The Development and Present Status of Vocational Guidance in Chicago

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The Development and Present Status

of

VOCATIONAL GUIDANCE

IN CHICAGO

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A Thesis Submitted by

Catherine Agnes Ryan, Ph. B.,

Toward the degree of Master of Arts in

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1930
I.

PREFACE.

This study of the Development and Present Status of Vocational Guidance in the Chicago Public Schools has been undertaken with the purpose of gathering together scattered information regarding an interesting and important phase of modern school education, and of presenting that information in such a way as to allow the reader to form his own judgment of the value of vocational guidance as carried on in the Chicago Public Schools. It does not pretend to formulate any such judgment on the part of the writer, whose aim is historical rather than critical. It was thought advisable to introduce the work in Chicago by a brief sketch of the rise and development of vocational guidance in the United States in general.

A great deal has been written and published about vocational guidance in the short twenty years or so since the work was begun as a modern procedure. Some suggestion of the wealth of that published material is given in the bibliography appended to this study. But it will be noted that the bibliography contains very little about vocational guidance work in Chicago. Scattered here and there through the many books on the various departments of the U. S., there is much valuable information about the efforts put forth by the Chicago Public Schools in
vocational guidance. But the Chicago Bureau of Vocational Guidance has not published much about itself. It may honorably present the best of reasons for that: it has been too busy doing the work to stop and talk about it.

The present study of the work in Chicago has had to be done very largely from unpublished sources. The author burdened the lives of the Directors of the Bureau and of the Heads of Departments, by incessant questionings and investigations. They gave her much information orally, in conversations; some in notes and hurried memoranda; some from the unpublished reports of each department and of the Bureau as a whole. The author further interviewed advisers in the senior and junior high schools, and drew from them details of the work as carried on by them. She visited several high schools and one junior high school to study vocational guidance work in action.

The author wishes to express her deep appreciation of the unfailing courtesy and generosity with which the officials and staff of the Vocational Guidance Bureau treated her. In particular she is under grave obligations to Miss Anne Davis and her staff.
# TABLE OF CONTENTS

**VOCATIONAL GUIDANCE IN CHICAGO PUBLIC SCHOOLS.**

## CHAPTER I

**INTRODUCTION**

1-10.

Vocational Guidance and Parents.

1.

Parents Need Help in the Work.

2.

First Organized Help Given.

2.

Early Growth In Movement.

3.

Development of Vocational Guidance In Other Cities.

5.

The New York Exception.

6.

The Beginning In Chicago.

7.

The Chicago Board Takes Over the Work.

8.

The First Foundation of Purpose In Chicago Bureau.

9.

## CHAPTER II

**DEVELOPMENT OF VOCATIONAL GUIDANCE IN CHICAGO.**

11-20.

The First Concern Of The Chicago Vocational Guidance Bureau.

11.

The First Occupational Studies.

11.

The Child Labor Law.

12.

Growth Of Vocational Guidance Staff.

14.

The Development of Vocational Guidance Functions.

16.

The Development of Occupational Studies.

17.

Present Organization of Vocational Guidance Bureau.

18.

## CHAPTER III

**COUNSELING.**

21-32
The Basic Work of Counseling.  
The Selection of Advisers.  
The Work of Advisers with the Elementary Schools.  
Recommending for Scholarships.  
The Work of Advisers in the Junior High Schools.  
Advising in the Choice of a Course.  
The Adjustment of Individual Problems.  
Occupational Information.  
The Vocational Clinic.  
The Work of Advisers in the Senior High Schools.  
The Special Work at Harrison High School.  

CHAPTER IV.  

THE DEPARTMENT OF OCCUPATIONAL INVESTIGATION  
The Purpose of the Department.  
The Staff of the Department.  
Methods of Investigation.  
Library of Occupational Information.  
Interrelations of the Department.  
Relations with the Department of Certification.  
Relations with the Department of Placement.  
Relations with the State Department of Labor.  
Accident Complaints.  
Wage Complaints.  
Projects of the Department.  
National Vocational Guidance Association
CHAPTER V.

THE DEPARTMENT OF CERTIFICATION 44-53.

Origin and Immediate Purpose of the Department. 44.
The Department as a Source of Vocational Information 44.
The Procedure in Certification. 45.
The Importance of the Medical Examining Work. 46.
Some Medical Findings and Their Occupational significances. 47.
Some Occupational Information Disclosed Through Certification. 49.
Relations with Other Departments. 51.

CHAPTER VI.

THE DEPARTMENT OF PLACEMENT. 54-60.

Purpose of the Department. 54.
Divisions of the Work of Placement. 55.
Placement of High School Students. 55.
Placement of Elementary Students. 56.
Placement of Handicapped Students. 56.
Some Methods of the Department. 57.

CHAPTER VII.


Purpose of the Department. 61.
The Scope of Publications. 61.

CHAPTER VIII.

SOME ACHIEVEMENTS OF THE BUREAU. 63-74.

The Intangible Character of Many of its Achievements. 63.
A Decrease in Certain Activities of the Bureau.

The Department of Occupational Investigation.

The Department of Certification.

Medical Examination.

The Publicity Department.

CHAPTER IX.

COST OF OPERATION.

Total Cost Hard to Estimate.

Salaries.

Summary of Separate Expenditures.

CHAPTER X.

CONCLUSION.

This Study a Survey, Not a Criticism.

Vocational Guidance in Chicago a Growth.

Meeting the Dangers in Vocational Guidance.

Bibliography, General.

For Chicago.

Appendix.
VOCATIONAL GUIDANCE
IN CHICAGO PUBLIC SCHOOLS.

I
INTRODUCTORY.

Vocational Guidance and Parents.

The general notion of vocational guidance is a very simple one: it is the process of helping boys and girls to enter intelligently upon their occupations in life. The reduction of this general notion to a practical plan may often be anything but simple. In a very true sense, such guidance is a large part of the whole complicated activity that we call education; it is social and moral, as well as economic, in its implications. Its importance, therefore, can scarcely be overrated.

In the very nature of human relations, vocational guidance is primarily a task of the parents. They, with intimate knowledge of their children, and with zeal inspired by affection for them, would seem to be particularly equipped, as well as bound by natural law, to advise and guide their children toward their future careers. This task of vocational guidance parents undoubtedly have fulfilled, in some fashion at least, throughout the history of the human race.
Parents Need Help in the Work.

But in the highly intricate conditions of modern life and more especially in the confusion of opportunities presented in the United States, parents are by no means always competent to offer effective vocational guidance to their children. They may know their children better than others can know them; but they may not, frequently do not, know what are the best occupational openings for their children. The parents' own field of experience is often narrow. To be useful guides to their children, they need help from agencies better informed than themselves. In the past, this help was generally sought amongst their acquaintances, in such haphazard ways as chance afforded: for instance, from a business or professional friend, or from an interested pastor. There was inevitable hit-and-miss about the procedure, at its best; and at its worst it became mere drifting.

First Organized Help Given.

The problem of vocational guidance is evidently more acute in the larger cities, for obvious reasons. It began to impress many generous minds more sharply in the early part of the present century. In 1908, in Boston and New York, private groups began organized efforts to help solve the problem. The beginnings in Boston are especially significant, because out of them was to grow the present great movement in vocational
guidance throughout the country. A small settlement group in
the North End of Boston established the first Vocation Bureau,
under the direction of one of the workers at Civic Service
House, Professor Frank Parsons. When he died, in the same year,
the work was taken over by Meyer Bloomfield, who continued to
serve its purpose admirably, both in developing the Vocation
Bureau and in helping, through his teaching and writings, to
carry the new movement into other parts of the country.

Early Growth of the Movement.

In June, 1910, the Vocation Bureau hired a full-time
investigator of occupations. In three years, it made a thorough
study of nine occupations, and published the results in pamph­
lets. In 1911, Mr. Bloomfield conducted a training course for
counsellors in the Harvard University Summer School; and in
succeeding years, a like course at the University of California,
Indiana University, Colorado State Normal School, and Columbia
University. In the autumn of 1917, the Vocation Bureau was
transferred to Harvard University, and in 1920 it became a de­
partment of the Graduate School of Harvard. It had ceased to
do personal counselling, its chief activity in early days, and
became a training school for counsellors, and a clearing-house
for research studies and general information about occupations.

Even before Meyer Bloomfield's activity in spreading the notion

1 A good notion of the plan followed in these studies and the
results obtained may be found in Bloomfield's "Youth, School,
of vocational guidance, the movement in favor of it began to take on a national character, as was shown by the first National Vocational Guidance Conference, held in Boston in 1910, which was the forerunner of the National Vocational Guidance Association.

**Boston Public Schools Take up the Work.**

About this time, some of the public school systems conceived the idea that their work was incomplete if it did no more than try to equip their pupils with certain skills; and that it had to go farther, and guide the pupils into proper occupational fields for the use of their skills. Naturally, the public schools of Boston, with the work of the Vocational Bureau strikingly before them, were the first to undertake this enlargement of school purpose. In 1909, aided by the Vocational Bureau, the superintendent of schools began vocational guidance for the eighth-grade pupils. About one hundred counsellors were appointed from amongst the teachers; but they were given no additional time or compensation for the added work. At the end of the first year's work, all realized that these teacher-counsellors were ill-equipped for their task, particularly because of their ignorance of trade and mercantile opportunities for their pupils. In 1913, the School Committee established a vocational-information department; teacher-counsellors were given an occasional free period to be used for conferences with

pupils; and information on occupational and educational opportunities was supplied to them. In 1912, the Boston School Committee gave the names of children graduating in June from five schools in Roxbury to a Placement Bureau, organized by the Children's Welfare League of Roxbury and aided financially by the Women's Municipal League and The Girls' Trade Education League. In May, 1913, the Placement Bureau extended its work to all the Boston schools. In 1917, the Boston School Committee took over the entire work, as part of its vocational guidance activities. Those activities are now four: a) Counselling; which includes both personal conferences by members of the staff, and advisory service to the counsellors appointed in each school; b) Placement; c) Follow-up on boys and girls placed in employment; and d) Research; gathering data on occupations, and tabulating results of follow-up studies.

Development of Vocational Guidance in Other Cities.

The period of 1910--1920 saw considerable growth of interest in vocational guidance work; but in almost every instance the initiative toward it came, not from the public school systems, but from private agencies, usually, of course, of a social and civic character. As soon as these agencies had set the work well afoot, the schools began to cooperate with them, and in a short time took over the work entirely. That is the general outline of development. It was stimulated and speeded up in various states by the passage of Child Labor Laws: such
as that of Pennsylvania, operative January 1, 1916, and of Illinois, July 1, 1917. The scope of vocational guidance naturally varies somewhat in different cities; but it may be said that in general it includes, in one form or another, the four activities outlined for Boston. The cost of the work varies still more. For instance, in Boston, for the fiscal year 1922--1923, the cost was $26,026.91, of which $25,179.85 went for salaries; whilst in Minneapolis, for 1923--1924, the salary budget alone for the central office staff was $50,060.00, with an additional $35,170.00 in salaries to eighteen school counsellors.

The New York Exception.

New York City furnishes an interesting exception to this general program of development in vocational guidance. The work was begun there in 1908, by a volunteer committee in one of the Brooklyn high schools. It spread to other high schools, still as volunteer work, and its promoters became known as The Students' Aid Committee of the High School Teachers Association of New York City. The Committee published reports of its work, and ten pamphlets on occupations. In 1909, it asked the superintendent of schools to organize a vocation bureau. The superintendent favored the proposal; but the Board of Education did not act upon it. However, in 1913, the Board of Education appointed a committee to investigate the whole question of vocational guidance in its relations to the schools.
A year later, the committee, after an intensive investigation, made its report; in which it appears to have been guided by a preliminary report made in 1911 by two private agencies, the Junior League and the Public Education Association. This preliminary report uttered a significant warning:

"A system of vocational guidance which would mean finding jobs for children under 16 would be not only futile but dangerously near exploitation, however well meant the intention might be. Vocational guidance should mean guidance for training, not guidance for jobs. The interests of public-school children can best be served by the development of vocational training. But in order to decide what types of vocational training are practicable for children between 14 and 16, a study of the facts of industry is absolutely essential."

