students, early school leavers, and graduates, who were assisted in obtaining jobs by the school program, should be provided follow-through services.

8. All students seeking job placement by staff and school placement programs should be referred for placement assistance by a counselor. The counselor should be kept informed of all action.

9. All present school personnel involved in placing students in jobs use at least one-half of their time coordinating their efforts with the placement program.

10. There should be a coordination of placement services. Dr. Martin (1974), in this area, talks about an organization of these services into training clusters such as agriculture, business and office communications, construction, and so on.
11. Representatives for the structure of the community, business, industry, labor, government, armed services, professions, parents, students and minority groups should be included in advisory councils.

12. Students seeking part- and full-time jobs may do so on their own initiative, but arrangements may be made so that they are aware of the job counseling and placement services available to them.

13. Teachers and counselors currently providing job placement and assistance to students may continue to do so, but should also report their job placement activities to the job placement program staff for purposes of communication and coordination with cooperating employers.

14. The placement services program should be responsible for arranging for business and industrial plants, offices, stores, factories, and so forth, as well as arranging for labor and community representatives to visit school classes.

15. Employers should be provided a central office with which they can deal in cooperating with the school placement program.

16. Teachers, counselors, and other school staff seeking work experience for professional growth area purposes should be provided relative services.
17. As the communities' major organizational unit serving youth in the field of education, training, and employment development, the school must accept responsibility for administering all specially designed and funded part-time job placement programs; for example, the part-time summer programs under the Comprehensive Employment and Training Act.

18. The fullest possible utilization should be made of either youth employment services, assistant services in the community, private employment agencies and rehabilitation services, such as the Vocational Rehabilitation Service.

19. Volunteers from business, industry, government, professions, and labor should be recruited to assist program staff in job development and helping youth on a one-to-one basis to obtain and hold full- and part-time jobs. An example of a system developed along these lines which appears to be working quite well is located in Pittsburgh, Pennsylvania. Forty-six people were initially employed in a job placement service program; twelve function as central-based coordinators; twenty-two were identified as placement specialists serving special student clientele; eleven school assistant-based coordinators for distributive education teachers were also involved.
In the state of Ohio, the Akron-Summit County Job Placement Services have developed a program guide which has been nationally accepted and has been used for the organization and delivery of placement services in states such as Pennsylvania, Florida, Virginia, Maryland, Indiana, Illinois, Michigan, Texas, and a number of other states. In the publication *Model for Implementation of School-Based Placement Services*, 1974, published by the Akron-Summit County Job Placement Department, the system of delivery of these services is explained in detail. The Akron-Summit County Job Placement Services works with over 5,000 students and over 3,500 employers within the period of a year. The basic guideline for the program is described in outline fashion as consisting of the following steps:

1. Communication being made with top administrative staff and a commitment from that staff.
2. School principals and counselors being contacted, interviewed and involved in the process of developing placement services.
3. Meetings being held with students in order to orient them to the services and generate information from them relative to their interests and concerns.
4. Contact with the community and with community agencies and services that could be utilized by the schools in the area of placement services.
5. Organization of the central office which was used to service some twenty plus schools and the selection and orientation and training of staff personnel.

Arguments have been advanced that (a) school placement services focus on the needs of the individual students whereas the other major source of placement, the Employment Service, must strongly consider societal and manpower needs; (b) school placement services provide for close communication between school and employer which leads to the improvement of curriculum and guidance services; (c) that the schools, since they are more familiar with the training, aptitudes and interests of the individual students, can do a more effective job of helping them to find the "best job available" for them; (d) that schools are in the best position to provide the follow-through that should accompany job placement (Isaacson, 1972; Flannagan, 1974; Odell, et. al., 1974).

Isaacson (1972) reports four different types of organization for school placement services. The first is the Decentralized Plan in which each high school provides placement services for its graduates without the assistance of some central office. The second is the Centralized Plan in which all placement is done from a central office rather than through the local school. The third type of organization is the Combination Plan which is suitable for large
school systems. In this system, the first two types of organizations mentioned are combined. In the fourth and final system, the Cooperative Plan, local school efforts and those of the employment service are combined.

Cochran and Wasil (1976) state that as job placement services are introduced in the schools, it is logical to assume that, in most instances, a school counselor will have responsibility for placement, either as a part of his or her regular duties, or, in some systems, as an exclusive, full-time responsibility. School counselors, by their training in understanding students and the world of work, are usually the individuals most qualified to perform the placement function.

Cochran's and Wasil's article focused on the changes necessary for an effective placement program. They indicated that as counselors become more involved in the placement process, it is essential that they have an understanding of how they may function in the job placement role. Counselors can most readily and effectively function as facilitators. Their responsibilities as placement facilitators would be very similar to those they currently hold.

Counselors traditionally have worked with some students in the area of placement. School placement services, however, are now being interpreted as a comprehensive service for all school students. In the past, counselors
have sometimes worked with only parts of the school population; in the future, they will be expected to work with all students. In the past, frequently only a few contacts have been developed with the total community outside of school; in the future, a broad base of contact will have to be developed.

Cochran and Wasil indicated that in order for counselors to perform the placement tasks described later, some basic changes may be necessary. Cochran and Wasil further recommended that consideration be given to the following areas.

1. A reallocation of the counselor priorities in relation to use of time.
   (a) More contact with teachers, parents, employees, and students, group and individually.
   (b) Extended time and flexible use of time. Possibly a 12-month schedule and adjusted working hours.
   (c) Recognition that the counselor will be away from the office or school on valid business.
   (d) Less time spent on things; more with people.

2. An agreement on the part of administration that the counselors' services in placement are a priority item. This may necessitate:
   (a) A written description of what activities will take place.
(b) An agreement on which of the activities are high priority.

(c) A written evaluation at the end of a year and reassessment of priorities if necessary.

(d) Close communications between counselor and administration regarding desired objectives and how well they were met.

3. A commitment on the part of the school system to provide the money for a counselor to effectively function in the placement area. Money will be needed because:

(a) Follow-up studies cost money in terms of printing, postage and compilation of results.

(b) Transportation away from the school as well as lunches, membership in organizations, evening meetings, etc., are expenses that are necessary in order to be effective.

Cochran and Wasil advocated a structure of "counselor-based" placement services which consisted of six basic components.

1. Data accumulation (students - employers)

2. Employment - Job-seeking preparation (in-school)

3. Job development - training opportunities

4. Placement activities

5. Follow-up

6. Follow-through
Cochran and Wasil recommended that a counselor can develop a program using the six components. They went on to state that the degree or extent to which each should be developed or the priority assigned it will depend upon the following:

1. Student needs
2. Program offerings
3. Community structure (business - farming, city - rural, etc.)
4. School finances
5. State of economy

The following was presented as an outline of the essential steps in developing a "Counselor-Based" School Placement program. Each step was followed by some important considerations in implementing each step.

Structuring a "Counselor-Based" School Placement Service

**Step I - Current Placement Activities**

1. Assessment of current placement activities.
2. Appointment of an advisory committee of teachers, students, administrators, parents, and representatives of business.

**Step II - Present Total Program Administrators**

1. Point out what is being done and has been done in the past.
2. Indicate the need for comprehensive service for all students.
3. Outline the process by which services can be pulled together.
4. Point out most positive benefits to school.
5. Provide financial cost breakdown.
6. Acquire administrative approval.

**Step III - Data Accumulation (Students - Employers)**
1. Compile data on students' interest, aptitudes, age, attendance, training, abilities, and career goals.
2. Compile data on employers' jobs, on-the-job training programs, and apprenticeships.

**Step IV - Student "Job Seeking Preparation" (In-School)**
1. Provide students information on how to complete a job application and resume, take a job interview, figure pay, use community resources and hold a job.
2. Employ a variety of techniques such as resource people for classroom activities, release students to spend time with an employer, conduct job fairs and career days, provide materials for classroom use and organize group guidance sessions to help students prepare for job seeking.

**Step V - Job Development - Training Opportunities**
1. Maintain files on employers, apprenticeship programs, training opportunities, and employment services.
2. Maintain constant formal and informal contact with potential employers.
3. Continue to seek new potential employment opportunities.

