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IOWA PLAN

YOUTH SERVICE PROGRAM

Iowa Employment Security Commission  
Des Moines, Iowa  
September, 1964

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## Proposed Plans for Expansion of Youth Services in Iowa

### I. Introduction

In order to meet the growing employment adjustment needs of Iowa youth, it is proposed that a Youth Center, as part of the Employment Service system, be established in Des Moines, Iowa with additional staff assigned to local offices in Dubuque, Cedar Rapids, Sioux City, Burlington, Ames, Ottumwa, Fort Dodge and Waterloo. In order to carry out this proposed plan, it will be necessary to add 25 professional staff positions (to the state program) with supporting clerical positions to be devoted to youth services. For the current fiscal year, this will amount to 40,000 man hours.

The Center will provide a focal point for all governmental and community efforts to aid youth under 22 and particularly disadvantaged youth to take their self-sustaining position in society. Its objective will be concerned with more than a mere matching of jobs. The Youth Center and increased youth services in the local offices will be concerned with employability, as well as job placement of youth.

The Youth Center will provide young people with one clearly designated place to go for highly personalized service relating to vocational development. The expanded youth services will include:

1. Exploratory interview
2. Employment counseling
3. Testing
4. Provision for occupational and labor market information
5. Referral to training facilities
6. Referral to other community services
7. Group guidance
8. Referral to placement on part-time, stop gap and regular jobs
9. Follow-up to assure satisfactory job adjustment

The primary emphasis of the increased youth services in Iowa will be to provide youth with help in preparing for, as well as entering, a suitable job.

### II. Identification of Youth Needs - Des Moines

In preparation for the establishment of a Youth Center in Des Moines, Iowa, a complete characteristic study of youth applicants was conducted. A study was done to determine the existing and potential employment opportunities for youth in the community; particularly, distinguishing the difference between high school graduates and drop-outs. The study also included other groups, such as rural youth, young men not meeting the requirements of induction into the armed services, and boys released from the State Training School at Eldora.

Employment opportunities for girls in clerical work are very good. Immediately after high school graduation time in the spring, there is a temporary surplus of inexperienced female clerical workers; but, by September, this ordinarily has been mostly absorbed, and a definite shortage almost always appears several months before the next class has graduated.

The main obstacle that some girls find in obtaining employment is their lack of adequate training in high school, particularly in typing and shorthand. These are the girls who have taken only academic subjects or have taken some typing or typing and shorthand, but not enough to make them really proficient. It seems likely that most of the girls who lack sufficient training for clerical jobs would be able to find employment in factory, service, or sales work if they were willing to accept these types of work. It is, however, many times, just this group of girls who are not willing to accept factory or service work, since they have taken academic courses in high school. Possibly with some high school graduates, it would appear that additional business courses, such as typing, shorthand, or key-punch operating would be helpful in order to obtain employment.

For boys, the opportunities for employment in the Des Moines area are not so good as they are for girls, mainly because of the lack of sufficient manufacturing industry in Des Moines to balance the large amount of insurance, wholesale trade, and government, which provides job opportunities for the girls. It should be noted that during the past few years, business in general has been very good, even though manufacturing employment has not been increasing to any great extent. This good general tone of business, partly by facilitating outmigration of many of the young men entering the labor market, has prevented any serious surplus of reasonably well-qualified male youth from developing. Over the long run, which can be expected to include periods of lesser prosperity than the present, the problem of finding jobs for the increasing numbers of young men entering the labor market will become more serious than it is now unless more manufacturing firms decide to locate plants in Des Moines or existing manufacturing facilities expand considerably.

Service and repair work in general, including the repair of home appliances, office machine servicing, automobile and truck engine and body repair, heating and air-conditioning installation and repair, is a field that is growing much faster than factory production work. But, many young men are already entering this field each year; and the excess of demand over supply in these lines of work is not, except for short periods of time, as great as it is sometimes thought to be. Even so, this general area seems to be one of the more fruitful possibilities, both for new job opportunities and for training, especially since traditional vocational training for boys in high school has neglected this area in favor of metal working and wood working, which are oriented more toward employment in production industries. A considerable number of young men can find jobs each year as service station attendants, especially if they have some training in light motor tune-up work. As preparation for this work, probably the best method would be some type of on-the-job training.