The Board of Education Committee recommended further survey of the occupational field; but urged that no further placement work be done until a thorough study should be made of the placement work then being carried on in two of the high schools. Further studies have been made and the school system cooperates with various agencies doing vocational guidance; but it has not established any distinct bureau for that work.

The Beginnings in Chicago.

As in so many other cities, vocational guidance in

1 "Vocational Guidance", Board of Education, City of New York, Document No. 4, 1914, p. 53.
Chicago was begun by a private agency, the Chicago School of Civics and Philanthropy. In 1910, it undertook the work, on a small scale, in aid of boys under 16. The first report called it an "investigational experiment." A year later, three private groups, The Chicago Woman's Club, The Woman's City Club, and The Association of Collegiate Alumnae, organized The Joint Committee for Vocational Supervision. For five years, 1911--1916, this Joint Committee carried on the work, financed by the various organizations which gradually took interest in it. "The membership of the Joint Committee increased rapidly until now (1916) it numbers nearly three hundred individual members and delegates from nearly fifty clubs.... The first year, one work was employed by the Committee to make a study of industrial conditions and to advise and place boys and girls leaving school. At a later date, another worker was added. From 1913 the staff of the Vocational Bureau numbered four workers." This staff was rather startlingly meagre in view of the fact that in 1913 there were 315,737 pupils in the Chicago public schools, under the care of 7,013 teachers. But it was a beginning.

The Chicago Board of Education Takes over the Work.

In March, 1913, the Board of Education, which had

3 Report of Bureau of Vocational Guidance, 1916, p. 6
looked with favor on the project from the beginning, provided
the Vocational Bureau with an office, clerical assistance, and
telephone service. Three years later, "the Board of Education
took over the Bureau entirely, and thus far (same year, 1916)
has appointed two Vocational Advisors."
Again, this is no rapid development, when we consider the increasing size of the
school system: in 1916, 357,511 pupils, 7,992 teachers. Even
in 1920, the work was still progressing slowly; the only
addition to the staff noted is this: "In September, 1919,
three Visiting Teachers were authorized by the Board of Educa-
tion, their work to be directed by the Vocational Guidance
Bureau." Yet in 1920, the number of pupils had grown to
393,197, and the number of teachers had made a remarkable jump
to 9,116, an increase of 1,124 in three years. The report of
1916 makes this frank statement: "As yet no definite plan of
procedure has been adopted by the Board for carrying on the
work of the Vocational Bureau."

The First Formulation of Purposes in the Chicago Bureau.

The Chicago Board of Education took over the Vocational
Bureau as a going concern, and in its first report said:

"The definite and immediate purposes of the Voca-
tional Bureau as thus established, have been
First: To study industrial opportunities open to
boys and girls with respect to wages and the requirements

1 Ibid.
2 "Vocational Guidance in the Chicago Public Schools," Board
   of Education, Chicago, January 1, 1920, p. 5.
necessary to enter an occupation; the age at which beginners enter the occupations; the nature of the work; the chances for advancement and development— in short, to gather the greatest possible amount of information regarding industrial conditions, in order to advise boys and girls and to give them a start in their careers as workers.

Second: To advise the children about to leave school and retain them in school when possible, for there are many who need only a little encouragement to continue their education.

Third: When every effort to retain them in school has failed, to place in positions those children who need assistance in securing employment.

Fourth: To follow up and supervise every child who has been placed, advising him to take advantage of every opportunity for further training."

The Board accepted this statement of the Bureau's purposes; but in the same report pointed out that "the first aim of the Vocational Bureau was to retain the child in school, if possible..." It is worth while to compare that statement with the reluctance toward vocational guidance shown in the New York report made in 1911. The attitude in both cases is the same, a stress upon the importance of school education, a primary zeal for schools.

After the Chicago Vocational Bureau has been studied in some detail, it may be in place to consider the value of this attitude toward school education.

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2 Idem, p. 9.
3 See supra, pp. 5-6.
II

THE DEVELOPMENT OF VOCATIONAL GUIDANCE IN CHICAGO.

The First Concern of the Chicago Vocational Guidance Bureau.

In the view of the Chicago school officials, two immediate purposes were to be secured in the functioning of the Vocational Guidance Bureau. One was the work of placement in employment, the other was to have the State of Illinois safeguard the children who had to leave school for work. The first of these concerns, placement, had already been undertaken by the Bureau before it came under the jurisdiction of the Board of Education, but it needed a thorough and scientific study of occupations to make the work sound, and to establish it on a basis of usefulness for all the school children of the city. The Board of Education, therefore, promptly appointed a full-time investigator of occupations. The second great concern, illegal safeguarding of junior wage earners, had been urged for some time by various civic and philanthropic agencies; and in 1916 several proposals were presented to the Illinois legislature looking to the passage of a child labor law. The Board of Education cooperated with these agencies, and sent one of the Vocational Guidance staff to Springfield to aid in promoting the passage of the law by counsel and expert advice.

The First Occupational Studies.

The investigation of occupations, from the beginning, considered four characteristics of the occupation studied: 1, the
nature of the duties called for by the occupation; 2. the hazards risked in the occupation; 3. the requirements, educational and personal, for successful work in the occupation; and 4. the possibilities for promotion and development in the occupation. The study of occupations was done by the advisers, and, confessedly, in a loose, experimental way. There was much waste motion. Practically, the investigation was begun only when a child was about to be placed in employment, and dealt largely with the immediate conditions of the particular place of employment. But, in spite of this handicap of piecemeal methods, the general broad purpose was kept in view, and the material gathered was carefully conserved to the day when the work of occupational investigation could be undertaken on a larger scale and with more scientific thoroughness. No attempt was made in the early years to publish any occupational material thus gathered. The information was passed on to teachers and counselors by work of mouth, as occasion arose for its use. In fact, it was six years after the Board of Education had taken over the Vocational Guidance Bureau before any occupational or educational study was published.

The Child Labor Law.

For some years there had been in existence a state law of Illinois which commanded compulsory attendance at school between the ages of seven and sixteen, but which allowed a child to
leave school at fourteen when "necessarily employed in some lawful occupation." The law was not easy to enforce, as there was no process established for supervising children entering employment. The efforts made toward securing the passage of a child labor law were aimed directly at giving the State the police power to regulate the entry of children into employment. The law was passed by the legislature in 1916, to become effective July 1, 1917. The essential provisions of the law were three: 1. it set a definite age, fourteen years, below which children were not allowed to work; 2. it permitted children over fourteen years of age to work, provided they had completed the sixth grade in elementary school; 3. it demanded the issuance of an employment certificate for all children over fourteen and under sixteen who left school to go to work, and set forth the conditions required for the issuance of certificates. The first condition required for certification was that some employer should give assurance that the child would be actually employed. Immediately the work of certification fell to the Vocational Guidance Bureau. The first Child Labor Law of Illinois did not demand medical examination of the child as a condition of certification; but the Vocational Guidance Bureau added that of its own initiative, and in 1917 and 1918 employed one physician for the work, on part-time service. The Child Labor Law has since been
amended three times, in 1919, 1921, and 1929. The law of 1921 accepted the Chicago requirement of physical examination. The law of 1929 changed the school requirement to completion of the eight grades. Another law was passed by the state legislature in 1920 to become effective on September 1, 1921, which authorized Continuation Schools under certain conditions. The Chicago Board of Education at once availed itself of the law, and three years later, under a revised provision of the law, raised the age for continuation schools to seventeen years. The practice since 1924 has been in insist upon one day a week in the Continuation school for all children under seventeen to whom employment certificates have been issued. The work of assigning children to the Continuation Schools is done at the time of placement by Continuation School Authorities.

Growth of the Vocational Guidance Staff.

To meet the demands of these laws, in 1919 four Vocational Advisers were assigned to the offices of four District Superintendents; the districts chosen being those in which a great many children regularly left school early to go to work. In addition, three visiting Teachers were assigned, each to a definite school, in which that condition, of early leaving school for work, especially prevailed. The immediate aim of these advisers was to keep the children in school at least until they were definitely assured of employment. Teachers in the grade
schools were urged to look out for children about to leave school, and to refer them to the District Adviser or Visiting Teacher. In 1920, the superintendent of schools, in conference with high school principals and the Bureau of Vocational Guidance, recommended the appointment in each high school of a teacher who should act as vocational adviser. Twenty-one high schools had teachers so appointed, with arrangements made for devoting some of their time to the work of advising, according to the needs of individual schools. In 1921 the work was organized on a scientific basis. In 1925, the work of the Visiting Teachers was suspended, in view of the increased personnel in the high schools and elementary schools; but in 1927 this work of Visiting Teachers was reorganized and placed under the department in which "socialized child activities" comes. Because of improved home conditions and the gradual better enforcement of compulsory education and child labor laws, more children have been in the grade schools: hence the vocational advisers have been withdrawn from the District Superintendents' offices and from some of the high schools, and have been centered in the junior high schools. In 1930, there were fourteen junior high schools, each with a vocational adviser appointed. Gradually, too, the medical examining staff has been increased, until now, in 1930, there are two full-time physicians employed, with trained assistants.
The Development of Vocational Guidance Functions.

It is interesting to note how the functions of vocational guidance developed in Chicago. In a general way the work was inspired by, and modelled on, that done in Boston; but at first was very simply conceived as that of placing children in employment. In the early days it was done always under immediate pressure of a job wanted here and now. It had to struggle with the difficulty of vagueness concerning the whole field of occupational opportunity. That difficulty at once suggested the need of occupational studies, to gather information for use in placement work. Further experience in placing children soon made it clear that there was much social and economic waste in the early employment of children, and that it was often a very doubtful kindness to get them placed in employment. From that conclusion it was an almost inevitable step that the notion of educational, rather than vocational, guidance should be stressed; and that, in turn, opened up the whole large question of vocational fitness, physical, mental, and moral.

In the meantime, circumstances brought about a change, of no small importance, in the field of vocational guidance. That field ceased to be the elementary school, with its yearly problem of fourteen-year-olds going to work; and it was also much diminished in the high schools, in which children were now continuing farther, often with an eye to college and the professions. It was the junior high schools which now imperatively called for
vocational guidance. The urgent period for leaving school to go to work had been pushed back two years.

In view of all this, the functions of the Bureau became more complicated; because they really became more educational. The tendency is to develop a more scientific technique in dealing with children, to adjust more carefully the amount of attention given to varying individuals and groups. The latest development is the Vocational Clinic, now being established in junior high schools: an intensive study of certain individual children, carried on by a psychologist, a psychiatrist, and a physician, in conjunction with the trained vocational adviser. This Clinic is at present being tried out in the Sullivan Junior High School. If its results are successful, the work will be extended into the north side schools, and other clinics will be organized for the west and south sides of the city. The clinic is not a product of the Vocational Guidance Bureau but this bureau is co-operating with the Compulsory Education Department in this project.

The Development of Occupational Studies.

Although the need of information about occupations was seen almost as soon as vocational guidance work was begun, the machinery for getting this information could not be organized at once. It was only in 1921 that the first trained adviser was assigned the task of gathering this information into usable form.
The first pamphlet printed was in 1922. It was called "Futures"; and it included a study of the opportunities offered to children in high school training and of the occupational openings that such further training would lead to. 7,000 copies of this pamphlet were distributed to the pupils of grade 8A. Two years later, through an experimental scheme called "Applications," in which eighth grade pupils, with the aid of their parents and teachers, were asked to select the high school courses they wished to take up, an attempt was made to study the occupational preferences of the children. This was meant to serve as a basis for further study of occupations. In that same year, 1924, rather thorough information was got together on twenty-four occupations. Within four years, the number of studies published in pamphlet form amounted to seventh; some intended for the teachers' and advisers' use, some to be put into the hands of the pupils.