Step VI - Placement Activities

1. Post job openings and assist students in applying for them.
2. Refer specific students for specific jobs.

Step VII - Follow-Up Activities

1. Decide upon goals of study prior to conducting.
2. Follow-up both with student and employer.
3. Conduct follow-up by mail, phone, or in person.
4. Learn if further assistance is needed by students after placement.

Step VIII - Follow-Through

1. See that data obtained from follow-up is put to use to make appropriate changes in school programs and procedures.
2. Be sure to use a positive "here is what we have learned, how can we improve" approach.

Conclusion

The conclusions drawn by Cochran and Wasil were that the need for job placement programs in the schools is being recognized and such programs are being instituted. It is essential that school counselors be involved in establishing and working in such programs. The guidelines we have
given provide a skeleton of steps to be followed in establishing a "School-Based" Job Placement Program. Counselors must act now to give direction to the development of school placement services or risk having such services in less desirable form, imposed from outside.

Hummel (1976) identified ten essential roles in the placement process. They are the promotion of an understanding on the part of each student for the worth and basic dignity of work along with the development of each student's ability to appraise one's self and one's environment as a basis for decision-making. Hummel stressed the need to assist students in understanding the meaningfulness and value of learning as it relates to careers as well as assisting students through extensive career guidance services in the development of a career plan. He indicated that students should be provided with accurate information about vocational education and other curricula as to their relative importance in specific occupational groups and that they should be provided with orientation to occupational clusters, families, worker-trait groups, and field and level classifications of occupations. Hummel stated that there is a need to provide the basis for courses of study in all curricular areas for the purpose of integrating school subjects with students' occupational interests as well as a need to provide exploratory experiences for students to potential aptitudes related to occupational
clusters. According to Hummel, the two last roles of the placement processes consisted of assisting students to understand how various career choices will affect their future in a job market and to develop job search skills and use job placement services in the education-to-work transition.

Hummel went on to state that the fulfillment of the ten roles acquires a systematic plan, assignment of specific functions, and administrative support for personnel and resources. These roles would involve all educational personnel and appropriate non-school resource persons. Having effectively performed these roles, we could expect a knowledgeable, skilled and experienced student who would possess a readiness to utilize job placement services.

The Ohio Division of Guidance and Testing identified the following areas as considerations that need to be considered in order to organize a school-based placement service.

1. Development of procedures to utilize employment information.

2. Development of job placement and follow-up services for all students.

3. Development of in-service materials designated to improve the skills of professionals and supportive personnel in utilizing employment information and providing job placement and student follow-up services.
4. Development of materials for professional staff use with students in employment and career areas.

5. Development of services which will aid professional staff to assess student capabilities.

A definition of terms was included in the paper developed by the Ohio Division of Guidance and Testing.

**PLACEMENT SERVICES** - School-based services designed to assist youth exiting school, to gain employment, and/or continue their education. These include the utilization of existing non-school based services to aid youth find employment or acquired skill training.

**FOLLOW-UP STUDIES** - A structured systematic examination of the status of youth who have exited school relative to the training they received in school as well as to the school-related services provided them.

**PLACEMENT** - The end result of the process of service which would result in an individual moving into immediate employment, deferred employment, or a combination of the two.
DEFERRED EMPLOYMENT - Two- or four-year college programs, apprenticeships, skill-training programs, on-the-job training (OJT).

SCHOOL LEAVER - A school leaver is defined as an individual who exits school prior to the completion of a school program which would result in the issuance of a diploma. It designates an individual who has not transferred to another school but who is entering the employment or training market without having completed a formal high school program.

SCHOOL GRADUATE - A school graduate is defined as an individual who has completed an approved high school program and has received a diploma from an accredited high school.

PRE-EMPLOYMENT - The placement of youth in training or job sites prior to their formal graduation from high school. Such a service would entail the planned and collective use of both school and community resources.

The statement was also made that schools should be responsible for the preparation of youth for employment.
The following is the list of areas in which a school could function to prepare youth for employment. The skills which would be necessary are those which would enable youth to obtain and maintain employment and which are not manual skills such as are taught in auto mechanics. (Paper - School Placement Services, Ohio Division of Guidance and Testing.)

General goals or objectives of school-based placement and follow-up services were presented in a publication by the Akron-Summit County Job Placement Department.

1. To facilitate the exiting of a youth from school into either an area of continuing education or employment based upon the youth's interests, aptitudes, and abilities.

2. To generate meaningful, relevant data which would enable a school district to design or redesign instructional programs which would more realistically and fully meet the needs of its youth.

3. To develop a more positive cooperative relationship between the school system and total community (business, industry, parents).

The Akron-Summit County Job Placement Department identified the types of placement as being:

1. A job situation

2. Continuing education (colleges, universities, two- and four-year programs)
3. Adult education programs

4. Military service

5. On-the-job training (OJT)

6. Apprenticeships

7. Private-skilled training schools

8. Sheltered workshops

9. OTHER JOB OR EDUCATIONAL SITES or situations available.

That Department recommended that school-based services be designed to provide the following services:

1. Provide placement and follow-up services to meet the needs of all students.

2. Provide placement and follow-up services on a year-round basis and for a minimum of one year after exiting school.

3. Build upon, and more effectively coordinate, exiting school placement and follow-up services.

4. Increase career opportunities as a result of closer communication and coordination between employers and the school structure.

5. Provide input for the development and operation of a more effective overall Career Education Program.

6. Provide data for evaluation purposes.

7. Pre-employment preparation.

(a) Identify the strong characteristics and interests of the students, identifying and
documenting areas such as: utilizing interest, aptitude, and ability in approach.

(b) Conduct classes or group sessions in areas such as job interviews, job applications, resumes, employer expectations, and so forth.

8. Gather data on current and past employees relative to employer needs. Special data such as: job description, hours, employment practices.

9. Utilize data on youth and employers. Facilitate a positive job-match which would lead to part- or full-time employment.

10. Conduct a follow-up on a schedule-structured basis to determine the effect of placement services.

It was indicated that placement and follow-up activities can and should be based and built upon current career education activities and identified needs, rather than duplicate existing services. Enhancement and the expansion of those services identified as most needed should be facilitated.

The Akron-Summit County Job Placement Department developed a structure for the delivery of placement services. It is organized on the basis of a centralized placement and follow-up service operating on a 12-month basis which it contends is the most logical and most effective means of providing continuous meaningful service for both employers and youth. The Department states that in terms of specifics, it has identified a step-by-step procedure.
1. The operation should be centralized and coordinated. A regional concept in terms of employment districts which might be multi-county in nature should be considered.

2. Services should be available on a 12-month basis.

3. An individual who will be responsible for the total operation within a geographic area should be designated. A centralized one contact for each district or region or county with a specific business or industry might be considered. For example, one employer would be contacted by the educational structure for all of the employment needs of that particular industry. This would necessitate administrative control over all cooperative programs. A Distributor Educator may be the person to contact and to refer back to a central organization or job opening. In another case, it might be one of the other work-study coordinators. The structure would have to be designed to fit the needs of a particular community.

4. A plan to utilize efficient school and community resources should be developed. Example - Resource people from the community can be used as speakers at the elementary, junior, and senior high level. They can be used as individual career resource
people and they can provide the link between the business community and the educational structure. A resource file of these individuals can be compiled and updated periodically.

The Ohio Division of Guidance and Testing indicates that other areas or strategies would include, or would consist of, part-time summer youth work programs, the involvement of the Explorer Scouts throughout the year, and part-time employment.

The State Employment Services and Chambers of Commerce, of various cities, can be utilized as can all existing job services to identify job openings and job slots.

The coordinated effort between education and business and industry would result in the school system receiving job evaluation data, job development data, and other related services.

Commonalities were identified in response to the question posed in this section of this study. As the literature was reviewed and as each of the manuals and publications solicited from states and projects were reviewed, a repetition of similar activities was noted. A chart listing these similarities was developed and a tally made of the number of times that each was present in a manual or publication. Some 15 basic commonalities were identified as being inherent to the majority of placement services in operation. The commonalities identified are as follows:
1. Services were provided for all students.
2. Services were provided at no cost to the student.
3. Services were provided for a 12-month period.
4. Services were school-based.
5. Services were centralized.
6. Follow-up studies were a part of the program.
7. Full-time staff persons were employed.
8. Counselors were involved.
9. Pre-employment was a vital part of the services.
10. Services were built upon existing services not in place of.
11. Business-industry employers were involved.
12. Services were directed to placement in continuing education as well as employment.
13. The system of services was formalized.
14. Volunteer work experience was a part of the service.
15. Part-time work was included within the service.