#### High School Dropouts

For the youth who have not graduated from high school, both boys and girls, job opportunities are much fewer than for the high school graduates. Granting the desirability of an increasingly higher educational level as our technology becomes more complex, it seems rather certain that many employers have placed the requirement of a high school diploma on many jobs that actually do not require it from a performance standpoint. But, employers are using this requirement as a selection tool with the feeling that, on the average, the high school graduate will be more likely to have the aptitude, industry and stability needed for that job. Both for

the benefit of the individual dropout and for the economy as a whole, it would be well if some of these restrictions could be relaxed somewhat. Whether or not this is possible, is of course doubtful. Many members of the high school dropout group can benefit greatly from training programs; but it has been noted that even after they have completed a training program preparing them adequately for specific jobs, the requirement of a high school diploma still stands in the way of their obtaining employment.

### Rural Youth

In general, youth with rural backgrounds do not seem to be disadvantaged in any great degree as compared to those from Des Moines or other urban areas. Manufacturing in Des Moines is strongly slanted toward the making of farm equipment, and many of these employers prefer the young man who has worked with farm machinery. Some employers of female clerical workers have expressed a preference for girls from farms and small towns. The most significant disadvantage that rural youth, of either sex, have in competing for jobs is related to the amount, type, and quality of their vocational training. Rural youth that have attended schools in the smaller towns are not as likely to have had as much or as well directed vocational education as those from urban areas. The boys from rural areas are more likely to have had only a general academic course, perhaps supplemented by vocational agriculture and wood shop. The girls from the small towns are more likely to have taken the general academic course, even though they had no intention of attending college, with their vocational training limited to home economics.

Boys from the rural areas appear to be more at a disadvantage than the girls in competing with urban youth for jobs, for this reason: vocational training, when given to girls in the rural areas is usually the same in type, if not in extent and thoroughness, as that given in the larger cities; that is, it consists of training in the clerical skills. The fact that it is this type of training means that it is more realistically geared to job opportunities in the city than much of the vocational training given in rural areas to the boys. In their case, vocational training is more likely to be limited to the traditional work shop and agriculture, failing to include the more sophisticated courses, such as those given at Des Moines Technical High School. It is the latter type of training that would better prepare them for jobs that exist in the city. The recent and continuing reorganization of school districts in the rural areas into larger units will undoubtedly improve the quality of vocational education, increase its amount, and make it better fitted to the demands of the urban labor markets. This will affect the vocational training of both the boys and the girls, but probably that of the boys to a greater degree.

Social adjustment from a rural to an urban environment sometimes presents problems to the rural youth. The boys, especially, are handicapped by lack of knowledge of the range of jobs available in the city. When asked what type of job they are looking for they will typically mention that of auto mechanic, for example, in a number of cases, all out of proportion to the importance that this job represents in the total urban labor market, for the reason that, except for farming and other self employment, that such jobs were the only ones familiar to them in their home towns.

#### Problems of the In-Migrant Youth

There are certain problems encountered by the youth migrating in from another area, whether it be rural or urban, that the native Des Moines youth does not have to face. In the apprenticeable occupations, it is more difficult for the youth from another area to make the necessary contacts and undergo the waiting necessary for acceptance to an apprenticeship program than it is for the Des Moines youth. And with any type of job, it is usually necessary for the out-of-town youth to find employment with a minimum of delay, while the Des Moines youth is usually able to live at home while he makes a more thorough canvass of the job market, finds out what jobs are available and what job he wants to accept. The "distributive education" and "co-op" programs in the Des Moines high schools also give many Des Moines students valuable experience and in many cases an entry into a permanent job.

#### Other Special Groups

For the young men not meeting the requirements of induction into the armed services, potential job opportunities can be found in the service occupations, particularly at the restaurants and hotels, and in routine factory work. If they will accept these jobs without resentment, and attempt to establish good work records, most can probably be permanently employed, although at a relatively low wage. Job placement of the members of this group will require more time and effort than with other applicants.