Present Organization of the Vocational Guidance Bureau.

The Vocational Guidance Bureau occupies two floors, second and third, of the Chicago Educational Building. The director of the Bureau, under the Superintendent of Schools, William J. Bogan, is Miss Anne S. Davis. The main work of the Bureau is Counseling, in the elementary, junior high, and senior high schools. Around this work, in aid of the counselors or in carrying out their counsels, four departments function, with an Assistant Director at the head of each department. These four
departments are: 1. Occupational Investigation; 2. Certification; 3. Placement; 4. Publicity. The work of each department is clearly differentiated as follows:

**OCCUPATIONAL INVESTIGATION:** includes the gathering of information about occupations and educational opportunities, the investigation of wage and injury claims of certificated children, and the investigation of violations of the laws involved in vocational guidance. The sources of information on occupations are, besides the literature on the subject, employers themselves, children and others employed, and the children in schools.

**CERTIFICATION:** includes interviewing prospective junior wage earners, keeping age records and other records, and tabulating statistics. This department is charged also with enforcing the compulsory education laws, checking on attendance at continuation schools, and safeguarding the health of the children through cooperation with medical clinics, hospitals, and charitable institutions.

**PLACEMENT:** does not mean so much finding a job for the child as it does guiding the child either into the proper school for his continued training or into the type of occupation for which he is best fitted. This department's field of cooperation includes the employer, the continuation schools, state, legal, and religious organizations, hospitals and dispensaries.

**PUBLICITY:** is the outlet for the information gathered in the other departments, chiefly that of occupational investigation. Its work is the preparation, publication, and distribution of occupational and educational information to schools, associations of commerce, and other interests.

It must be repeated again that all these departments exist and function as aids to the essential work of counseling, through which the real vocational guidance is given. The counselors work directly with the pupils, dealing with four great types of problems: adjustments within the school, preparation for occupations, educational plans, and purely personal problems. But the counselors' field of activity must of necessity include
than this direct work with the pupils; it must involve
relations with their homes, in some cases with the probate and
juvenile courts, and with various organizations devoted to the
welfare of children. We shall consider the work of the coun­
selors in the next section, and in succeeding sections study the
work of the four departments in some details.

The following diagram may help the reader to visualize the
general organization of the Vocational Guidance Bureau:

Superintendent of schools

Ass't. Superintendent

DIRECTOR OF VOCATIONAL GUIDANCE BUREAU

COUNSELING

Occupational Certification Placement Publicity

<table>
<thead>
<tr>
<th>Educational Information</th>
<th>Educational Information</th>
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<tbody>
<tr>
<td>Occupational Information</td>
<td>Employment Information</td>
</tr>
<tr>
<td>Wage and Industry Claims</td>
<td>Violations of Laws</td>
</tr>
<tr>
<td>Interviewing</td>
<td>Records</td>
</tr>
<tr>
<td>Statistics</td>
<td>Age Cards</td>
</tr>
<tr>
<td>School Adjustments</td>
<td>Vocational Guidance</td>
</tr>
<tr>
<td>Educational Problems</td>
<td>Personality Problems</td>
</tr>
<tr>
<td>Continuation Schools</td>
<td>High Schools</td>
</tr>
<tr>
<td>Handicapped Children</td>
<td>Industrial Problems</td>
</tr>
<tr>
<td>Regarding Occupations</td>
<td>Regarding Education</td>
</tr>
<tr>
<td>Posters and Charts</td>
<td>Outline Reports</td>
</tr>
</tbody>
</table>
III
COUNSELING.

The Basic Work of Counseling.

Emphasis has been put upon the fact that all the work of the Vocational Guidance Bureau centers about counseling. Not merely do the various departments function as aids in one way or another to this central work, but all members of the staff, in whatever department they may be technically engaged, are called upon to meet children and advise them, to help in whatever way they can to guide them to a good choice of their life-work. However, the bulk of the work of counseling is done, not by the members of the staff, but by teachers who are in daily contact with the children, and by the advisers who are placed in the several high schools and junior high schools. The apparently remote work of the members of the central staff is directed to assisting the teachers and advisers with information about the children themselves and their vocational opportunities. In this way the work of the four departments is linked together by the central purpose of counseling.

The Selection of Advisers.

Extreme care is taken in the important matter of selecting the proper persons to act as advisers; and they are appointed only after having passed a special examination. Moreover, the prerequisites for taking this examination are exacting. The candidate for adviser must have, besides a degree from a re-
cognized college, previous special training and experience, which may be acquired in one of these three ways:

a) Through **two years** of full-time paid work of the same sort as that covered by the Vocational Guidance Bureau, such as industrial or sociological investigation with some recognized social agency, or personnel administration. The quality of the work done must be good, and must be approved by the Board of Examiners.

b) Through **one year** of the recognized professional work, and **two years** of successful experience as a teacher in a graded school.

The examination is a written examination, occupying two days' time, and a percentage of eighty is required for passing it. The examinations are not held at regularly recurring times but only as the need arises of adding to the number of advisers.

The Work of Advisers with the Elementary Schools.

The advisors working with elementary schools naturally are concerned chiefly with the children in the seventh and eighth grades. They visit the schools assigned to them shortly before the close of the school year, and address the eighth grade pupils, offering them some information on opportunities for occupation, but stressing more the advantages of further training in school. They point out some of the high school courses which may be particularly helpful. Afterward, the advisers meet individual pupils who need special guidance, and in private
conferences discuss with them their problems. Both to the group and to individuals, pamphlets are distributed containing vocational and educational information. Through their efforts, some of the high schools have established a "visiting day" for elementary pupils, in order that they may see the school at work and get concrete ideas of what the school has to offer them.

**Recommendation for Scholarships.**

From time to time, the advisers come across children who have both the capacity and the desire for further school education, but whose families find it difficult to continue sending them to school. In such cases, the advisers recommend the children for scholarship aid to one of two social organizations: Vocational Supervision League and Scholarship Association for Jewish Children, each of which maintains a representative in the office of the Vocational Guidance Bureau. Since the public high schools are, of course, free, the scholarships offered by these social agencies take the form of sums of money paid to the families for the carfare, lunches, and like expenses of the children. These sums vary from a minimum of $4.00 a month for carfare, to a maximum of $23.00 a month. In 1923, there were 200 children receiving the aid of such scholarships, of which 113 were cared for by the Scholarship Association for Jewish Children and 87 by the Vocational Supervision League. Children receiving these scholarships generally take the commercial courses offered in the junior or senior high schools, in order to get a more prompt
placement in employment. A very few, less than 5%, continue on to normal school or college?

As soon as children are placed on the scholarship lists, the United Charities and the Jewish Charities take over the work of supervising them, and of visiting their homes. The children are required to report to the advisers appointed by the Supervision League once a month; and an agent of the Jewish Association visits the homes of the Scholarship students once a year: an agent of the Supervision League pays two visits a year to the homes. These visits have for their purpose, not merely to watch over the school work of the children, but also to see to their health conditions. Both agencies send scholarship children to a nutrition clinic when there is need of it; and the Jewish Charities send their scholars to a summer camp for two weeks. When they leave school, these children are given special care in the securing of proper employment for them, through the Placement Department of the Vocational Guidance Bureau. Even after they are placed in employment, supervision over them is continued by the two Charity organizations. The Vocational Guidance Bureau does not undertake to do this for any children.

The Work of Advisers in the Junior High Schools.

The fourteen advisers who work in the junior high schools have a wider field of work than the advisers in elementary schools. This fact results both from the compulsory education laws which keep children longer at school than the eight grades of
elementary school, and from the special problems of adolescence which are naturally more abundant in the high schools than in elementary schools. Because of this greater need of guidance, the adviser is assigned to a definite junior high school, and devotes exclusive attention to that school. Whilst the guidance work is quite varied, it may be viewed as chiefly falling under these three heads: a) advising in the choice of courses to be taken by the children; b) the adjustment of individual problems; and c) the supplying of vocational information.

Advising in the Choice of Courses.

This advising is done for the most part in grades 7A and 9A. In grade 7A, the pupils are met by the advisers in sectional groups. The advisers explain to them various courses offering work for the coming two years, point out the particular educational and vocational values of these courses, as well as their correlation with studies in the senior high schools. The elective courses naturally are those chiefly discussed. At the same time, an explanatory letter is sent to the parents, inviting them to share actively in the selection of the courses they wish their children to take. The manifest purpose of this is both to stimulate the children to continue at school, and to give them such a clear view of the work before them in junior high school that they may be able to enter upon it with intelligence and enthusiasm. The same purpose regulates the advising work done in grad 9A. The adviser indicates the two
Major sorts of courses offered in the senior high school: courses leading to college, and courses preparing for immediate employment.

Many devices are used by the advisers to acquaint pupils with the educational opportunities offered them in the schools, and to make the transition from junior to senior high school easy and successful: group discussions, individual interviews, conferences on making out a school program and on assignment to grade 10B, visits to senior high schools, informal talks given by senior high school advisers and by principals, teachers, and representative students of the senior high schools, the use of plays, pageants, poster contests, and particularly by class study of the two pamphlets, "The Good School Citizen", and "Lessons on High School Courses and the Value of Education", both published by the Vocational Guidance Bureau.

The Adjustment of Individual Problems.

The individual problems of students are manifold. One might mention, for illustration, failures in class work, discouragement in work, interest shifting away from school, personal friction with teachers, ill health, physical defects, lack of talent, sheer laziness, trouble at home, misunderstanding of school aims and rules. The counselor has first to seek the cause of the maladjustment, through conversations with the student, and then to guide him to solve his problem. Some cases may be easily cared for by changes in the courses taken, or by correction of attitudes and habits at school and at home. Some re-
quire skilled and intensive case-work, and involve the co-
operation of outside agencies, such as the Institute of Juvenile
Research, the Juvenile Court, clinics, hospitals, the various
charity organizations, remedial camps, and convalescent homes.
Some of the advisers have made special study of the
"failure groups," in an effort to find the causes of failure in
studies and to apply preventive measures. This involves wide
use of psychological and achievement tests, both for groups and
for individuals; often an elaborate process. The work is aimed
chiefly at securing better and more homogeneous grouping of
students, although it also tries to remedy some of the students'
faulty habits.

The cases of students who wish to leave school are handled
in cooperation with the Placement Department of the Vocational
Guidance Bureau. Through individual counseling, the student is
dissuaded, if possible, from leaving school; or, if that cannot
be done, is advised as to the better lines of employment, with
an eye to his advancement and development.

Very careful and complete records are kept of each child
interviewed by the counselor, from grade 7B to grade 9A. These
records are valued as containing a full current history of the
student and of his school and home conditions. They are later
put in the hands of the senior high school adviser, for use with
the student when he leaves the junior high school.

Occupational Information.

A good deal of information about occupations is given the
students in general, through Social Studies classes. In these classes use is made of pamphlets, magazine and newspaper clippings, posters, photographs, slides, and moving picture films. In cooperation with the school librarian, special occupational libraries have been built up from which pamphlets and books are circulated amongst the pupils. In addition to this general work, the advisers sponsor "Occupation Clubs,", volunteer organizations, extracurricular, to study occupations. Speakers are invited to address the clubs; the members are taken on organized visits to industries, manufacturing plants, and the like; and various other efforts are made to familiarize the students with the conditions and opportunities in a number of fields of work.

The Vocational Clinic.

This apparatus for the intensive, scientific study of certain children who present particularly difficult problems in vocational guidance, is still in the experimental stage. The findings of a psychologist, psychiatrist, and physician are meant to give the adviser more accurate data upon which to base vocational guidance. The value of the work may ultimately be judged not merely by the immediate assistance it affords to the individuals studied in it, but by the general knowledge of mental, physical, and character types amongst children which can be deducted from such study. It is still too early to venture any judgment upon its value.