The table on the following page illustrates the percentage of responses to each of the areas listed above.
TABLE 5

Commonalities Identified Within Placement Services

N-32

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SUMMARY

The question posed in Chapter V is "What commonalities exist within currently operating placement services in terms of organization for delivery of services?"

Every state in the union as well as a number of placement projects within the various states were contacted. This chapter includes samples of some of the representative organization of services. The first organizational structure included is from a major district in Florida and is representative of the services provided on a county organization in that state. That structure is followed by an 18-month study done in 1974 for the National Advisory Council for Vocational Education. Nineteen organizational "foundation stones" were identified in a study conducted by the National Association for Industry-Education Cooperation (NAIEC) (1976) and are included in that they provide a national overview. The structure of services developed within the Akron-Summit County Job Placement Department is included in the study because it has been used throughout the U.S. as a model for school-based placement services. An article by Cochran and Wasil (1976) is also included because it outlines the infusion of the services described by others into a workable format utilizing existing school staff. Hummel's (1976) study provides a valuable overview of placement services which the author felt would balance
some of the other research. Lastly, the position of the Ohio Division of Guidance and Testing was presented as a state position in these services.

The results of the research in this area identified commonalities existing within school placement services. Within all of the structures, there was agreement that these services should be provided on a year-round basis to all students at no cost to them. All of the states and sites which provided placement services indicated that there was a need for pre-employment preparation and the involvement of business and industry in the area of job development and job placement. All were in agreement that there was a need for a formal structure but different because of the location and funding of these services as to whether such a service should be centralized. All of the placement services indicated that there was a need for follow-up activities as part of the service. There was no major concerns as to the number of years of follow-up. The majority of placement services were following a combination plan of operation with some interaction with state employment services. The overall structure which the majority of the services contained follows an organizational-structured pattern similar to that which exists within the Akron-Summit County Job Placement Model. This model is based on a system of compilation of student and employer data, pre-employment preparation involving teaching staff, job
development, placement and follow-up. A more detailed description of this model is presented in the appendix.
CHAPTER VI

COMMONALITIES WITHIN CURRENTLY OPERATING PLACEMENT PRE-EMPLOYMENT ACTIVITIES

Research in this chapter is directed toward the question of "What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities?"

Research of the literature was conducted to determine what activities had been identified as being pertinent to the preparation of school age youth for employment. Little was found other than guidelines for areas to be covered in pre-employment which were distributed by the Ohio Division of Guidance and Testing. The guidelines had been developed by the Akron-Summit County Job Placement Department. Research did uncover writings which did indicate areas in which students should be prepared for employment. This research is presented in the first of this chapter.

In-School Employment Preparation

In terms of in-school employment preparation, the Ohio Division of Guidance and Testing recommends that the following services be incorporated within the school program.

A. All students seeking assistance to be registered, referred, and periodically followed-up.
B. Job development be initiated in cooperation with the employment service, business and industry, and government agencies.

C. Job Hunting Clinics be conducted to develop the techniques and skills needed to get a job. All students be provided with information in the following areas:

1. Job Hunting
2. Job Selection
3. Job Interview
4. Job Resume
5. Job Application
6. Employer Expectations
7. Competition for Jobs
8. First Pay
9. Job Mobility
10. Opportunities for Advancement
11. Other areas designated as needed by vocational/non-vocational teachers.

D. A central job listing can be maintained, with referral to an appropriate placement agency holding the job order or directly to the employer.

How School-Based Placement Services can be Structured

A. Administrative Responsibility

Placement and follow-up must be recognized as a priority by both central office administration
and by the school principal. The school principal, as a leader in the program planning process, would be the person who might best utilize both feedback and community resources generated by placement and follow-up services. Such services would also help to make the school guidance and counseling program active and responsive to the needs of students. A school administration can facilitate the development of an interfacing between counselors and teachers in the area of placement. In effect, with the support of the administration, the end result might be a revitalization of the curriculum.

B. Counselor Involvement

Counselors may be involved on a full- or part-time basis depending on the structure of the school. It would certainly be expected that the counselors would be part of a team approach. Counselors have been involved and should continue to be involved in college placement as one of their continuing major responsibilities.

C. Consideration of Regional Concepts

A regional concept in terms of employment districts which might be multi-county in nature should be considered.
D. Employment Service and Local Agencies

Utilization, with coordination, can be made of existing placement services in the community, including:

1. Local employment service
2. Neighborhood Youth Corps
3. Community organizations such as Goodwill Industries, Salvation Army, Urban League, and neighborhood centers
4. Welfare agencies
5. Community action organizations under the Office of Economic Opportunity, Department of Labor, NAB-JOBS, etc.
6. Bureau of Vocational Rehabilitation
7. Vocational training schools or programs
8. Apprenticeship training programs

E. Labor Market Data

Labor market trends, job opportunities, occupational information, listing of local industries, businesses, government employment, and training opportunities can be made available through a clearing house for students, teachers, parents, and employers.

It is evident that the matter of job placement is much more complex than simply finding the graduate a job. It involves a number of diverse and complicated activities. Many of which need to be implemented well before it is necessary to obtain jobs.
Recent writings by personnel in the field indicate the placement function must be a total program in order to serve the student. Kaskow (1972) summarized the objectives of a job placement program as follows:

Here are nine realistic goals for job placement programs:

1. To strengthen school guidance and counseling through a more sequential program of placement and vocational counseling which is appropriate for all students.

2. To develop student career knowledge that may be helpful in making vocational program choices while still in high school and/or upon graduation.

3. To fill curriculum gaps experienced particularly by those students who are not goal-oriented as well as by goal-oriented students who may need or seek further help so that they may attain a higher degree of self-realization.

4. To motivate students to attain their full potential by providing a climate for developing and testing attitudes, values, abilities, interests and aspirations.

5. To expand career information and opportunities for all students.

6. To develop employment prospects for the physically, emotionally and mentally handicapped
students so that their school experiences are more in tune with their individual needs.

7. To improve lines of communication among counselors, teachers, and vocational and work-study program coordinators.

8. To improve public relations and expand coordination with business and industry.

9. To provide job experiences as an integral phase of the curriculum to help students enjoy greater educational relevancy.

To further delineate the activities, tasks and functions of a placement program, McMahon (1971) identifies twenty-one activities which provide an overview of the program.

1. Establishing need for program.
2. Using advisory council.
3. Selecting and assigning personnel.
4. Developing contacts with employers.
5. Coordinating with post-secondary and private employment agencies.
7. Establishing clearinghouse for job openings.
8. Coordinating with co-op and other in-school work.
9. Developing in-school information system.
10. Contacting students for information gathering and dissemination.

11. Updating student records.

12. Soliciting jobs.

13. Providing information about job openings.

14. Developing student resumes.

15. Recommending students for job openings.

16. Completing job applications.

17. Coordinating job interviews.

18. Providing legal information.

19. Financing and budgeting.

20. Planning facilities and equipment.


The specifications of a vocational placement program are described by McCraken (1971) when he identifies the function and procedures as follows:

1. Initial contact

2. Updating records

3. Preparation for job selection
   a. complete job application forms
   b. develop resume
   c. have instruction in finding jobs
   d. have practice in job interviews, including asking employer questions
   e. understand current types of job and salary consideration
4. Developing resumes
5. Providing job opportunity information
6. Matching students with jobs
7. Arranging job interviews

Research relative to career education activities are included in this chapter in that they indicate the need for pre-employment preparation and do provide a broad background for the identification of pre-employment services. This area of research also serves to point out the responsibility of school personnel in this area of pre-employment. Dean Hummel (1976), for example, stated that if we take the position that placement is an act of moving from one place to another, and career development is a series of placement steps (process), there is a basis for declaring that all school personnel share placement responsibilities. Each person in the educational enterprise, however, has an individual role to perform. Job placement, as an act without its identification to the career development steps would, indeed, require a stretch of the imagination on the part of many educational personnel to accept the notion they have a role to perform. Roles vary for educational personnel as they relate their expertise and to their identified function in the career development process of students.
Dean Hummel (1976) utilized a paradigm to clarify the process. What is obvious from the graphic (CAREER DEVELOPMENT - PLACEMENT PARADIGM), illustrated on the following page, is that as the individual experientedly learns, options are narrowed to the point of choice and job placement. Therefore, roles can be identified in two "placement" categories—Career Development Placement and Job Placement.