The boys that have been released from the State training school for boys at Eldora will, on the average, be able to perform at a much higher level than those in the above group, but, with few exceptions, will require much more skill, personal involvement, and job development effort on the part of counselors, the youth specialist, and others attempting to help them make a satisfactory job adjustment, than will be average youth. Many of them have problems of a psychological nature, that need to be solved before much progress can be made in job placement, or even in employment counseling. Many have had vocational training that many high school graduates lack, but even in this respect many problems appear. Some have started on a course that requires longer for completion than their required stay in the institution, and they will not have completed it at the time of their release. Some have completed useful training courses, but are under the minimum age for legal employment at the jobs for which they were trained.

REASONS WHY THE YOUTH FEEL THEY ARE HAVING DIFFICULTY IN FINDING  
EMPLOYMENT IN DES MOINES

At first, there is a tendency for the youth to blame the Employment Service for not finding him or her a job. Later, after they have explored the labor market more thoroughly, most come to realize that it is their lack of training for a specific job, that is the most important cause of their difficulty. For the high school dropout, this may take the form of realizing that he should have finished high school. In the case of the high school graduate, the girls will realize that they should have had more training in the clerical skills if they were to get an office job in Des Moines, and the boys will realize they should have had more technical training. They may then come to blame their high school for not offering or for not urging them to take vocational training rather than the general academic course they did have. In a considerable number of cases, with the boys especially, it is only after counseling that they come to realize what type of training they should have had or should try to get in the future.

It is quite rare for unemployed youth to make the remark, somewhat frequently heard among frustrated adult job seekers, that Des Moines is a city with limited job opportunities for the working man, or words to that effect, and that they could do better elsewhere. Apparently, it is only the older worker who feels that he has gained enough knowledge of job markets to draw such a conclusion.

SURVEY OF APPLICANT UNDER 22 FOR SPECIAL STUDY

The special study of youth characteristics for applicants under 22 years old consisted of 5,484 youngsters that were served by the Des Moines local office during the past year. Forty-six percent of the total were male applicants, and 54 percent were female. Forty-seven or 1.8 percent of the youth group were young men from the Eldora Training School for Boys. Six tenths percent or 14 applicants were selective service rejectees. Rural youth coming into the city from towns with population of under 2,500 consisted of 31 percent or 1,687 youth applicants. There were 329 or 6 percent of the total group that were under age 18 (excluding summer applicants). Educational attainment was determined that 64 percent had a high school education and 12 percent had some college. Twenty-four percent or 1,316 of the group had less than a high school diploma. The local office was successful in placing 2,440 of the total group or 44 percent. Sixty-three percent or 3,449 of the total group had vocational courses in high school with a minimum length of one year. Broken down further, it was found that 50 percent of the boys and 73 percent of the girls had vocational courses of some nature. Four hundred and seventy-seven of the group or 9 percent had vocational training courses other than high school for a minimum of one year. Of this group 5 percent were female and 13 percent were male.

### Interest Shown by the Community for Self-Improvement

The Des Moines community is presently conducting a "Stay in School" campaign sponsored by the local chapter of the Junior Chamber of Commerce. This project consists of Jaycee members visiting school dropouts in an effort to encourage students to return to school this fall, as well as to instill in the young person the value of an education. To date, in its early stages, the Jaycees have succeeded in encouraging five students to return to school. The Employment Service is a part of the program.

The All-City Student Council group consisting entirely of youngsters, has for the last two years sponsored a summer Y.E.S. program. The Employment Service has coordinated the program with the students and community. The efforts of this youth group have resulted in employment for 424 young people last year. This year's program is still in operation and plans are being drawn up by the youth group to continue the program next year.

The local communities participation in a special youth demonstration MDTA-OMAT project to train 200 school dropouts is presently in operation in Des Moines. This project further reflects the interest of the community in the youth employment problems. This project is being conducted by the Council of Social Agencies, Education and the Employment Service with an Advisory Board consisting of members from business, labor and community groups.