The Work of Advisers in the Senior High Schools.
The Work of Advisers in the Senior High Schools.

There are twenty-four senior high schools in the public school system; of these twenty-one have one teacher each assigned to do part-time work as vocational guidance adviser, and twelve have a full-time adviser assigned to them. The reason for this variety of supply of advisers is found in the varying need of vocational guidance between the wealthier and poorer parts of the city. Once every month, the Director of the Vocational Guidance Bureau meets the advisers for a discussion of problems and projects, in order to exert a general control over their work, and to keep the central Bureau in close touch with what is being done. A three-page outline of suggestions for their work is drawn up by the Bureau and placed in the hands of each high school adviser. The points noted in it may be summarized still more briefly in this way:

1. The adviser must work under the authority of the principal of the school. (This, of course, is to avoid friction.)
2. The adviser should have a special office; place to meet students and others for conference.
3. Essential that the adviser get the help of ALL THE TEACHERS.
4. The adviser should work with teachers and librarians by furnishing them material on occupations, reading lists, etc.
5. Use the school periodical; get students to write vocational articles.
6. Group conferences are indicated; (much as those spoken of in the work already detailed in these pages.)
7. Individual conferences are suggested; (again, following the lines already discussed.)

In 1924, "Occupations" classes were introduced into the high schools, with arrangements varying to suit the needs of each
school. In some cases, the adviser conducted the class; in others, the work was done by the Social Science and Civics teachers. At present, nine high schools have such classes: Austin, Crane, Fenger, Flower, Harrison, Lake View, Lane, Lindholm; the classes vary in duration from two weeks to an entire semester.

In six of these schools, the outline for a study of occupations, prepared by the Vocational Guidance Bureau, is used with good results. The number of pupils who were enrolled in such classes in 1924, ranged from 40 at the Fenger High School to 1000 at Harrison High School. Satisfactory results were shown in the more intelligent choice of courses made by the pupils who took these classes.

In addition to this work, the high school advisers make use of all the devices mentioned in describing the work in the junior high schools; such as inviting speakers to address the students, promoting Occupations Clubs, visits to manufacturing plants, and the like.

The Special Work at Harrison High School.

Harrison High School has a Prevocational Department for elementary pupils, located both in the high school itself and in four branch schools. The total enrollment in the Department is more than 4,500. The Department was created to deal with children who did not fit in readily with the program of the ordinary school. Children are assigned to this Department because they are abnormally retarded in their studies or because their habits of behavior call for special training. It is evident that in
This large group there is scarcely a child who does not present a problem. Since 1924, Harrison High School has had a full-time adviser assigned, as well as a visiting teacher. The adviser gives one morning a week to the Prevocational Department. The visiting teacher supplements the work of the faculty and the truant officer in enlisting the cooperation of parents with the work. But the entire Department is organized to furnish the special guidance that such children particularly need.

The group work done here is of the same character as that already indicated for other schools. Every effort is made to arouse the interest of the students, and to get them to take active part in group discussions of occupations. All 2A students are given a two weeks course in occupational opportunities in Chicago; the course is taught by the teacher of Civics. The adviser, from time to time, has group conferences on the present opportunities of industry in Chicago, in which, wherever possible, concrete examples of the vocational value of further education are pointed out. In 1924, during "Girls' Week Celebration", twenty talks on vocations were given by women prominent in their respective fields; one thousand girl students attended. Similar opportunities are offered to boys through extra-curricular activities: such as clubs, assemblies, class-room groups. And, of course, much use is made of pamphlets and other means of distributing occupational information.
The school has a publication, "The Harrison Herald", with a weekly circulation of about 2,500 copies. Each week, an article on vocations answers questions asked by the students. A daily bulletin of vocational information is issued, which announces items of immediate interest and importance.

Individual interviews are dealt with during three hours of every afternoon, in which many problems are solved. Parents are often brought into these interviews: a mother who could not control her son after school; a student bringing his parents to have them convinced of the value of a high school education. As a result of interviews with the adviser, students are sometimes sent, by appointment, to talk things over with men and women who have made a success in the field of work which the students are contemplating. The adviser makes these appointments. Discouragement and failure problems are handled here, students who need part-time work after school, students from poor families who wish to go on to college, students who must leave school for work. Many students are persuaded to remain longer at school; others are guided in choosing a trade or occupation to work in.
IV

THE DEPARTMENT OF OCCUPATIONAL INVESTIGATION.

The Purposes of the Department.

This department was primarily organized to assist the main work of counseling by gathering, evaluating, and imparting information about important occupations. The work was not aimed merely at placing children in employment, but rather at guiding them, through the knowledge of occupations afforded them, to a more intelligent choice of training courses, and to an attitude of mind which would enable them later to enter upon their careers in industry or the professions with a better realization of the social and economic significance of such careers. It is evident that this large purpose is strictly educational, and properly comes within the scope of a school system.

It was almost inevitable that, in the course of carrying out this major purpose, a secondary purpose should have thrust itself so strongly into view that the department had to take it up. It came about in this way. As soon as the departmental staff began to collect information about industrial establishments, they heard complaints of various sorts, chiefly from children, about working conditions in the industries, about wages, accidents, and ill-health resulting from the kind of work done. It was felt that it was quite insufficient to record these complaints, without making some effort to investigate and, where possible, to correct improper conditions of work. From
This came the secondary purpose of the department, to adjust occupational complaints. This purpose, as will be seen, could not be carried out by the department alone, since it had no direct authority to interfere in such matters.

The Staff of the Department.

The department was established as a distinct unit in the work of vocational guidance only in 1921, with two full-time advisers, one full-time clerk, one part-time stenographer, and the occasional services of a varying number of other full-time advisers as need for them arose. It may be mentioned here, once for all, that a certain flexibility in the staff organization of each department is quite necessary, since the work of each department varies in intensity and quantity at different periods of the year. In that same year, 1921, it was found necessary to have the State Department of Labor assign a factory inspector to this department of the Bureau, to cooperate with the second purpose of the department just spoken of. This secondary work increased to such an extent that later two other factory inspectors were assigned to it. Later these factory inspectors were withdrawn but still cooperate with the department.

Method of Investigation.

Occupational investigation means, not merely a general first-hand acquaintance with the occupation, which is got by visiting industrial plants, interviewing employers and employees, but also a definite and scientific "job analysis", a detailed
study of what actually is done in the occupation. As a rule, the investigation of each occupation is presided over by one adviser from the central staff, who has for assistants in the work other advisers and teachers drawn from the schools as well as from the central staff. Thus, the visiting teachers were chiefly used for the field work in studying "Beauty Parlors" and "Mechanical Dentistry"; an adviser in the Department of Certification gathered data on the study of "Why 500 working children left their jobs," and the studies of "Electric Light and Power," "Office" and "Machine Jobs," and "Photography" were largely handled by advisers in the Placement Department. However, most of the investigations were made and written up by members of the central staff of the Department of Occupational Investigation, who keep in close contact with employers and fields of work, and aim at having a definite knowledge of working conditions which can only come from personal investigation.

In an Appendix, some of the forms used in these investigations and job analyses will be given.

Library of Occupational Information.

From the beginning of the work of this department, efforts have been made to assemble occupational information in a reference library, for the use of both teachers and students. Naturally, the most important information is that which concerns occupations in Chicago itself; and the most important sources of that information are the studies made by the department. These studies contain detailed information about 350 Chicago firms,
and more than 1,000 job analyses. In addition, pamphlets and reports have been collected, which give studies of occupations made in all parts of the United States. Some are of a highly technical character, intended for more serious study; some are quite simple, meant for children's use. The collection already numbers more than 1,500 studies; all of which are catalogued by title, author, and subject matter.

Interrelations of the Department.

The work of this department never stands alone. It is already linked up, not merely with the general work of counseling, which is the raison d'être for the whole Bureau, but with the other three departments of the Bureau. Thus, the particular fields of investigation are not chosen haphazard, but always either under demand from another department or with a view to helping in some practical need of the advisers and teachers engaged in vocational guidance. In this way the danger of dilettanteism is avoided.

Relations with the Department of Certification.

The relations with the Department of Certification come for the most part from the need which the latter department has to assure itself of the kind of occupation into which a child is about to enter when he asks for a certificate allowing him to go to work. In routine cases, the kind of work is clearly enough understood to permit of certification without delay. But if any doubt arises about the nature of the occupation, the
Investigation is called upon to solve it. A sample instance may illustrate this need of investigation.

Hattie K., 14 years old, applied for a certificate, under the condition of employment assured as office girl in an employment agency. On the face of it, this seemed a proper enough sort of work. But the adviser was not sufficiently sure of it. The case was referred for investigation. Then it was found that one of the tasks of the "office girl" was to act as messenger to accompany women engaged for domestic service to hotels, boarding houses, and homes, in all parts of the city; not infrequently to places of doubtful or ill repute. The women so accompanied were often foreign speaking, and the little "office girl" was charged with introducing them and establishing them in their place of work.

Similar cases occur when a child leaves one job, and reports to the Department of Certification on the change of occupation. Sometimes the facts revealed call for investigation by the Factory Inspector.

Relations with the Department of Placement.

The Placement Department deals both with employers who are looking for applicants for work, and with the applicants themselves. If the firm which makes a call upon the department for applicants is not favorably known, the matter is turned over to the Investigation Department for further information. When children apply for placement in employment, the Placement Department turns to Investigations to find out what openings there are in the particular field the child wishes to enter. Thus, for instance, the studies of "Electric Light and Power Installation," "Occupations Requiring the Use of Office Machines", and "Photography", were made in connection with placement problems. It must be remembered also that occupational information, except
of a very general character, needs constantly to be revised and brought up to date to serve the uses of the Placement Department. A study which might serve well enough for a group instruction, by way of introduction to the occupation, might be totally inadequate for the immediate purpose of placing a child at work in that occupation.

Relations with the State Department of Labor.

The Department of Labor is charged with the police work of enforcing the laws regulating industries. One important branch of those laws regards the employment of children in industries. It was promptly noted that the Vocational Guidance Bureau, through its intimate knowledge of children in employment, could be of help to the factory inspectors, and that, in turn, the factory inspectors could do much to further the purposes of the Bureau. The cooperation between the two has, therefore, been very close. Violations of the State laws regulating industries are frequently discovered through reports from the children, from visiting teachers, neighbors, truant officers, and the staff of the Department of Occupational Investigations. In actual practice, the factory inspectors work under the supervision of the department of the Bureau, although they report each morning to the State Superintendent.

The following are some illustrations of the work done in this connection by the factory inspectors:

1. They check the questioned legality of occupations before a certificate allowing employment is issued.
2. Later they verify any doubts as to whether or not the
child is working at legal processes only.

3. They follow this up, through visits to the child's home, to find out whether or not employers are keeping to the conditions laid down when the child was certificated for employment. (Not long ago, a boy certificated to employment in a bakery, was found to be working all night; though the law permits children to work only 8 hours, between 7 A.M. and 7 P.M.)

4. They discover and confiscate falsified proofs of age, presented by children or their parents on application for a working certificate.

5. They investigate working conditions, and enforce minimum standards and labor requirements. (Lack of safeguards on machines, dust in the air, dangerous elevator doors, unsanitary toilets without seats or insufficient in number, are a few of the conditions discovered and remedied.)

6. Children reported to be working without certificates and not in attendance at continuation schools are referred to factory inspectors, who remove them from work until properly certificated and assigned to school.

7. Frequently teachers find children unable to keep awake in school, and on questioning them discover that the children work at night in bowling alleys, theatres, and the like; an employment prohibited by law.* The factory inspectors stop such illegal employment.

8. At times, teachers report children who are kept at home in order to help at work brought home from factories. The factory inspector investigates, and if he finds the report true, puts a stop to such work.