Hummel states that the individual begins a life of learning with the entire range of options in the world of work. Through career education and career counseling assistance, the process of career development and a series of school placements occur during the school years of boys and girls. Learning build upon experiences and reality testing results in a selective delimitating of options related to personal interests, aptitudes, achievement and aspirations. During this processes period, all educational personnel with whom the learner comes in contact will perform placement roles.

Career development, viewed concomitantly with the placement paradigm further suggests the series of possible choices and job placements (illustrated by consecutive arrows) during a person's life. The concept illustrated is supported by the contemporary belief in the theory of life career development (Gysbers, N. and Moore, E., 1975). In contrast to the original version of Parsons' Vocational Placement Act (Parsons, 1909), the life career development
Individual Choices & Placements

Career Learning Resources

Delimiting Career Options

Career Development - Learning and Decision-Making

Pre-School

Elementary-Secondary School

School Placement

Post-School - Education - Work

Job Placement - Follow-up

Adapted from: Occupational Outlook Quarterly, Fall, 1975, U.S. Department of Labor
Adapted from: Occupational Outlook Quarterly, Fall, 1975, U.S. Department of Labor
process encompasses a series of placements, culminating in the entry job placement choice and act.

A second graphic (LEARNING AND DECISION MAKING COMPONENTS - CAREER DEVELOPMENT) depicts the essential ingredients supporting the school placement and career learning programs. As a result of career guidance and career education, personal characteristics are developed through knowledge and experience. Organization and management systems are structured to depict the scheme of the world of work and to provide a logical access for students to search for accurate information on which to make decisions. Such a system also provides a job placement service with a profile of the individual which is consistent with job classification systems.

Ingredients contained in this second graphic, when placed within the horizontal diamond of the CAREER DEVELOPMENT - PLACEMENT PARADIGM, provides for a systematic approach to school programs (and a series of placement-learning steps) culminating in entry job placement. These learning and decision-making components are further applicable beyond entry job placement when new placements are made in the life career development process.

According to the state of Virginia's Office of Guidance Services, job placement functions must be interrelated with the learning and career guidance programs of the educational system. Placement, viewed as a continuing
process in life career development, must be a part of rather than apart from the guidance, counseling, placement, follow-up and follow-through system.

Job placement functions identified by Hummel (1976) in nine exemplary pilot Virginia Placement Services programs are:

1. Placement of graduates in full-time or part-time jobs;
2. placement of dropouts;
3. placement of students in part-time jobs;
4. coordination of pre-placement training for high school students and graduates seeking employment;
5. advising students of occupational opportunities available;
6. administration; and
7. public relations.

Hummel (1976) stated that there must be an acceptance of specifically identified roles in the placement process by all educational personnel, and there must be a coordinated job placement service if we are to achieve the superordinate goal of assisting students in the step from education to work.

At this point, 32 publications and manuals on placement, which had been solicited from placement projects around the United States, were reviewed to determine what commonalities were present in each in relation to pre-
employment preparation activities. Initially, the guidelines furnished by the Ohio Division of Guidance and Testing for pre-employment activities were used as a guide for researching the publication and manuals. Each publication was read to determine what pre-employment activities were taking place and if some were indicated which were not part of the list they were added. The response sheet was divided into two areas. The first area dealt with the general areas of:

1. The need for pre-employment services. Here data was sought relative to how many of the functioning placement services were involved in providing pre-employment services.

2. A second area of research was directed to the organization of pre-employment services in terms of where they took place in the educational structure, whether it was in the classroom or outside of the school facility.

3. A third area of research was directed to what personnel coordinated the pre-employment services and whether it was the responsibility of a particular person or whether it was a collaborative effort.

4. A fourth area that research was directed to dealt with the involvement and use of community services such as State Employment Services, National
Concern was directed to identifying, through the research, those most common areas of pre-employment preparation. The areas recommended for inclusion in pre-employment preparation by the Ohio Division of Guidance and Testing were used as a means of identifying similar activities in other states or placement operations. Activities not included in the original listing were added as the research progressed.

The areas of common activities were identified as being:

1. Job Hunting
2. Job Selection
3. Job Interview
4. Job Resume
5. Job Application
6. Employer Expectations
7. Competition for Jobs
8. First Pay
9. Job Mobility
10. Opportunities for Advancement

Table 2, on the following page, illustrates the frequency and percentage of response to each of the major areas identified as areas of common activities.
Those states and school districts providing placement subscribed to the concept of pre-employment activities and the commonalities that exist in terms of the four general areas and research of the publications and manuals generated the following data:

1. All of the functioning placement services recognized the need for pre-employment preparation and were providing some form of pre-employment for youth involved in their program.
2. In terms of where the pre-employment preparation activities took place, all indicated that some activities took place on school property; however, some activities related to youth who had exited school took place in state or private employment settings.

3. In terms of what personnel coordinated the pre-employment preparation, research indicated that these activities were viewed as being shared between teachers, counselors and placement specialists. In some cases where placement specialists were employed, they were responsible for coordinating the efforts. If there was no such personnel available, the counselor coordinated pre-employment activities with teachers. The results of this research is documented in Table 3.

**TABLE 3**

Personnel Who Coordinated Pre-Employment Activities

<table>
<thead>
<tr>
<th>Person</th>
<th>f</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Placement Specialist</td>
<td>4</td>
<td>13</td>
</tr>
<tr>
<td>Counselor</td>
<td>28</td>
<td>88</td>
</tr>
<tr>
<td>Teacher</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Employment Services</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Isaacson (1972) used four different categories in his organizational structure for school placement services. The first of these was a decentralized structure which involved a combination of the schools and a central office. The second was a centralized system with the central office coordinating all of the placement activities. The third system consisted of a combination of the first two. The fourth consisted of a cooperative system involving the state employment services.

A study involving the three states which have legislation mandating placement services and an additional twenty states which have placement services in operation in sections of their states produced the results illustrated in Table 4.

**TABLE 4**

Organization of Placement Services

<table>
<thead>
<tr>
<th>No.</th>
<th>Item</th>
<th>f</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Decentralized (Schools)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2</td>
<td>Centralized (All in central office)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>3</td>
<td>Combination (of first two)</td>
<td>23</td>
<td>100</td>
</tr>
<tr>
<td>4</td>
<td>Cooperative (in cooperation with state employment services)</td>
<td>18</td>
<td>78</td>
</tr>
</tbody>
</table>
4. The fourth area dealt with the involvement and use of community resources, such as the State Employment Services, Chamber of Commerce, Kiwanis, National Alliance of Businessmen, etc. Research indicated that in those cases where state employment services were available they were utilized by the schools. The use of other community groups varied depending on the section of the country and the nature of the setting of the service in terms of rural, suburban or metropolitan areas.

Research of the 32 publications on placement services indicates that in the ten areas identified by the Ohio Division of Guidance and Testing there was a high degree of commonality. That degree is expressed in Table 2. Other areas of pre-employment preparation were identified during the research; however, they were specialized and did not reflect activities which were a part of the activities of a majority of the placement services in operation.
SUMMARY

The question posed in Chapter VI was "What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities?"

Research of the literature indicated that some educators had considered the need for pre-employment preparation of youth; however, not a great deal of research had been done relative to a comprehensive placement service. The Ohio Division of Guidance and Testing had identified key areas of pre-employment preparation and they were used as a guide in the research in this area. Research relative to individuals who should be involved in pre-employment preparation was included in the chapter. Kaskow's (1972) nine realistic goals for job placement were included in the chapter as were McMahon's (1971) twenty-one activities. In both cases, there were activities such as developing student resumes (McMahon, 1971) and developing student career knowledge (Kaskow, 1972). McCracken's (1971) specifications of a vocational placement program were also included. Hummel's (1976) concepts in terms of the process of placement and career development pointed out the need for all school personnel to show responsibility for the process. He emphasized the need for learning based on experiences and reality testing. Hummel expressed the
opinion that all educational personnel with whom a learner comes into contact with can perform placement roles. Two examples of his concepts are represented by a Career Development - Placement Paradigm chart and an Organization and Management Systems. In a study compiled by Hummel (1976) of nine exemplary pilot placement programs in Virginia, seven areas of services were identified. Three of the seven dealt with pre-employment activities.