### III. Inventory of State Agency's Present Youth Facilities and Services

Percentage of youth activities for workers under 22 is based on ES-209 for fiscal 1964.

#### Des Moines (no separate organizational unit or office)

It is estimated that 7 positions of the total 59 members on the regular Employment Service staff provide services to youth. No service is provided direct to community centers. One counselor provides counseling service in five schools as part of the regular "school program". Rural area youth are provided services in the local office only. No staff is stationed outside the office. 15.23 percent of youth applicants received counseling and 45.42 percent were placed in employment.

#### Dubuque (no separate organizational unit or office)

Approximately 3 positions on the staff of 18 provide regular services to youth. No service is provided to community centers. One counselor provides service in 2 schools as part of the regular "school program". Rural area youth are provided services in the local office. No staff member is assigned to out stations. 8.91 percent of youth applicants received counseling and 65.92 percent were placed in employment.

Cedar Rapids (no separate organizational unit or office)

Approximately 1.33 positions on the staff of 22, provide regular in-office youth services to youth. No service is provided to community centers. One manager provides group Employment Service orientation to 5 schools in the area. Rural youth are provided services in the local office. No staff member is assigned to out stations. 10.27 percent of youth applicants received counseling and 45.13 percent were placed in employment.

Sioux City (no separate organizational unit or office)

Approximately 2 positions on the staff of 27 provide regular in-office services to youth. No service is provided to community centers. One counselor provides service in 5 schools as a part of the "school program". Rural youth are serviced in the local office. No staff member is assigned to out stations. 10.42 percent of youth applicants received counseling and 61.85 percent were placed in employment.

Burlington (no separate organizational unit or office)

Approximately 2 positions provide regular services to youth on the staff of 10. No services are provided to community centers. The local office does not have a counselor at present. Rural youth are serviced in the office. No person is assigned to out stations. The manager provides Employment Service orientation to 2 local schools. 10.89 percent of youth applicants received counseling and 32.94 percent were placed in employment.

Ames (no separate organizational unit or office)

About 1 position provides regular services to youth in the office with a staff of 5. The office does not provide services to schools or community centers. Rural youth are served in the local office. 1.99 percent of youth applicants received counseling and 44.30 percent were placed in employment.

Ottumwa (no separate organizational unit or office)

Two positions of 9 positions provide regular services to youth entirely in the local office. Employment Service orientation is provided in 2 local schools by an Employment Service counselor. Rural youth are served in the local office. No services are provided to community centers. 9.89 percent of youth applicants received counseling and 28.21 percent were placed in employment.

Fort Dodge (no separate organizational unit or office)

Two positions of the Employment Service 11 member staff provide regular Employment Service services to youth. A local office counselor provides services in the "school program" with 4 local schools. Rural youth are served in the local office. No staff person is assigned outside the local office. 20.29 percent of youth applicants received counseling and 39.35 percent were placed in employment.



Waterloo (no separate organizational unit or office)

Approximately 2 positions provide service to youth of a staff of 22 in the office. No service is provided to community centers. One counselor provides service in 2 local high schools as part of the ES "school program". No staff is assigned outside the local office. 24.37 percent of youth applicants received counseling and 55.18 percent were placed in employment.

IV. Expansion of Services, Facilities and Resources

Des Moines Community

Forty-five home office insurance companies and over one hundred branch offices and agencies employ about 7,500 people in Des Moines. Over a thousand different products are manufactured in Des Moines. The important products are cosmetics, chemicals, medicines, wearing apparel, tools, machinery, automobile accessories, tires, food products and agricultural equipment. Over 10,000 people are directly dependent upon printing and publishing; 4,100 are employed in this business. Des Moines is the home of a number of publications with national circulation. Des Moines has 8 settlement houses which include Bidwell-Riverside Center which serves c.t. (Census Tract -- refer to accompanying map) 42, 43 and 44; Bidwell-Riverside Extension c.t. 38; Jewish Community Center c.t. 12; Roadside Settlement c.t. 36; Salvation Army Central Corps c.t. 24, 25; Salvation Army East Corps c.t. 1, 2, 18, 19 and 21; Salvation Army Penn Avenue Corps c.t. 22 and 23; and Willke House c.t. 26 and 27. All agencies have had various moves during the years, as well as changes in the program emphasis, in order to maintain program and services, and to meet the needs of their respective neighborhood.