Accident Complaints.

Illinois laws demand that all industrial accidents be reported, in order that the provisions of the Workingmen's Compensation Act be carried out. When the accidents occur to children, the Vocational Guidance Bureau takes cognizance of them. Children who are illegally employed do not come under the Compensation Act, and therefore, if they have a claim for damages, must sue under the common law. Where it is found that such children have no legal representatives, their cases are referred.

*An Act Concerning Child Labor, sect. 9, #1.
the Legal Aid Society. In the half year, from July 1, 1923, January 15, 1924, there were reported to the Bureau 45 accidents to children, two of which resulted in death. Investigation showed the following circumstances:

8 accidents: to children over 16;
20 " : " under 16; illegally employed;
9 " : " " " ; legally employed;
5 " : non-industrial;
3 " : undertermined;
19 of the 45 accidents occurred to children employed on power-driven machines or on trucks; both employments forbidden to children as too hazardous. The two fatal accidents occurred in these forbidden employments, as did also accidents involving the loss of an arm and complete disability of legs.

13 accidents resulted in permanent disability; one in amputation of right hand, one in amputation of right arm.

In all these accident cases the Vocational Guidance Bureau works in cooperation with the Industrial Commission.

Wage Complaints.

Instances are not infrequent of employers exploiting children employees in the matter of wages. An attempt is made to determine the wage offered children at the time they are certificated; but often the employer fails to make any definite statement in the matter. Some of these cases later call for investigation and adjustment. A common cause of complaint by the children is that their wage for the day they spend in continuation school is deducted from their weekly envelope, or that wages are withheld as a disciplinary measure by their employers. The Bureau tries to adjust these complaints fairly, in justice
to both the employer and the child; and to do so must often call upon the services of the Department of Investigations.

The projects which this department proposes to itself will show both its definite purposes and the methods it follows in trying to achieve these purposes. Put in summary form, these projects are:

A. A SURVEY OF INDUSTRIES, in order to determine:
   I The actual number of children employed at any time
      a) by individual employers and firms,
      b) in definite industrial groups,
      as well as the percentage of all employees who are under 16.
   II The employment turnover under the above classification.
   III Physical conditions of employment, noting particularly any that are abnormal.
   IV Nature of the work done in each occupation.
   V Future possibilities for children employed.
   VI Means of coordinating the employment with the schools and of training children to succeed in that employment.

B. COLLECTION OF MATERIAL FOR THE LIBRARY of Occupations: the sources of which will be:
   I The surveys made by the department;
   II Studies of entire industries, involving
      a) the various departments and functions of each;
      b) an analysis and classification of the operations employed in each industry;
      c) the physical conditions of work in each industry;
      d) the particular kinds of positions open in each.
   III Bulletins and other publications of the U.S. Government Departments on child labor, industries, vocational guidance.
   IV Chief Factory Inspector reports, in this and other States.
   V Vocational training opportunities afforded by various schools throughout the country; accounts of schools linked up with industries, continuation and night schools.
   VI Published information on labor organizations (union and non-union); such as conditions of apprentice-
ship, profit-sharing, bonuses, working councils, etc.

VII Studies in employment psychology.

VIII Contributions of local information; particularly
   a) a wage scale, compiled from month to month;
   b) a collection of individual opinions, of both
      employer and employee, regarding why employees
      leave an occupation, with the purpose of studying
      group opinion concerning certain places of employ-
      ment;
   c) statistical work based on occupational informa-
      tion cards turned in by employers and employees;
      noting prevalence of certain demands and supplies
      of employment, etc.

Much work has, of course, already been done in developing
these projects, both in the survey and in the library. But it
is a slowly cumulative process, because the field to be covered
is enormous, and because much of the information about occupa-
tions has constantly to be renewed or revised, to keep it up
to date.

NATIONAL VOCATIONAL GUIDANCE ASSOCIATION.

From its inception the Chicago Vocational Guidance Bureau
has been a member of the National Vocational Guidance Associa-
tion. A joint committee consisting of Philadelphia, Cleveland
and Chicago made as its aim Occupational Studies a purely
scientific work and set the standards very high. These have
been lived up to here and Chicago is a leader in the develop-
ment of methods of research and stands out nationally for its
scientific investigations as well as its usefulness locally.
Its publications of pamphlets have been called for from all
parts of the United States. Because the board in budgeting has
not postage for such broadcasting many refusals have to be made.
When postage is included with requests the pamphlets are sent out.
THE DEPARTMENT OF CERTIFICATION.

Origin and Immediate Purpose of the Department.

The Illinois Child Labor Law, which became effective July 1, 1917, forbade the employment of children under 14, and allowed children over 14 and under 16 to work, but only on the condition that they obtained a certificate showing that the legal requirements for children in employment were complied with. In Chicago, the task of issuing such certificates was committed to the Vocational Guidance Bureau; and the Department of Certification was established. The immediate purpose, therefore, of this department is to see that the provisions of the state law regarding junior wage earners are observed, and to safeguard children entering into employment from exploitation on the part of selfish parents or employers.

The Department as a Source of Vocational Information.

This primary purpose of the department is always kept clearly in view. All interviews with children, parents, and employers are directed to watching over the children's welfare in the spirit of the Child Labor Law. But it is quite natural that these interviews should yield a great deal of information of general value to vocational guidance. They reveal, for instance, the preferences of children who are seeking employment, the kind of employment they manage to secure by their own efforts, the influence of vocational and educational training upon the choice of occupations, the relative numbers of children in various
districts of the city who have to leave school for work, the
reasons why children abandon an occupation or change it for
another, the effect of certain occupations upon the health of
children, the wages paid children in a variety of occupations.
Careful records are kept of all children certificated; and
these records give the school history, family history, and
industrial history of each child, as well as the findings of
medical examinations made at the time of issuing the certifi-
cates. All this is of great value, both as a basis of wide con-
clusions of interest to all vocational advisers, and as a source
of indications for occupational and vocational investigation.

The Procedure in Certification.

Children seeking certificates allowing employment must
apply directly to the central offices of the Vocational Guidance
Bureau. There they are interviewed by advisers, who inquire
first of all into the reasons for leaving school, and do all
they can to persuade the child to remain longer at school. In
many cases, the interview stops there; when it is found that
there is no necessity for the child to go to work, and that he
wishes to leave school out of mere petulance or dislike for the
restrictions of school life. Since the child must present him-
self at the Bureau accompanied by a parent or guardian, the
adviser has a chance to enlist their services in the work of
persuading the child of the advantages of further school train-
ing before going to work.
If this attempt fails, the adviser then inspects the credentials demanded by law before certification. These are three: a definite promise of work from an employer, proof of legal age, proof of required amount of schooling. Only about one case out of three presents these credentials in proper form. When the credentials are incomplete or faulty, the child is given written instructions as to how to proceed in correction them. When the credentials are in order, the adviser makes out a record card, entering upon it the child's family history, social surroundings, school history. The child is then sent to one of the examining physicians, who gives him a thorough physical examination, keeping in mind the sort of employment he has been promised, and looking out particularly for such physical defects as would make that employment hazardous for the child. If the child is found physically fit for the work in view, he is returned to the adviser, with his record no containing the medical findings, and having been assigned to a continuation school, this is entered upon his record. If the physician finds the child unfit, he may either recommend that no certificate be issued at all, or that the Placement Department be asked to secure an employment for the child for which he is fitted.

**The Importance of the Medical Examining Work.**

Since the future of the children depends so much upon their physical health, it is obvious that information regarding that is of great value to the child. Many parents never attend to securing such information about their children, so long as they
are not actually incapacitated by illness. The medical examination reveals an astonishing number of physical defects which have been either unsuspected by the parents or ignored. In various years, the percentages of children applying for certification who have been found physically unfit for work ranges from 20 to as high as 30 percent. Furthermore, since children are required to undergo a physical examination each time they report to the Bureau for new employment, the physician's reports offer material for a study of the physical effect of occupations on the health of the child.

Some Medical Findings and their Occupational Significance.

In 1923-1924, the physicians of this department gave 86,946 physical examinations to 15,317 children. The reason for the great excess of examinations over the number of applicants is found in the requirement of the law that a child be reexamined each time he applies for employment, and in the fact that children refused certificates on the ground of health come back for examination as often as three and four times a year.

Of the 15,317 applicants, 4511 were refused certificates as physically unfit: 29.4%. In these 4511 children, there were found 6992 physical defects. Of the 4511 children, 3382 (nearly 75%) had their defects corrected.

Children are urged to return for examination whenever there seems to be need of it; but the Bureau cannot undertake to follow up each case and provide medical treatment for the child. Its efforts in this direction take the form of an ever-increas-
ing cooperation with the clinics and dispensaries throughout the city. At present, 42 hospitals and dispensaries work with the department in trying to remedy the physical defects of children applying for certificates. Four hospitals have special clinics for working children, and conduct nutrition classes for children.

In 1918, the Arden Shore Association began an open-air school at Arden Shore Camp, for boys physically unfit for work. The Board of Education provides the teachers for the school and a cook. The Arden Shore Association pays all other expenses, including that of the staff: a resident director, a nurse, and the house servants. In 1923-1924, during a period of seven months, the Camp cared for 97 boys. The average length of stay was 10-1/2 weeks. The average gain in weight of the boys was slightly under one pound a week; although there were several striking total gains, 7 instances of a total gain of over 20 pounds, and 4 of over 25 pounds.

Comparatively few children report for medical examination after they have once got their certificates, although the law requires them to do so when they apply for new employment. In one year, 1923-1924, of 75 cases of illness so reported by children, 42 were found to be directly traceable to working conditions in the industry. Some instances of these were: 15 cases of infected hands and fingers, amongst children who were sewing automobile cushions, packing hair-pins, bending wire,
cutting leather strips, assembling small parts in electric apparatus. Of 18 children showing loss of weight, 3 were engaged as messengers carrying heavy machines, such as typewriters, 8 had work that kept them constantly standing, the others were kept at high speed of work. There were 5 cases of dermatitis occurring in children who work at silk manufactures, 1 in a paper-box concern, 1 at developing photographs.

Undesirable working conditions theoretically should be controlled by the State law known as the "Health, Comfort, and Safety Act", but practically they are not always so controlled. Research workers from the Occupational Investigation Department sometimes try to bring about improvements through tactful interviews with employers. Success is seldom easy. A last resort is to refuse to issue certificates to children who apply with a view to working at such jobs.

Some Occupational Information Disclosed through Certification.

In the first place, the volume of work in the Department of Certification is a good index of the general employment situation. Since children wishing to leave school for work must secure an employer's promise of employment before applying for a certificate, the number of applicants decrease notably at times when employment is hard to get. The department is gathering data for a study of the relation between the number of applicants and the industrial situation.

Another important point upon which the issuance of certificates may throw some light is the labor turnover in various
industries. For instance, in 1923-1924, there were issued 19,054 certificates to 13,556 children, an average of 1.4 each.

Some study has been made of the kinds of employment taken up by children between 14 and 16 years of age. In 1923-1924, it was found that about half of the boys employed were messengers or errand boys, and of these about 60% were messengers for the telegraph companies. The occupations ranking next were office jobs, 18.5%, and factory work, 16.3%. The occupations for girls showed quite a different grouping. The largest group of girls in employment, 45.1% worked in factories. The next largest did clerical work in various sorts of offices, 23.3%. Only 15.8% were engaged in domestic service or were helping their mothers at home. In later years, the number of girls employed in factories has decreased, largely owing to unfavorable conditions in that sort of work. (See page 50A for a graph showing the percentages of occupations, for boys and girls.)

The introduction of improved recording apparatus, such as punch cards and counting machines, has done much to facilitate the gathering of occupational information. But for the present the department is forced to content itself with collecting material. It is hoped that some day it will furnish the basis for studies which may help a great deal towards definite answers to questions about the economic value of child labor, the fluctuations in juvenile employment, and the experiences of children generally in industrial life.
Relations with Other Departments.