Four general areas that related to the question posed in this chapter were identified as a result of the research and 32 publications and manuals which had been obtained from placement services nationally and were researched relative to the four areas to determine what commonalities exist.

The first general area of concern dealt with the need for pre-employment services as part of the placement program. All of the publications indicated the need for these types of activities.

The second general area of concern was directed to the locations where pre-employment preparation activities would take place. The research indicates that these services normally took place on school property for those students that were still in school but that state and private employment services did provide some services.

A third general area was directed toward determining what personnel within the school system coordinated the
pre-employment services. Research indicated that where placement specialists were available, they had the responsibility, but where they were not available, that counselors coordinated them.

The last question dealt with the involvement and use of State Employment Services and community agencies. Research indicated that where State Employment Services were available, they were used. Research also indicated that community resources were utilized in pre-employment services; however, since these services varied from placement service to service, the only conclusion that could be drawn was that they were utilized.

Ten areas identified by the Ohio Division of Guidance and Testing as being basic to pre-employment were researched in terms of the guidelines contained in the publication which formed the base of research for this chapter. The results indicate that the ten areas are the key to any pre-employment preparation activities. Additional activities were mentioned in some of the publications but did not warrant inclusion in the study because they did not represent commonalities in terms of services.

The ten areas are:

1. Job Hunting
2. Job Selection
3. Job Interview
4. Job Resume
5. Job Application

6. Employer Expectations

7. Competition for Jobs

8. First Pay

9. Job Mobility

10. Opportunities for Advancement

Research has indicated that identifiable commonalities do exist within currently operating placement services. Identified within this chapter are these major commonalities.
CHAPTER VII
SUMMARY
Problems

For many of our youth, the period of time marking the transition from school to work constitutes a period of social and emotional adjustment. Often new values and required behavior patterns are expected. In effect, a state of "cultural shock" may exist (H. Kirk Dansereau, 1961). Youth enter a world in which new patterns of behavior must be developed or old patterns modified to meet the new situation. Conflicts tend to arise in determining what values are necessary to function in the world of work. The process of reevaluation and reintegration of values and perceptions as well as mode of operation requires assistance of a supportive nature. Counseling and assistance is necessary to aid youth to define and redefine their goals and objectives upon more realistic lines of expectation.

The problem for youth, then, is one of making the transition from the world of education to the world of work. This study addresses itself to research regarding those services which can aid students make the transition. This study addresses itself to research four major questions bearing on school-based placement services.

The first question addressed in this study deals with the identification of those forces which are converging on public education institutions to force them to meet the needs of youth during the transition from education to work.
by providing school-based placement services. The problem addressed was one of identifying those forces which were involved and determining which were significant in impact.

The second question addressed the problem of determining what organizations representing both students and business/industry had been involved or were available to aid in the implementation of school-based placement services. In this case, the problem was primarily one of identifying existing organizations and how their services might be utilized within school-based placement services.

A third area addressed, in the study, the identification of the most common components which exist within currently operating placement services in terms of organization and delivery.

The fourth problem addressed by the study was the identification of the commonalities which exist within currently operating placement services in terms of in-school pre-employment activities. Each of the four problems were stated as questions to be research within the study.

Limitations

This study will be directed towards answering the questions posed. It is subject to certain limitations which are inherent in all studies; however, some are unique to this particular study. First, it was not intended to be a statistical analysis of the field, but rather a study of
relevant data, compiled within a format which would make it readily usable. Second, the study is based on processes and procedures which are relatively new and are still in the formative stages in many states. The study limits itself to federal legislation, particularly to that dealing with vocational education or to state legislation which is in effect at this time. Third, the study could not possibly cover all the activities taking place nationally, therefore, the research data, while done on a national basis, is presented selectively within the study. Last, the study is limited to activities related to high school and not post-secondary school areas.

Definitions

Convergence Forces - Forces which are directing themselves to public education and are forcing changes in the priorities and mission of public education. They are primarily legislation, dissatisfaction of parents with the education their children have received, youth unemployment rates, employers dissatisfaction with young employees and an awareness of need for change by educators.

Pre-Employment Preparation - Those activities conducted in school or shortly after a youth exits school which deal with preparing the youth to obtain and retain employment. They are not job skill in nature, but deal with the process of obtaining employment. Activities and training may be conducted by teachers, counselors or
placement specialists. Community resources are utilized to a maximum degree. Training, basically, is related to areas such as job interview, job application, resume, employer expectations, use of yellow pages of the telephone book and other need areas. Classroom or group settings are used in conducting activities.

**School-Based Placement Services** - Those services provided any person which aids them in obtaining employment, furthering their education or any combination of the two. It is an individualized process and is based on the individual's need for services. Such services are provided by state employment agencies in many states but the trend is for schools to work in conjunction with community resources to provide such services. These services involve a team approach of administration, counselors, teachers, students, parents and community resources being focused on the needs of the youth exiting school. Services are normally coordinated by a counselor during the students' senior year.

**Placement Services** - Those services provided through a state employment service or commission for persons seeking employment or training. For the purpose of this study, this term will be used to differentiate it from school-based placement services.

**School Counselor** - Those persons who have been delegated the responsibilities for providing guidance, counseling and testing services to designated youth within the public school setting.
Employment Counselor - Those employees of the state employment services or commissions who have the responsibility for providing employment data and support to clients registered with them.

Advisory Committee - That organized group of individuals who have been assigned the responsibility for providing input into specific areas of concern. For the purposes of this study, all groups having this function will be referred to as advisory committees.

Placement Coordinator - The individual within the school system who has the responsibility for coordinating school-based placement services within the school and with the business-industry community. The term "placement specialist" is used synonymously in many school districts. The coordinator may have either an educational or business background.

Guidance - The systematic, professional process of helping an individual through educational and interpretive procedures to gain insight and understanding as to one's characteristics and potentialities and to aid the individual to relate more satisfactorily to social requirements and opportunities in accord with social and moral values.

Method

Some data relative to this study has been in the process of being compiled since 1970. The first method used was one of data gathering. Copies of placement program
reports, manuals and guidelines were not only gathered over a seven-year period but updated copies were obtained as they were available. Additional data was compiled through the use of survey techniques. Information relative to this study was sought from each of the fifty states in the United States. Chief school officers in the fifty states were asked to identify a contact person knowledgeable in the area of school-based placement at the state level for their state. That person was contacted for data used within sections of this study as well as for materials relative to programs in operation within their state. Data relative to the questions posed in this study was also sought from the Department of Health, Education and Welfare in Washington, District of Columbia.

Data relating to the questions was extracted from the publications and tallied to determine frequency of occurrence. This formed the basis for generating data relative to some sections of the questions. All available publications relating to the questions was sought on a national basis. The survey method provided responses to questions dealing with the study and responses were tabulated to provide data. Data from the surveys was used as it applied to the questions. Additional data was sought in the survey; however, due to the lack of information available to respond to the questions, no conclusions could be drawn other than there was a lack of information. A copy of the form
is included in the appendix of this study. Data was analyzed and this represented another method employed within the study.

Findings

The first question posed within the study was "What are the identifiable forces which are converging on public education institutions to force those institutions to provide school-based placement services?" Findings relative to this question identify four major forces. One of the major forces is represented by educators and research groups through their writings and studies of problems related to youth employment. Examples of these forces are documented in the writings and reports of Grant Vinn (1970) and in studies done by the Texas Educational Agency (1974). A report by a presidential advisory committee (1973) serves as an additional example of educational and research support for school-based placement services. The Sixth Report of the National Advisory Council on Vocational Education (1972) stressed the need for the schools providing this type of service to youth. National leaders such as Dr. Sidney P. Marland (1972), former U.S. Commission of Education, also supported the concept of school-based placement services as did Dr. Kenneth B. Hoyt (1974), Assistant U.S. Commissioner of Education. These educators and research studies constitute one of the major forces which
have raised the national level of awareness regarding the need for these services.