Des Moines Schools

1. Determination of adequacy of occupational training through public educational facilities in the area.
  - a. The central location of facilities in this area is at Des Moines Technical High School.
  - b. All training is available at night, with the exception of one class in machine operating, metal, held during the day.
  - c. Occupations in which the schools are now prepared to offer training are: Machine-Tool Operators (various); Tool and Die-Making; Auto Mechanics; Auto Body Repairman; Aviation Mechanics; Welding; Sheet-Metal Work; Diesel Mechanic; Typing, Shorthand, Bookkeeping, and General Clerical Skills; Practical Nursing; and Data Processing. The above courses are offered under adult education.
  - d. There are no immediate plans for expansion of existing training facilities; however, two classes in Television Repair have been added during evening hours to accommodate MDTA trainees. In addition, starting September 8, classes will be added, using existing facilities, to train 100 high school dropouts in a Youth Demonstration Project. Classes will be in the following areas: Machine Operating, Auto Body Repairman, Appliance Repairman; Service-Station Mechanic, Office Reproduction Specialist,

Sales Clerk-Stock Clerk, and Mail Clerk-Packer. These classes will also be during evening hours. The local Vocational Education Director mentioned that another class of 24 Machine Operators could be added to present classes within existing facilities.

- e. The Vocational Education Director estimates that even 100 additional youth added to present facilities would be practically extending such facilities beyond capacity, if added to classes mentioned in section d. He believes that beyond this point another building would be needed.

#### Educational Problems

Addresses of 1961 Des Moines school dropouts were charted. Total number of school dropouts was 563, of which 451 were high school students. East High School and Des Moines Tech had the largest number of dropouts which numbered 327. 56.5 percent of the school dropouts came from residences in settlement house areas. The greatest number of dropouts came from the Salvation Army East Community Center, c.t. 1, 2, 18, 19 and 21. The largest number of school dropouts outside of the settlement house area total 47 from Highland Park area to East of E. 14th c.t. 4, 5, 6, 15 and 16.

#### Educational Attainment

The city median school grade is 12.1 years. The census tracts in which the median were completed was 8th or 9th grade includes 17, 20, 22, 23, 24, 25, 36, 38 and 42.

#### Juvenile Delinquency and Dependency

The general pattern of referrals from police department Juvenile Bureau to the Juvenile Court has not changed appreciably. The only aspects involved slight increases in the referrals from the Central Northern section of Des Moines (Highland Park area) and from the recent Central-Southern area (new addition in the Fort Des Moines area). The largest number of referrals was made from c.t. 35.

#### Commitments to Training Schools

The largest number of youth committed to state training schools came from c.t. 35. The total number of youngsters committed to the training schools represents .6 percent of the city population ages 10 through 17, which represents 172 cases in 1960.

#### Polk County Juvenile Court Cases, 1963

Polk County Juvenile Court, during 1963, made disposition of 2,041 cases. Census Tract 1 disposed of the largest number of juvenile court cases. The most common reason for referral of dependent cases is lack of support; delinquent cases, theft. It is noted that each of the six problem areas has a significant number of school dropouts and that delinquent problem areas are located in areas where the 1960 residential property tax value is under \$2,600, which is the lowest in the city.

### Des Moines Employment

Unemployment rates for youth are gradually increasing in Des Moines but are not yet equal to the National average. Monthly trends in Des Moines youth unemployment indicate February to be the month of highest unemployment, September the lowest. There is a natural increase in unemployment during June when students enter the labor market for summer employment.

There is a close correlation between low income and social problems, but high unemployment is not necessarily correlated to low income. There is no correlation between working wives or mothers and juvenile delinquency health or employment. The following illustrates the number of youth applicants registered for employment in the active files of the Des Moines local office in May and November of 1961 - 1964.