The most important relations of this department are with the departments of Occupational Investigation and Placement. As an instance, when a child comes to apply for certification, and it is found that the employment he has arranged to enter is one forbidden to children by the State laws, or imposes improper conditions of work, such as a longer daily period than eight hours, the case is referred to the Department of Occupational Investigation. That department tries to get the employer to rectify the conditions of work objected to. If its efforts fail, as they often do fail, the child is not allowed to take up that employment, but is sent to the Department of Placement to be put into employment which complies with the law. In like manner, when the medical examination reveals that a child is unfit for the job he intended to take up, he is sent to the Department of Placement to have some proper work found for him.

Obviously, the department works in close cooperation with school principals, with the Compulsory Education Department of the Board of Education, with continuation schools, and the factory inspection bureau, in order to carry out its task of aiding in the enforcement of Child Labor and Compulsory School Attendance laws.

Each week a report is sent to the schools, notifying the principals of children enrolled in their schools to whom certi-
Certificates for employment have been issued for the first time during that week. This enables the principals to see that those other children, whose school records had been sent to the Bureau as applicants for certificates, but who have been refused such certificates, are promptly returned to school by their parents or guardians.

When children who have been certificated for work leave their employment, their certificates are returned to the Bureau. These children are at once reported to the Compulsory Attendance Bureau, to be returned to school within two weeks, according to the provisions of the State law. That Bureau is also notified of all children who fail to meet the requirements in age, schooling, and physical condition, when they have applied for certificates.

In order to make certain of enrollment in the continuation schools when a child is certificated, the certificate is not sent to the employer until the child has reported at the continuation school and has had his work there assigned to him. With the certificate, there is sent to the employer a notice explaining the child's obligation to attend continuation school one day a week.

Children not infrequently fail to carry out this condition of attendance at continuation school. If those who fail in this regard apply for another certificate, they are refused it until they have made up all the school work they have missed. The
continuation schools are kept informed of the case until every-
thing is cleared up and work is again secured for the pupil.
purposes of the Department

The general purpose of the department is to help students, as occasion arises, to find suitable employment. This purpose, in that general form, was one of the first to inspire vocational guidance work wherever it was begun. It means more than merely getting jobs for children. It means helping the children to get the best results out of their training: in a work, helping them to get a chance as well as a job. The notion is gaining wide acceptance, that the school owes it to pupils, not merely to train them as best it can, but after training to guide them to the best disposal of their developed abilities.

It is in keeping with that general purpose that the department should lend its services, so far as possible, to the more remote preparation for placement in employment, which is involved in securing information about occupations, business conditions, reasonable expectations in certain fields of work, and the bearing of all this on education and on chances in employment. The placement work links back with the school and the whole matter of vocational guidance. It deals with each applicant as a known individual, and tries to guide him into employment under knowledge of his personal qualifications, his school record, and his social surroundings.

Divisions of the Work of Placement.
The work of placement falls into natural divisions, on the basis of the differences amongst the applicants for placement. From the viewpoint of placement, the children are divided into those with high school training, those with elementary training, and the handicapped children. Certain definite advisers are assigned to look after applicants from each of these groups. The head of the department, besides supervising the work in general, assists any advisers specially busy, relieves individual advisers assigned to detailed investigations, plans the advertising which is part of the work of securing employment, and prepares the reports made on the work.

Placement of High School Students.

Two advisers are assigned to deal with high school students, in which group are included all who have had two years or more of high school. The work of this division at the central office dates only from 1920. Prior to that, each high school, as best it could, looked to the placement of its pupils. The work was therefore done in rather haphazard fashion, without special equipment, without accurate sources of information regarding business and industrial openings. There was a great deal of overlapping of efforts. Centralization of the work has done away with many of these disadvantages; has offered students a wider choice of occupations, and employers a greater range of choice amongst applicants for work.
Placement of Elementary Students.

The difficulties of securing for children under 16 a form of employment which will offer them any future prospects are very great. The immaturity of such children and their lack of preparation leaves them capable of only low-grade work. The best service the department can offer these children is to keep in touch with them until they reach an age at which better openings can be found for them. With this end in view, the young workers are urged to report at intervals to the adviser, to discuss their success or failure in present employment. These interviews are useful also as means of getting valuable information on working conditions, for the use of other children, and the guidance of the department in its work.

Placement of Handicapped Children.

Chicago maintains 90 centers for handicapped children: schools for crippled children, centers for the blind, the deaf, the epileptic, and special divisions in ordinary schools for the mentally defective. That these need special vocational guidance is obvious. Some advisers have been assigned to this work from time to time, but there has been no continuity in the work. Since 1923-1924, the adviser in this department assigned to handicapped children has given them conscientious and persistent attention, which has brought good results. It is evident that here there must be much cooperation with medical examiners, hospitals, social service organizations, and State boards.
Toward the close of the school year, the department sends out advertisements, through letters, and through trade journals asking employers to refer to the department their needs for workers, especially for high school graduates. The high school graduates are sent to the Placement Department by school advisers, with definite recommendations based upon school history and knowledge of the individual. The department makes available to the students the calls that have come in for employees, and helps to make a choice amongst the openings at hand. The applicant then must make his own arrangements for interview with the prospective employer. When suitable positions are not available, the student's application is filed until a call for his services does come. A system of "Call Cards" is kept, recording openings offered by employers to applicants through the department.

Some of the interviews concern applications for change of positions in employment, some deal with reports on the conditions of employment in which the children are at the time engaged. These latter reports are summarily entered on the "Call Cards" of the employers concerned in the reports, after they have been corroborated and evaluated. In this way they furnish valuable information for future guidance.

Use is made, in the work of placement, of information gotten through other departments, and of agencies outside the
Bureau, such as the Juvenile Protective Association and the United Charities. So far as possible, attempts are made to keep the machinery of placement in steady motion, by securing co-operation of employers in placing calls for junior workers with the department.

Some Special Problems of the Department.

Of course, the central problem is the correlation of supply and demand in junior wage earners. The peak of a supply of applicants for work does not correspond with times of industrial demand. Thus, there is the annual problem of securing a market for juvenile labor about the time of school graduation.

Another problem comes from the fact that such a large number of boys and girls prepare for one particular kind of work, stenography. In 1923, for instance, there were 2017 applications for work as stenographers, and of these 1234 were from the second year in high school. The Bureau has tried to meet this problem by studying the various office needs of business outside of stenographic work, and by having introduced in high schools a course in general office practice.

It may be added that children taking the two-year high school course in stenography are often tempted to misrepresent their ages, when they are under 16, and thus evade the compulsory school attendance laws.

Boys present more difficulties in placement than girls.
One reason for that is that more than half of the boy applicants want part-time work, and many of them are looking for impossible wages for such work. Their idea seems to be to secure part-time employment which will adequately support them, whilst allowing them to continue their studies, and even to pay their way through professional schools. The high school advisers are working actively to combat such false hopes.

The graduate from the general course in high school is hard to place, because he has no definite qualifications for industry. He usually wants an office position; but there are not enough office positions to meet the demand.

Race prejudice is another problem, particularly in the case of negroes. Even well-trained negroes are either not wanted at all or must take positions with limited opportunities.

Children with low mental ability constitute another problem. Most of these come from the elementary schools; often urged by teachers to go to work, because they cannot keep up with classes, and because the schools lack space and facilities for giving them special care. When placed in employment, they frequently fail; and when they return to the department, it is extremely difficult to place them again.

The case of the mentally handicapped is generally hopeless under present conditions. There are a few openings for them in factory work, but not nearly enough. Until some training is supplied for them in certain industries in which they may
become self-supporting, the work of the placement department with them is a mere succession of trials and failures.
VII

THE DEPARTMENT OF PUBLICITY.

Purpose of the Department.

The purpose of this department is obvious. It is to make available to advisers, teachers, and students, the vocational and educational guidance information gathered from various sources. Its importance is equally obvious; it is as important to vocational guidance work as the circulation of the blood is to human life. No organic part of vocational guidance could continue to function without the constant supply of vocational information. This information must be presented skillfully and attractively, if it is to serve the purpose of vocational guidance. Hence its preparation calls for great care and industry.

The Scope of Publications.

The character of the work to be served by this publicity makes it necessary to present the material in a great variety of ways, adapted to groups of children in various stages of training and to various details of the work of vocational guidance. Some pamphlets are meant to furnish advisers and teachers with a broad store of information which they can use, as need arises, in group conferences and individual interviews. These are made as thorough and scientifically searching as the facilities of the Bureau can make them. Some are popular instructions in opportunities, arranged to appeal in a simple and clear way to children themselves. Use is made of posters, to
present ideas in a vivid and visual way suited to children.

There is a monthly publication, "The Vocational Guidance News", which is sent to all schools, and which serves to keep advisers and teachers in touch with current developments in the work. In the course of the preceding pages, some notion has been given of the variety of ways in which the department prepares vocational and educational information for use in the schools, ranging all the way from posters and folders to complete programs for courses. In the bibliography appended, a fairly complete list of publications is presented, at least of those that appear in pamphlet form. But the work of the department is naturally growing. In addition to what has appeared in print, the department sends out much material in mimeographed sheets, and conveys much more to advisers and visiting teachers at the bi-monthly staff meetings.
VIII

SOME ACHIEVEMENTS OF THE BUREAU.

The Intangible Character of Many of its Achievements.

It is evident at once that many of the results achieved in the work of vocational guidance cannot be tabulated in a statistical manner. Even where statistics are available, as for instance in the number of interviews held by an adviser or a department, the work done in those interviews is so varied in its nature, so diverse in its results, that the mere figure reporting the number of interviews ceases to have any real meaning. As to achievements, in the definite sense of good done to children through vocational guidance, by what measure can that be determined? Only a thorough acquaintance with the guidance work at first hand could give an observer a clear notion of what is being accomplished. Those achievements are in the general order of educational results, enlightenments thrown on problems, encouragement in difficulties, frictions removed; they are intellectual and moral in nature; they cannot be summed up in a schedule or analyzed for a report. The finest work of counseling and guiding children in the choice of vocation and the preparation for vocation is intangible.

A Decrease in Certain Activities of the Bureau.

One very interesting achievement of the Vocational Guidance Bureau has been to work itself out of a job in some lines of its activity. For instance, in 1928-1929 there were issued 320 more certificates to employment than in 1927-1928; yet the
number of cases referred to the Department of Occupational Investigation was lessened by 184. One may confidently hope that the number of cases needing investigation will constantly grow smaller; for the excellent reason that the Bureau is gradually educating parents, children, and employers to a better understanding of the legal requirements for certification, as well as to a more intelligent realization of the need of better training for children before they go to work.

Another type of work that is practically disappearing from the Bureau is the adjustment of accident cases where children are concerned. The Industrial Compensation Act of the State of Illinois formerly made no provision for children who were illegally employed. That meant that if an accident occurred to such a child, the Vocational Guidance Bureau was called upon to look after the child's interests. The Director of the Bureau, succeeded in having the Compensation Act so revised that a child illegally employed receives, in case of injury at work, twice as much compensation from the employer as a child legally employed. There is no question but that the revised Act goes far toward making employers more careful about violating the Child Labor Laws. The Bureau has less work to do with such cases.

This sort of achievement is decidedly valuable; yet at first reading of the annual reports it may not be evident as an achievement.
Department of Occupational Investigation.