A second major force is the reports generated by the Department of Labor. These reports point out the high continual rate of youth unemployment. These reports serve to constantly remind the public of the problem of youth unemployment. Reports relative to youth unemployment have also been publicized in the *Wall Street Journal* (1975) which point up the need for services to be provided to aid youth entering the job market.

These reports are read by a varied population; however, within that population are educated people who are recommending that the schools be the focus for reducing youth unemployment by providing school-based placement services.

Another force that has had major impact on the question of school-based placement services is that Federal legislation has mandated these services for vocational students on a national level. Table 1 in the study documents those states which have state legislation mandating these services. Such legislation is currently mandated in states such as Florida, Virginia and Michigan. Other states are following suit. Added to national and state legislation have been monies legislated through Washington for projects at both the secondary and post-secondary level for school-based placement services.
Legislation relating to career education has stimulated the growth of schools providing school-based placement services. Within a K-Adult career education program, placement services constitute the accountability component for the total program. Contained within the career education process are also activities related to part-time employment and pre-employment preparation activities at various grade levels. In order to validate the effectiveness of the total K-12 career education program, there will, of necessity, need to be a next step placement service coordinated by the school system. Legislation represents a major force exerting pressure through mandate and funds for the establishment of school-based placement services.

The last major force identified in the study for question one is represented by both employers and youth. The study documented the attitudes of employers toward their employment of youth. The study pointed out that, in some cases, employers, while they participated in in-school youth programs, were reluctant to hire youth after they exited school. The study also pointed out the varied hiring practices which exist. Apprenticeships for youth were touch upon in the study. The study pointed out that there appears to be an increased willingness on the part of both employers and labor to support youth employment.
Research indicates that there is lack of understanding on the part of our youth of both the economic system and the employment market. Many youth are not prepared to seek a job or to retain it. There appears to be a reduction in entry level jobs for youth who have few skills. Youth attitude and lack of preparation would appear to be major deterrents to their employment. The schools are being viewed as the institution to remedy this apparent lack of relevant educational knowledge and skills.

These four forces are interrelated; each is exerting pressure on the other. Legislation mandating these services apparently came about as a result of the research that was done. Research may have been stimulated by employer and student concern.

In all, these forces are identifiable and have been documented through research. There are certainly other forces; however, for this study, the four major groupings were identified as representative of the major forces.

The second question posed was "What organizations have been involved in or are available to aid public education institutions to deliver school-based placement services?" Findings indicate that there are a number of existing community and school organizations that can support school-based placement services. Some have traditionally been involved in work study or cooperative education programs. Some organizations exist within the school; others are
outside of the school and serve as needed. While many of these services are fragmented, they have, by their nature, contributed to emphasizing the need for more organized school-based placement services. Research in this area pointed out that Federal legislation for vocational education in the 1968 amendments required the establishment of both a national and state advisory council. These councils, at both the national and state level, are concerned about the placement of vocational graduates. The contacts that they have had with employers as well as related experiences forms a base in the schools upon which a broader placement service can be built.

Youth organizations were identified in the research which are involved in the area of school placement services. Some of these organizations are represented by groups such as Junior Achievement, Explorer Scouts and Volunteers of America. These particular organizations offer work experiences which help to prepare youth for employment or continuing education once they exit school. The five National Student organizations, the Vocational-Industry Clubs of America (VICA), Distributive Education Clubs of America (DECA), Future Business Leaders of America (FBLA), Future Farmers of America (FFA), and the Future Homemakers of America (FHA/HERO), represent organizations with strong ties to the schools and to vocational education. Their success in helping young people prepare for
the world outside of education supports the need for an expansion of their activities for all youth. They constitute organizations which could be supportive of school-based placement services in that a part of school-based placement services is preparation for employment or continuing education. The study also touched on the Executive High School Internships of America. This program is directed to creating a greater awareness of the executive world of work.

Industry-education partnership programs were included in the study as was information related to comprehensive training programs (CETA). In the industry-education partnership programs, a company or industry adopts a school and seeks to generate support from other industries in working with that school. The basic goals or objectives of the program are: (1) recognition and demonstration of good attitudes; (2) demonstration of desirable procedures for job interviews; (3) development of more positive self image; (4) improvement of oral and written communication; and (5) the selection of one job for intensive study and exploration. This activities supports school placement services in that it has been proven effective in those schools where it exists and in that it does prepare youth for employment or continued education.

The Employer Trade Association constitutes a group supportive of school-based placement services. Typical of
some of these national employer organizations are the American Iron and Steel Institute, the American Gas Association and the Manufacturing Chemists Association. Some of these associations employ a full-time educational director who is responsible for building and maintaining a school relations program. Examples of other general-business-industry organizations are the Chamber of Commerce and the National Association of Manufacturers. Each of these organizations supports industry-education programs and activities and are supportive of the need for school-based placement services. They represent organizations whose services can be incorporated within and aid in the establishment of school-based placement services.

There are also national organizations such as the National Association for Industry-Education Cooperation (NAIEC) and the National Alliance of Businessmen (NAB) which have been working to facilitate the transition of school youth to productive employment. A study was compiled by the National Association for Industry-Education Cooperation in the area of school placement services with funding from the Department of Labor. The study emphasizes the need for closer industry-education cooperation and documents how school-based placement services might be structured.

Governmental agencies such as the U.S. Employment Services have cooperated with public schools in placement
activities. A series of activities have been conducted by the U.S. Employment Services. These services range from encouraging the use of the General Aptitude Test Battery (GATB) for school students to employing counselors at state employment offices during the summer months. The U.S. Department of Labor compiles publications such as the Dictionary of Occupational Titles (D.O.T.) and compiles data on employment which is used by currently operating school placement services.

The military services provide materials and cooperates with the schools in not only administering tests such as the Armed Services Vocational Aptitude Battery (ASVAB) but in providing speakers for school programs as well. Over the years, tours to military institutions have been made available for educators and students alike.

A number of organizations have been involved in supporting public education institutions' delivery of school-based placement services in this study. Federal legislation has mandated that nationally and in each state vocational advisory committees be established. These committees are working in the area of school-based placement services and have established contacts with employers.

National student organizations have been involved in working with employers and business and industry. In this respect, we have in-school youth involved in activities such as work experience and job selection which are part of
school-based placement services. Employer Trade Association as well as professional business organizations have been supportive of increased interaction relative to youth employment and pre-employment preparation.

The next question posed in the study was "What commonalities exist within currently operating placement services in terms of organization for delivery of services?" Every state in the union as well as a number of placement projects within the various states were contacted. This study includes some of the findings relative to the organization of services. The first organizational structure included is from a major district in Florida and is representative of the services provided on a county organization in that state. That structure is followed by an 18-month study done in 1974 for the National Advisory Council for Vocational Education. Nineteen organizational "foundation stones" were identified in a study conducted by the National Association for Industry-Education Cooperation (NAIEC) (1976) and are included in that they provide a national overview. The structure of services developed within the Akron-Summit County Job Placement Department is included in the study because it has been used throughout the U.S. as a model for school-based placement services. An article by Cochran and Wasil (1976) is also included because it outlines the infusion of the services described by others into a workable format utilizing existing school
staff. Hummel's (1976) study provides a valuable overview of placement services which the author felt would balance some of the other research. Lastly, the position of the Ohio Division of Guidance and Testing was presented as a state position in these services.

The results of the research in this area identified commonalities existing within school placement services. Within all of the structures, there was agreement that these services should be provided on a year-round basis to all students at no cost to them. All of the states and sites which provided placement services indicated that there was a need for pre-employment preparation and the involvement of business and industry in the area of job development and job placement. All were in agreement that there was a need for a formal structure but different because of the location and funding of these services as to whether such a service should be centralized. All of the placement services indicated that there was a need for follow-up activities as part of the service. There was no major concerns as to the number of years of follow-up. The majority of placement services were following a combination plan of operation with some interaction with state employment services. The overall structure which the majority of the services contained follows an organizational-structured pattern similar to that which exists within the Akron-Summit County Job Placement Model. This model is based on
a system of compilation of student and employer data, pre-employment preparation involving teaching staff, job development, placement and follow-up. A more detailed description of this model is presented in the appendix.