May 1961 - 1,647	May 1962 - 2,386	May 1963 - 1,476
Nov. 1961 - 728	Nov. 1962 - 1,012	Nov. 1963 - 1,130
	May 1964 - 1,773	

### Family Income

The median family income for the city, according to the 1960 census, was \$6,436. The lowest median income was in the c.t. 26 and 34. The highest income of \$12,303 is in c.t. 32.

### Polk County Welfare Programs

Currently, Polk County Welfare Department is administering 5 welfare programs-- General Relief and the categorical programs of Aid to Dependent Children, Old Age Assistance, Aid to Disabled and Aid to the Blind.

### Other Social Activities

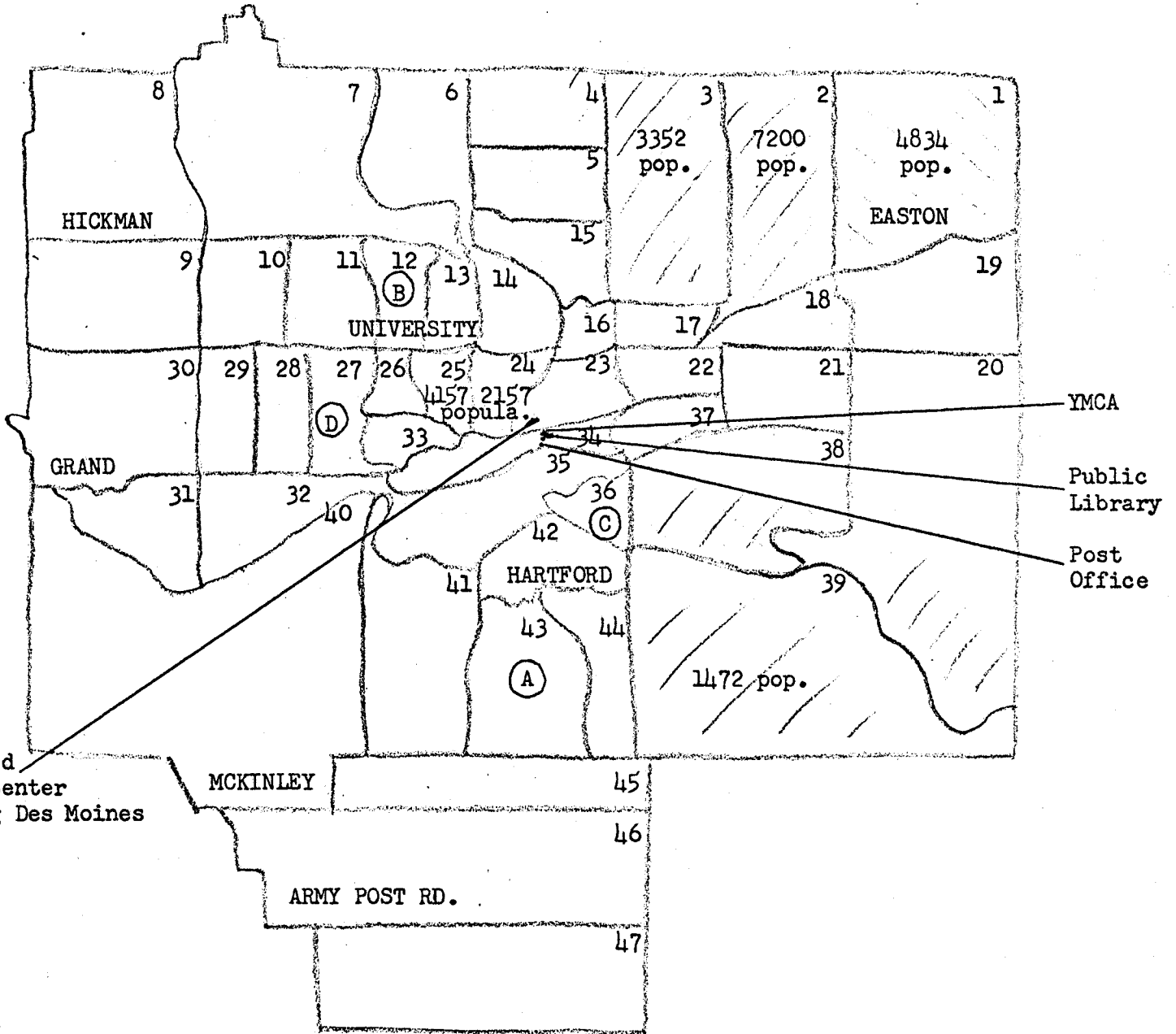
Other community social agencies include Family Service-Travelers Aid, Catholic Charities, Iowa Lutheran Welfare Society, Iowa Children's Home Society, Des Moines Health Center, Jewish Social Service, Goodwill Industries, City-County Health Department, Public Health Nursing Association, Broadlawn Polk County Hospital, Des Moines Child Guidance Center, Child Care Service and Des Moines Hearing and Speech Center. However, these represent only a portion of the agencies and do indicate the coverage of both casework and health service.