Such considerations as those just offered make clear how difficult it is to judge of the work of the Department of Occupational Investigation. It will be noted in the Statistical Summary here presented that the number of special reports on employers, of new schedules in trade schools and trade associations, have diminished, in some instances very strikingly diminished. The reason for that is that the field has been covered so well in the past that now the main need is to keep breast only of changes. Fluctuating conditions in the world of employment have much to do also with determining the amount of investigational work demanded of this department. The following summary gives some notion of both the kind and the amount of investigation done from June, 1926, to May, 1929:
An analysis of the visits and interviews made by the staff of this department in 1928-29 will help to show the character of that part of the work of the department. In this connection, it should be noted that the total staff of this department consisted then of 2 advisers and 1 clerk. One adviser was absent 12 weeks through illness, and also gave a total of 180-1/2 hours of work during the year to helping out in the departments of Certification and Placement. On the other hand, during July and August, 1928, several high school advisers assisted in the work of this department, and made 71 of the 313 visits totalled. The following is the analysis of visits and interviews:
<table>
<thead>
<tr>
<th>Date</th>
<th>Job Phone Calls</th>
<th>Reports of Violations</th>
<th>Complaints</th>
<th>Sick Accidents</th>
<th>Vocational Information</th>
<th>Legal Information</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>June</td>
<td>229 70</td>
<td>15 1 --</td>
<td>1 2</td>
<td></td>
<td>40 42</td>
<td>46</td>
<td>446</td>
<td></td>
</tr>
<tr>
<td>July</td>
<td>145 51</td>
<td>9 4 --</td>
<td>-- 2</td>
<td></td>
<td>17 27</td>
<td>9</td>
<td>264</td>
<td></td>
</tr>
<tr>
<td>Aug.</td>
<td>86 33</td>
<td>7 1 2 --</td>
<td>--</td>
<td></td>
<td>12 13</td>
<td>11</td>
<td>159</td>
<td></td>
</tr>
<tr>
<td>Sept.</td>
<td>223 44</td>
<td>12 2 --</td>
<td>-- 1</td>
<td></td>
<td>27 31</td>
<td>9</td>
<td>349</td>
<td></td>
</tr>
<tr>
<td>Oct.</td>
<td>258 37†</td>
<td>14 2 2 --</td>
<td>--</td>
<td></td>
<td>18 21</td>
<td>21</td>
<td>373</td>
<td></td>
</tr>
<tr>
<td>Nov.</td>
<td>163 49</td>
<td>11 2 --</td>
<td>--</td>
<td></td>
<td>25 11</td>
<td>34</td>
<td>295</td>
<td></td>
</tr>
<tr>
<td>Dec.</td>
<td>98 21</td>
<td>9 6 --</td>
<td>-- 4</td>
<td></td>
<td>20 11</td>
<td>24</td>
<td>193</td>
<td></td>
</tr>
<tr>
<td>1929</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Jan.</td>
<td>129 26</td>
<td>7 4 --</td>
<td>-- 1</td>
<td></td>
<td>72 18</td>
<td>20</td>
<td>277</td>
<td></td>
</tr>
<tr>
<td>Feb.</td>
<td>130 38</td>
<td>7 1 1 1 1</td>
<td>1 1</td>
<td></td>
<td>38 28</td>
<td>6</td>
<td>251</td>
<td></td>
</tr>
<tr>
<td>March</td>
<td>127 33</td>
<td>7 -- 2</td>
<td>--</td>
<td></td>
<td>38 35</td>
<td>30</td>
<td>272</td>
<td></td>
</tr>
<tr>
<td>April</td>
<td>120 36</td>
<td>4 -- --</td>
<td>--</td>
<td></td>
<td>24 25</td>
<td>25</td>
<td>232</td>
<td></td>
</tr>
<tr>
<td>May</td>
<td>127 22</td>
<td>9 -- --</td>
<td>--</td>
<td></td>
<td>21 16</td>
<td>28</td>
<td>223</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1829 460</td>
<td>111 23</td>
<td>7 2 11</td>
<td>352</td>
<td>276</td>
<td>263</td>
<td>3334</td>
<td></td>
</tr>
</tbody>
</table>
### VISITS MADE BY THE DEPARTMENT OF OCCUPATIONAL INVESTIGATION

<table>
<thead>
<tr>
<th>Date</th>
<th>Investigation of Establishments &amp; Jobs</th>
<th>Investigation of Complaints for Proof of Age</th>
<th>Visits to Schools</th>
<th>Employers' Associations</th>
<th>Employers' Agencies</th>
<th>Other Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>July</td>
<td>14 - 34</td>
<td>--</td>
<td>6</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Aug.</td>
<td>6 - 3</td>
<td>--</td>
<td>11</td>
<td>--</td>
<td>--</td>
<td>2</td>
</tr>
<tr>
<td>Sept.</td>
<td>9</td>
<td>--</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>1</td>
</tr>
<tr>
<td>Oct.</td>
<td>5</td>
<td>--</td>
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<td>--</td>
<td>--</td>
<td>4</td>
</tr>
<tr>
<td>Nov.</td>
<td>9</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>6</td>
</tr>
<tr>
<td>Dec.</td>
<td>29</td>
<td>--</td>
<td>1</td>
<td>--</td>
<td>--</td>
<td>2</td>
</tr>
<tr>
<td>1929</td>
<td>Jan.</td>
<td>12</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>1</td>
</tr>
<tr>
<td>Feb.</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>--</td>
<td>1</td>
</tr>
<tr>
<td>March</td>
<td>6</td>
<td>--</td>
<td>5</td>
<td>2</td>
<td>--</td>
<td>15</td>
</tr>
<tr>
<td>April</td>
<td>3</td>
<td>--</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>May</td>
<td>4</td>
<td>--</td>
<td>2</td>
<td>1</td>
<td>--</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>119 - 71*</td>
<td>1</td>
<td>47</td>
<td>22</td>
<td>2</td>
<td>5</td>
</tr>
</tbody>
</table>

*71 made by High School Advisers
The work of this department reveals a number of interesting side-light on the school and industrial relations of children. One that may be mentioned is the proportion of certificates issued to children attending public schools and private schools. In the earlier years of the Bureau, the number of children certificated from private schools was about 50% of the number certificated from public schools; in 1926-27 the percentage fell to about 33%, and in 1928-29 to about 20%. Another line of information gathered concerns the kinds of industries into which children go, and the reasons for the pronounced changes in types of employment. A comparative list of certain kinds of employment for boys and girls will be presented here; which may afford basis for further comparison with that offered on page 50A.

Much of the change in the kinds of employment open to children is due to the increasing use of machinery. A great deal of work formerly done by hand, by children, is now done by power-machines; and the Illinois law forbids children to be employed in running power-driven machines. An instance of that is a silk factory on the north side of the city, which formerly employed from 200 to 300 girls a year at winding bobbins by hand; this work is now done by machinery; and there is not a single girl under 16 employed in that factory.

Changes in styles affect employment. When women wore their hair long,
air long, the hair-pin industry employed children in packing hair-pins. More importantly, changes in the point of view of employers have lessened the openings for children at work; they now want older and better trained children; the trades even prefer high school graduates. A significant reason for the general decrease in the number of children certificated to work is the reluctance of employers to have their children employees absent from work one day each week, in order to attend continuation schools. It will be interesting to note a few specific figures in this connection, before reviewing the general figures for certification. The contrast in number of children employed in the years 1920 and 1928 may be sharply seen in the following instances:

<table>
<thead>
<tr>
<th>Company</th>
<th>1920</th>
<th>1928</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Chicago Mail Order House</td>
<td>1338</td>
<td>64</td>
</tr>
<tr>
<td>Marshall Fields &amp; Co.</td>
<td>771</td>
<td>179</td>
</tr>
<tr>
<td>Telegraph Companies</td>
<td>1707</td>
<td>899</td>
</tr>
<tr>
<td>The Western Electric Co.</td>
<td>755</td>
<td>44</td>
</tr>
<tr>
<td>R. H. Donnelly Printing Co.</td>
<td>470</td>
<td>44</td>
</tr>
</tbody>
</table>

Facts like these prepare us to note a rather remarkable decrease in the total number of certificates issued, with a corresponding rise in the percentage of children who have completed the 8A grade before getting a certification, which covers twelve years of the Bureau's activity, the number of certificates issued always exceeds the number of children who receive certificates, because many children, leaving an occupation, apply for a second certificate.
<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Cert.</th>
<th>No. of Children receiving Cert.</th>
<th>% of Children from 8A grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>1917-18</td>
<td>24,172</td>
<td>18,976</td>
<td>49.3</td>
</tr>
<tr>
<td>1918-19</td>
<td>36,605</td>
<td>25,160</td>
<td>52.1</td>
</tr>
<tr>
<td>1919-20</td>
<td>42,348</td>
<td>27,806</td>
<td>53.1</td>
</tr>
<tr>
<td>1920-21</td>
<td>29,800</td>
<td>20,468</td>
<td>52.8</td>
</tr>
<tr>
<td>1921-22</td>
<td>15,554</td>
<td>10,387</td>
<td>58.2</td>
</tr>
<tr>
<td>1922-23</td>
<td>19,434</td>
<td>13,685</td>
<td>64.4</td>
</tr>
<tr>
<td>1923-24</td>
<td>19,054</td>
<td>13,556</td>
<td>63.9</td>
</tr>
<tr>
<td>1924-25</td>
<td>11,093</td>
<td>8,275</td>
<td>64.5</td>
</tr>
<tr>
<td>1925-26</td>
<td>10,779</td>
<td>8,310</td>
<td>65.4</td>
</tr>
<tr>
<td>1926-27</td>
<td>9,709</td>
<td>7,583</td>
<td>68.3</td>
</tr>
<tr>
<td>1927-28</td>
<td>7,401</td>
<td>5,859</td>
<td>66.6</td>
</tr>
<tr>
<td>1928-29</td>
<td>7,721</td>
<td>6,083</td>
<td>68.7</td>
</tr>
</tbody>
</table>

There is some difficulty in comparing the kinds of occupations which children take up, from one year to another, because of changes in the method of classification. The following table gives some information for the years 1927-28 and 1928-29. Those two years show comparatively little change in the number of boys and girls entering the occupations listed. The ages of the children are between 14 and 16.

**1927-28**

<table>
<thead>
<tr>
<th></th>
<th>Boys</th>
<th>Girls</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture and Forestry</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Manufacture &amp; Mechanical</td>
<td>359</td>
<td>712</td>
<td>1071</td>
</tr>
<tr>
<td>Transportation (Messengers, etc)</td>
<td>670</td>
<td>11</td>
<td>681</td>
</tr>
<tr>
<td>Trade</td>
<td>136</td>
<td>127</td>
<td>263</td>
</tr>
<tr>
<td>Professional service</td>
<td>6</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Clerical</td>
<td>1043</td>
<td>368</td>
<td>1401</td>
</tr>
<tr>
<td>Personal &amp; Domestic</td>
<td>90</td>
<td>421</td>
<td>511</td>
</tr>
<tr>
<td>Trade School (Apprentices)</td>
<td>6</td>
<td>1</td>
<td>7</td>
</tr>
</tbody>
</table>

Totals: 2312 1633 3945
Whilst an exact comparison at every point between these years and earlier years is not possible, some notable differences in the kinds of work that children take up stand out clearly enough. Put in the way of percentages, the following tables illustrate these differences, for boys and for girls:

### Boys

<table>
<thead>
<tr>
<th></th>
<th>1923-24</th>
<th>1927-28</th>
<th>1928-29</th>
</tr>
</thead>
<tbody>
<tr>
<td>Messengers</td>
<td>49.5</td>
<td>28.9</td>
<td>35.5</td>
</tr>
<tr>
<td>Clerical</td>
<td>18.2</td>
<td>45.1</td>
<td>40</td>
</tr>
<tr>
<td>Trade</td>
<td>4.6</td>
<td>5.9</td>
<td>6</td>
</tr>
</tbody>
</table>

### Girls

<table>
<thead>
<tr>
<th></th>
<th>1923-24</th>
<th>1927-28</th>
<th>1928-29</th>
</tr>
</thead>
<tbody>
<tr>
<td>Factory work</td>
<td>45.1</td>
<td>43.6</td>
<td>40</td>
</tr>
<tr>
<td>Clerical</td>
<td>23.3</td>
<td>22</td>
<td>25.9</td>
</tr>
<tr>
<td>Domestic service</td>
<td>15.8</td>
<td>25.8</td>
<td>24.6</td>
</tr>
<tr>
<td>Trade</td>
<td>7</td>
<td>7.7</td>
<td>8.6</td>
</tr>
</tbody>
</table>

In the course of four years, the boys took to messenger work much less, and to clerical work much more; with a slight
tendency to revert to the old preferences in the fifth year. The percentages of girls going into factory work and clerical work remained nearly the same; the only pronounced change for girls being an increase in those taking up domestic service. For both boys and girls, the percentages entering into the trades made an almost imperceptible growth.