The last question posed in the study was "What commonalities exist within currently operating placement services in terms of in-school pre-employment preparation activities?" Research of the literature indicated that some educators had considered the need for pre-employment preparation of youth. Findings, however, indicated that not a great deal of research had been done relative to a comprehensive placement service. The Ohio Division of Guidance and Testing had identified key areas of pre-employment preparation and they were used as a guide in the research in this area. Research relative to individuals who should be involved in pre-employment preparation was included in the chapter. Kaskow's (1972) nine realistic goals for job placement were included in the chapter as were McMahon's (1971) twenty-one activities. In both cases, there were activities such as developing student resumes (McMahon, 1971) and developing student career knowledge (Kaskow, 1972). McCraken's (1971) specifications of a vocational placement program were also included. Húmmel's (1976) concepts in terms of the process of placement and career development pointed out the need for all school personnel to show responsibility for the process.
He emphasized the need for learning based on experiences and reality testing. Hummel expressed the opinion that all educational personnel with whom a learner comes into contact with can perform placement roles. Two examples of his concepts are represented by a Career Development - Placement Paradigm chart and an Organizational and Management Systems. In a study compiled by Hummel (1976) of nine exemplary pilot placement programs in Virginia, seven areas of services were identified. Three of the seven dealt with pre-employment activities.

Four general areas that related to the question posed in this study were identified as a result of the research and 32 publications and manuals which had been obtained from placement services nationally and were researched relative to the four areas to determine what commonalities exist.

The first general area of concern dealt with the need for pre-employment services as part of the placement program. All of the publications indicated the need for these types of activities.

The second general area of concern was directed to the locations where pre-employment preparation activities would take place. The research indicates that these services normally took place on school property for those students that were still in school but that state and private employment services did provide some services.
A third general area was directed toward determining what personnel within the school system coordinated the pre-employment services. Research indicated that where placement specialists were available, they had the responsibility, but where they were not available, that counselors coordinated them.

The last question dealt with the involvement and use of State Employment Services and community agencies. Research indicated that where State Employment Services were available, they were used. Research also indicated that community resources were utilized in pre-employment services; however, since these services varied from placement service to service, the only conclusion that could be drawn was that they were utilized.

Ten areas identified by the Ohio Division of Guidance and Testing as being basic to pre-employment were researched in terms of the guidelines contained in the publication which formed the base of research for this chapter. The results indicate that the ten areas are the key to any pre-employment preparation activities. Additional activities were mentioned in some of the publications but did not warrant inclusion in the study because they did not represent commonalities in terms of services.

Findings identify the ten areas as being:

1. Job Hunting
2. Job Selection
Research has indicated that identifiable commonalities do exist within currently operating placement services. Identified within this study are these major commonalities.

**Outcome**

One outcome of this study has been the identification of those major forces which have been converging on public education institutions to force those institutions to provide school-based placement services. The means by which these forces impact public education has also been identified in the study. A second outcome has been the identification of those institutions which have been involved in or are available to aid public education institutions deliver school-based placement services. Business and community service organizations as well as youth organizations and national groups were identified as a result of this study.

A third outcome of this study has been the identification of those common elements which exist within currently operating placement services in terms of
organization for the delivery of services. These common elements constitute a base on which a placement service might be structured in that they represent the basic services that constitute a school-based placement program of services.

**Recommendations**

Typically, a research study would end with the statement that there is a need for continuing research in this area. This statement is true in this case. There is a need for ongoing research in each of the areas covered by this study. This study covers an emerging area within education. More data for study will be available as school-based placement services become more widespread and formalized.

**Action**

Research on school-based placement services could be done by organizations such as the American Personnel and Guidance Association and the American Vocational Association. Both of these organizations have been involved in this study area to a limited degree in the past. A commitment of support on the part of these organizations would assure the continuation of studies in this area.

Organizations representing business, industry, labor and education such as the National Association for
Industry-Education Cooperation could provide support for studies and the dissemination of the results of studies nationally.
APPENDIX A
Dear

I am conducting a study to determine the value of School-Based Placement and Pre-Employment Services. Basically, what I am seeking is information as to whether such services have made a difference and, if so, what kind of difference.

I would appreciate your providing me with any evaluative data you have in the following areas:

1. Any studies or research you have conducted (or know of) which shows the value and/or effect of school-based placement services. Basically -
   a. Has this service made a difference?
   b. If it has made a difference, to what extent was it made?

2. Any studies or research you have conducted (or know of) which show the value and/or effect of pre—employment preparation activities.

3. Copies of evaluation reports or forms, techniques or procedures which you found to be of value.

I will reciprocate and provide you with a copy of my finished study if you desire one.

Please, if at all possible, send me information on the above within the next few days. I apologize for asking you for this service on such short notice, but it is very important that I compile these data as soon as possible.

Thank you for your courtesy.

Sincerely,

Raymond A. Wasil, Director

Division of Guidance and Testing
Since we are seeking to update our data on the status of school-based placement services at both the state and national levels, we are enclosing a form which we would appreciate to have filled out and returned to us by March 21, 1977.

A few years ago, we conducted a similar study the results of which were shared at the AVA Convention and distributed nationally. In that survey we identified a person in each state who served as a contact person for that state. Correspondence regarding placement activities was directed to that person over the past few years.

This communication is directed to either the person originally identified as the contact person for a state or a person at the state level who might be able to identify someone to serve in that capacity.

If you had been listed as the state contact person but no longer wish to serve in that capacity, please transmit this communication to someone in your state who has the responsibility for such service.

The data compiled from this survey will be used to update the current AVA Placement State Contact List and to provide data for a national report.

For your information we are also enclosing an Ohio State Guidance and Testing Flier and an addressed return envelope.

Thank you for helping us with this survey.

Sincerely,

Raymond A. Wamik, Director
Division of Guidance and Testing
I. Does your state have legislation requiring that schools provide placement services.

<table>
<thead>
<tr>
<th></th>
<th>For all students</th>
<th>For vocational students only</th>
<th>High School students only</th>
<th>Other students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
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II. Is state legislation pending relative to school placement services.

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III. Is state legislation being proposed? -- By whom?

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IV. Has action passed by the State School Board (commission, etc.) requiring school placement services.

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V. Is your state department of education working on developing school placement services at state level? Which division or section?

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VI. Would you be interested in participating in a regional conference on Placement, Follow-up, and Follow-through in your region?

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VII. Would you be interested in receiving more information on School Based Placement, Follow-up, and Follow-through?

Yes ____  No ____

Comments _______________________________________________________

VIII. Would you be interested in being included on the membership roles of our group?

Yes ____  No ____

Comments _______________________________________________________

APPENDIX B
The small school district, with limited resources and personnel, must delegate the responsibilities to a few of its staff. The importance of the activity should not be minimized because of limitations imposed by the size of a school district or by a lack of personnel. These handicaps may be overcome through effective coordination by all persons assigned the responsibility for job placement.

POSSIBLE ORGANIZATION FOR A SMALL SCHOOL DISTRICT

Organization of personnel for the implementation of a job placement program may further be shown by the following illustration:

SUPPORTIVE PERSONNEL

In addition to administrative or supervisory personnel, the effective operation of a placement activity will require an adequate number of office clerks. These persons will hold very important positions in that their presence can relieve the Job Placement Coordinator or Counselor of many clerical functions and enable them to perform tasks of more urgent priority.

The office clerks may be part-time or full-time depending on the complexity of the program and the availability of funds. They need not be college graduates but should be proficient in activities that they will be required to perform such as typing, tabulating, filing and other related functions.

Other supportive personnel may be used as necessary and as conditions permit.

ORGANIZATION FOR MEDIUM SIZED SCHOOL DISTRICTS

The basic organizational difference between large school districts and medium or small school districts will perhaps be the number of personnel employed for the purpose of implementing the job placement activity.

As in large school districts, teachers of cooperative subjects in medium sized school districts can perform placement functions that are not being performed directly elsewhere. The Advisory Council can be of great assistance in the coordination of placement efforts between the schools and potential employment agencies.

ORGANIZATION FOR SMALL SCHOOL DISTRICTS

Because of a possible lack of personnel in small school districts, the effectiveness of the job placement activity will depend greatly on the continuous coordination and support of administrative personnel of the school district, representatives of business, industry and related agencies, the Advisory Council, teachers, and the community. An active Advisory Council can do much to facilitate the operations of a job placement activity.