Medical Examinations.

With the striking decrease in the number of children applying for legal certification in order to leave school for work, naturally the number of medical examinations has also decreased. But, in five years, the number of medical examinations per child has more than doubled, as shown by these comparative figures:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total No. of Examinations</th>
<th>Total No. of Children</th>
<th>No. per child</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-24</td>
<td>26,946</td>
<td>15,317</td>
<td>1.75</td>
</tr>
<tr>
<td>1928-29</td>
<td>16,106</td>
<td>5,554</td>
<td>3</td>
</tr>
</tbody>
</table>

Many of the children refused certificates on the grounds of physical unfitness come back for re-examination when they have had the physical defects corrected. But there has been a decided decrease in the percentage of corrected defects. The following table presents the figures for three years, in the five-year period from 1923-24 to 1928-29:

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Children examined</th>
<th>Number rejected</th>
<th>%</th>
<th>No.of Children correct.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1923-24</td>
<td>15,317</td>
<td>4,511</td>
<td>29.4</td>
<td>3382</td>
<td>75</td>
</tr>
<tr>
<td>1925-26</td>
<td>8,716</td>
<td>3,697</td>
<td>42.4</td>
<td>2303</td>
<td>62.3</td>
</tr>
<tr>
<td>1928-29</td>
<td>5,554</td>
<td>1,598</td>
<td>32.4</td>
<td>748</td>
<td>47</td>
</tr>
</tbody>
</table>
The Publicity Department.

Since the Publicity Department is the outlet for studies made by the whole Bureau, the conditions affecting the work of the Bureau will be strongly reflected in that department. Hence it is not astonishing to find that the number of pamphlets issued by the department fell off from 189,933 in 1923-24 to 147,417 in 1926-27. Further explanation of that fact is found in the improved technique of the pamphlets issued later. There was some inevitable overlapping of the pamphlets in the earlier studies, many of which have been revised, and in some cases combined with others.

Abundant testimony can be had, from interested persons outside Chicago, that the published work of the Chicago Bureau ranks with the best in the country, and that it surpasses most other similar organizations both in the quantity and the quality of its vocational studies. Requests from many parts of the United States constantly bear witness to the wide demand for the Chicago pamphlets and other material.
COST OF OPERATION

Total Cost Hard to Estimate.

It is practically impossible to estimate the total cost of operating the Vocational Guidance Bureau of Chicago. Many items of expenditure, such as office-rental, lighting, heating, janitor service, are included in the expenses of the central Education Building and of the various schools in which the advisers carry on their work. Moreover, the advisers in high schools and junior high schools have varying amounts of clerical help given them in their work, the expense of which is cared for in the general accounts of the schools. Hence, the estimates given cover only the main items of salaries and some smaller items for telephones, carfare, printing, supplies, and the like. The obvious fact is that the work of vocational guidance is interwoven with the broad activities of the whole school system, and no estimate of it, either in the matter of expenses or in other matters, can be sharply cut off from consideration of the general work of education in the Chicago Public Schools. In this connection, it must also be emphatically remembered that an enormous part of the work of vocational and educational guidance is done by the teachers in elementary schools, junior high schools, and senior high schools, who make the first contacts with children in need of such guidance; and that a great deal of this work by the teachers is done, not in school time, but after or before it, on the teachers' own time.
Salaries.

By far the largest single expense which can be listed separately for the Vocational Guidance Bureau is that involved in salaries. The Bureau engages the full-time services of fifty-one persons, who are listed as follows:

<table>
<thead>
<tr>
<th>Position</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>1</td>
</tr>
<tr>
<td>Secretary to Director</td>
<td>1</td>
</tr>
<tr>
<td>Advisers (Central Office)</td>
<td>8</td>
</tr>
<tr>
<td>&quot; (Junior H. School)</td>
<td>10</td>
</tr>
<tr>
<td>&quot; (Senior H. School)</td>
<td>13</td>
</tr>
<tr>
<td>Stenographers</td>
<td>4</td>
</tr>
<tr>
<td>Clerks</td>
<td>10</td>
</tr>
<tr>
<td>Physicians</td>
<td>2</td>
</tr>
<tr>
<td>Messengers</td>
<td>2</td>
</tr>
</tbody>
</table>

The Director receives a salary of $5,600 a year. The salary of advisers varies from $1,800 a year for the first year of the lower group of advisers to $3,300 a year for the fifth year of the upper group; in this following the general scheme of graduated salaries for the entire public school system of the city. The remainder of the staff are under civil service regulations, and receive salaries varying from $1,500 a year to $3,080 a year.

Summary of Separate Expenditures.

For the year 1928-29, the expenditures for the Vocational Guidance Bureau which can be tabulated as separate expenditures made up a total of $137,645.50. Of this, 64.9% went for salaries of the Director, secretary, and advisers; 29.6% for salaries of civil service employees; and 5.5% for telephone service, carfare, printing, supplies, and miscellaneous expenses. These ex-
Expenditures are summarized in the following table:

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advisers' Salaries</td>
<td>$89,386.99</td>
</tr>
<tr>
<td>Civil Service Salaries</td>
<td>40,780.53</td>
</tr>
<tr>
<td>Communication and</td>
<td></td>
</tr>
<tr>
<td>Transportation</td>
<td>2,800.91</td>
</tr>
<tr>
<td>Printing</td>
<td>3,017.56</td>
</tr>
<tr>
<td>Supplies</td>
<td>1,944.51</td>
</tr>
<tr>
<td>Special, Miscellaneous</td>
<td>715.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$137,645.50</strong></td>
</tr>
</tbody>
</table>
CONCLUSION

This Study a Survey, not a Criticism.

The purpose of this study has been limited to that of presenting a general view of vocational guidance as carried on in the Chicago Public Schools. It is a summary survey, and no more. It does not aim at offering any estimate of the value of the work done, and has tried to keep clear even of casual expressions which might seem to imply such an estimate. But as a close to the study, it has been thought advisable to sum up the general character of the work of vocational guidance in Chicago.

Vocational Guidance in Chicago a Growth.

The history of vocational guidance in Chicago, as briefly outlined above, fairly well parallels the development of the work throughout the United States. It began as an enterprise of private organizations. It began with the comparatively simple idea of helping children to get placed in employment when they had left school. It was an attempt to supplyment the vocational guidance which children ordinarily get from their parents. After the work had made some progress, it was taken over by the Chicago Board of Education. The work grew in volume; more people were engaged in it; more money was spent upon it. But it continued, for some five years, along the lines upon which it had been begun by the private organizations.

From 1921 to the present time, two very important changes
can be observed in the character of the work in Chicago. These are: a) It became more exactly organized, put upon a more scientific basis. Advisers began more thoroughly to study both the child and the child's opportunities, and to amass data which would make that study more fruitful. b) It became more educational; less concerned with the immediate job for the child who wanted to leave school for work, and more concerned with the future economic possibilities for the child, and with the training which would equip him to realize those possibilities. The far-sighted view of the New York report, which discouraged mere placement of children in employment was not lost sight of. These two significant changes have profoundly affected the entire procedure of vocational guidance in Chicago.

Meeting the Dangers of Vocational Guidance.

The very fact that the work moved away from the simple idea of placement in employment, and became educational, brought dangers with it. All work of an educational sort is delicate, and demands constant balancing to keep it in proper motion. Roughly, it may be said that the balance consists in avoiding the two extremes, of doing too little for the child, and of doing too much. In the practical business of vocational and educational guidance, enough must be done for the child to save him from the inevitable blunders to be wrought by his own impatience and ignorance; but not so much must be done for him as to destroy his initiative, his self-reliance, his fortitude. A danger for vocational guidance lies rather in the latter than in
the former direction. The Chicago Vocational Guidance Bureau has had experience of that. For instance, in the case of handicapped children who have been placed in employment through the efforts of the Bureau, it has been found that too close a follow-up on these children has made them discontented, restless, querulous, over-dependent on the Bureau, constantly eager to change employment. When concern about them has been intelligently lessened, these same children continued in their employments with more contentment, with less interruptions.

Then there is the danger of doctrinalism, of wild experimentation, of being caught by momentary fads in educational theory. There is also the danger, always present in highly organized work, of becoming inhuman, of not being able to see the wood for the trees, of making the machinery of investigation more important than the purpose of investigation, of making the case-record more important than the child. Not by way of critical estimate, but as a mere statement of fact, it must be said that the Chicago Vocational Bureau is aware of these dangers, and is watching them with clear heads and practical intelligence.
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FOR CHICAGO.


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Illinois Laws which Protect Boys and Girls at Work, by Anne S. Davis, Vocational Guidance Bureau, Chicago, Illinois.

The following is a list of publications of the Chicago Vocational Guidance Bureau up to the year 1929. Those marked (#) are out of print. The Bulletins, Occupation Studies, and Trade Bulletins are intended for Advisers and Teachers; the others are intended to be put in the hands of pupils.

BULLETINS (four pages each):

Accounting
Advertising
Architecture
Banking
Business Executive
Chemistry
Civil Service
Contracting #
Dentistry

Domestic Science
Drafting
Employment and Personnel
Engineering
Farming
Foreign Commercial Service
Industrial Art
Journalism
Law

Library Service
Medicine
Nursing
Pharmacy
Stenography
Salesmanship
Social Service
Teaching

OCCUPATION STUDIES:

Merchant Tailoring#
Electrical Installation
Artificial Flowers #
Photography
Office Positions: Girls
Occupational Statistics
Physical Education
Nursing & Nursing Education
Mechanical Dentistry
Electrical Manufacturing

Home Economics: Food Preparation
Beauty Culture
Clinical Pathological Laboratories
The U. S. Forest Service
Clerical Positions: Boys
Advertising: a Profession
Wholesale Dressmaking
Aviation
Interior Decorating
TRADE BULLETINS:
The Beauty Culturist
The Pressman
The Bookbinder
The Compositor
The Photo-Engraver
The Stereotyper & Electrotyper

The Lithographer
The Auto Mechanic
Machine Shop Workers
Foundry Workers

LEAFLETS:
The Chicago Police
The Chicago Post Office
Office Work for Boys
Opportunities in Window Display
Show-Card Writing
Earning Your Way Through College

COURSE BOOKS and other material for 6A, 8A, and 9A groups:
Futures
Junior High School
Good School Citizen Lessons
Teacher's Sheet for use with Lessons
Laws that Protect Working Children
Digest Sheets of School Attendance and Child Labor Laws
Letters to Parents from the Superintendent of Schools
Application for High School Entrance

TRAINING AFTER HIGH SCHOOL:
High School Plus
You and College Training

MISCELLANEOUS:
Organization Folder: Vocational Guidance Bureau
Some of the More Recent Books Dealing with Vocations
A Change for Every Child.
The thesis "The Development and Present Status of Vocational Guidance in Chicago," written by Catherine Agnes Ryan, has been accepted by the Graduate School of Loyola University with reference to form, and by the readers whose names appear below with reference to content. It is, therefore, accepted as a partial fulfilment of the requirements of the degree conferred.

Austin G. Schmidt, S. J. May, 1930
Dr. William H. Johnson May, 1930