The large school districts find themselves in a position to make equitable
POSSIBLE ORGANIZATION FOR A LARGE SCHOOL DISTRICT

Superintendent

Assistant Superintendent

Representatives of Business, Industry, Labor, Community

Vocational Director

Placement Coordinator

Principal

Teachers

Cooperative Teachers, DE, ICT, YOE, etc.

School Counselor

Vocational Teachers

School Counselor

School Counselor

School Counselor

Students

* Teachers of Shop subjects and other vocational subjects may be used to assist in placement services.
*PERSONNEL RESPONSIBILITIES*

*Although the building principal is not listed on the chart below, his commitment to the placement program is most essential for its eventual success.*
URBAN MODEL (FLOW CHART)

School Committee or School Board

Superintendent

Assistant or Associate Superintendent of Personnel & Administrative Services

Director of Placement Services

Co-op Ed. Coordinator

Clerk-Typist

Job Placement Spec.

Local Industry

Local Industry

Local Industry

Director of Placement Spec.

Job Placement Spec.

Job Placement Spec.

Job Placement Spec.

Media Aide

Work Study Director

Co-op Ed. Coord.

Community Resource Center

1. Chamber of Commerce
2. Division of Employment Services
3. Community Service Agencies
4. National Alliance of Businessmen
5. Students
6. Teachers
7. Unions Representative
8. Armed Services
9. U.S. Department of Labor (Manpower C. E. T. A.)
10. Tradesmen
11. Mayor, Manager, Top Local Government Administrators
12. Parent Teacher Groups
13. Public Sector Employer
14. Civic Organization
15. Minority
16. Clergy
17. Private Sector Employer

(Prepared by Richard Lavoie
Lawrence, Massachusetts Schools)
1. Chamber of Commerce
2. Division of Employment Services
3. Community Service Agencies
4. National Alliance of Businessmen
5. Students
6. Teachers
7. Unions
8. Armed Services
9. Manpower Representative
10. Tradesmen
11. Mayor, Manager, Top Local Government Administrators
12. Parent Teacher Groups
13. Public Sector Employer
14. Private Sector Employer
15. Minority
16. Clergy
17. Civic Organizations

(Prepared by Richard Lavoie
Lawrence, Massachusetts Schools)
RURAL MODEL (FLOW CHART)

School Committee or School Board

Superintendent

Co-op or Work-Study Coordinator

Director of Guidance, Counseling and Placement Services

Youth

Advisory Council

Local Industry

Local Industry

Local Industry

Community Resource Center

1. Chamber of Commerce
2. Division of Employment Services
3. Community Service Agencies
4. National Alliance of Businessmen
5. Students
6. Teachers
7. Unions
8. Armed Services
9. Manpower (CLTA)
10. Tradesmen
11. Mayor, Manager, Top Local Government Administration, Board of Selectmen
12. Parent Teacher Groups
13. Public Sector Employer
14. Private Sector Employer
15. Minority
16. Clergyman
17. Civic Organization

(Prepared by Richard Lavoie
Lawrence, Massachusetts Schools)
As a result of considerable research a model placement system has been developed. The following requirements are considered as minimal:

1. The services must be designed to meet the needs of all students.
2. Services must be provided throughout the entire year.
3. The services must contribute to the growth and career development of each individual.
4. School-based placement services must supplement and enhance other agency efforts—not duplicate.
5. The services provided must be coordinated by school employees to ensure proper administration and supervision.
6. Placement services provided must be without cost to students or employers.
7. The services must be interrelated, mutually supportive and organized into a formalized system.

The pictorial schema on the next page is a placement model that will fit all sizes and types of schools, however, it is designed for the high school and post-secondary institutions granting less than a baccalaureate degree. The large square to the left represents the school where students enter and exit. While they attend the school there are a number of services which need to be provided and utilized by the student.

In addition to school employees, there are a number of other resources for enriching the school experience. These sources of help come from (1) parents, relatives, and friends, (2) public/private placement agencies and organizations, (3) placement advisory committees, and (4) off-campus educational experiences. Each of these four resources and the various placement services will require considerable explanation later.

The students will exit the school as graduates or dropouts and move into one of the sources of placement in the upper right hand side of the schema. The major locations of placement are listed as school, job, military, or other. The latter could conceivably be marriage, travel or any number of other socially acceptable alternatives.

The last part to explain is the feedback system called follow-up which is labeled as a research effort. Some method is needed for evaluating the system.
A Coordinated Comprehensive Placement System
A School-Based Placement Model

Student
- Off-Campus Educational Experiences
- Placement Advisory Committee
  - High School or Post-High School Placement Services
    - Assessment & Appraisal
    - Information
    - Counseling
    - Preparation for Placement
    - Referral
    - Follow-Through
- Parents, Friends, Relatives
- Public/Private Placement Agencies & Organizations
  - Graduate
  - Dropout

Public/Private Universities or Colleges
- Public/Private Vocational, Technical and Adult Education Schools
- Other Schools and Educational Programs, i.e. apprenticeships
- Military
- Full or Part-Time Jobs
- Other

Feedback Through Follow-Up (a research effort)

(Racine, Wisconsin Public Schools)
Model for Job Placement Assistance

Pennsylvania Department of Education, Bureau of Vocational, Technical and Continuing Education, Research Coordinating Unit, Harrisburg, Pennsylvania 17126 (1972)
A School-Based Job Placement System for Assisting All Individuals to Enter the World of Work
WHEN A SCHOOL DISTRICT DECIDES TO PROVIDE JOB PLACEMENT SERVICES

It Needs to Provide

- Help for Students
- To Learn About Work In Terms Of
  - Specific Opportunities Related to their Self-Development
  - To Be Prepared To Enter World Of Work

Systems Analysis

- Information about JOBS
  - Therefore It Must Uncover Openings
    - And Keep In Contact With The Employing Community Which Requires Co-ordination

Within the Schools System And Community Which Is Provided by Co-ordinator of Job Placement Services E.g.

- Train Teachers And Counselors
- Community Resources And In-service Programs

As a Result of Their Work They Will Then Generate Information Which Feeds Back to Information About JOBS

(by Bernard Novick Woodbridge, N.J., Public School System)
PROCEDURAL STEPS FOR PROGRAM ENACTMENT

STEP 1: Communicate proposed idea to Superintendent, Administrators, Board of Education

STEP 2: Establish Steering Committee

STEP 3: Assess available resources

STEP 4: Assess educational and business community needs

STEP 5: Develop program structure

STEP 6: Establish Advisory Committee

STEP 7: Submit written plan to Board of Education

STEP 8: Make operational decisions

STEP 9: Enact plan

STEP 10: Evaluation

School-Based Placement and Follow-Up Services (page 11), Department of Counseling and Guidance, Indiana University, Bloomington, Indiana.
Figure 1

Model for Job Placement Assistance

Pennsylvania Department of Education, Bureau of Vocational, Technical and Continuing Education, Research Coordinating Unit, Harrisburg, Pennsylvania 17126 (1972)
Figure 2

A School-Based Job Placement System for Assisting All Individuals to Enter the World of Work
ESSENTIAL JOB DEVELOPMENT ACTIVITIES

Job Placement Coordinator

Administrators

Faculty

Business Industry

Chamber of Commerce Listings

Yellow Pages

Want Ads

Survey

Personal Contact

Telephone

Resume

Resume Brief

Public Appearances

Faculty

Sell the Program

Identify Employers

Assess Student Supply and Need

Contact Potential Employers

Obtain Job Opening Information

Disseminate Job Opening Information

Advisory Committee

Students

Community

Directories

Occupational Associations

Service Clubs

Resume

Interview

Newspaper Ads

Newsletters

Trade Journals

Radio and TV

Students
When a school district decides to provide job placement services, it needs to provide information about jobs. Therefore, it must uncover openings and keep in contact with the employing community, which requires co-ordination within and between the schools system and community. The co-ordinator of job placement services can be provided by the system and community. They can be prepared through training programs. As a result of their work, they will then generate information, which feeds back to systems analysis. They help for students to learn about work in terms of specific opportunities. Relationship to their self-development. Job placement counselors and teachers are required. Teachers and counselors can be prepared through community resources workshops and in-service programs. As a result of their work, they will then generate information, which feeds back to systems analysis. Helps for students.

(by Bernard Novick
Woodbridge, N.J., Public School System)
PROCEDURAL STEPS FOR PROGRAM ENACTMENT

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