### Recreation and Informal Education Opportunities

An education program of the Adult Education Department, Des Moines Public Schools, is open to out-of-school persons 16 years of age and older. There are six adult school centers, five of which provide evening classes and one daytime class. In addition, there are single classes conducted in various locations in the city. The program includes 11 areas of instruction and ranges from Trade and Industrial Training, Music, Art and Drama, Languages, Home and Family Living, School of Practical Nursing, Language Arts, Business and Distributive Education and General Interest.

Two central associations - YWCA and YMCA - offer recreational, social and educational and inspirational activities.

Des Moines, Iowa



Concentration of Disadvantaged Youth

Greatest Number of Juvenile Court Cases

SETTLEMENT HOUSES AND NEIGHBORHOOD COMMUNITY CENTERS

- (A) Bidwell-Riverside
- (B) Jewish Community Center
- (C) Roadside Settlement
- (D) Wilkie House

## Cedar Rapids

The needs of youth in this community are ever-expanding, as is employment and the population. The Cedar Rapids Community School District enrolled just under 1,000 additional students this year. Two new junior high schools and one elementary school is being built for occupancy next year. An addition is being built to one senior high school and ten portable classrooms have been placed in use at the other senior high school. Plans are being developed to build a third senior high school as soon as bonding capacity permits. In addition, a new Vocational-Technical Post-High School Education program has been started July 1 this year by the public school system. The schools also provide evening courses and a summer program of some magnitude.

A research project of the 1962 graduating class of the public schools is nearing completion. This shows 48.5% entered 4-year colleges or universities, 15% went on to additional technical or on-the-job training, 1.8% entered junior college, and 7% entered military service.

The survey also revealed 40% of the graduates remained in the Cedar Rapids area the first year after graduation. The decline thereafter is not available now, but it is estimated to be considerable. This can be interpreted to mean that the first year after graduation these youth need services, and, apparently after one year of unsatisfactory results, they look elsewhere.

The Juvenile Parole Office in Linn County has a continuing number of cases. About two-thirds are not in school, but are employed or looking for jobs. Basically, these parolees are between the ages of 16 and 20 and are normally high school dropouts. Many of them are equipped with beginning skills when they leave the institutions, but they need further training before these skills are marketable, as their training has not fully developed to the level of skill needed for regular employment.

Presently, as examples, there is one parolee, age 17, who has 450 to 500 hours of printing training, but union requirements and age in relation to insurance provide barriers, as well as the fact he should have additional training for employability. Another 17 year old has 450 to 500 hours training in body-and-fender repair, but needs a continuing training employment program.

Many of the youth parolees need an opportunity to begin where they can continue training and develop their skills. Another need is for these youngsters to develop good work habits before, or during, the development of their skills. This is seen as a possible part of an urban youth corps program.

Another group of parolees are those youth who are borderline in intelligence. These may be either mentally retarded or merely functioning at this level due to emotional problems, rather than a lack of mental capacity. They need services and reassurances also.

In the immediate rural areas, the County Extension Services and 4-H groups are regularly concerned with bringing information about careers to rural youth. The emphasis is placed on the decline of farm jobs and the growth of many interesting and varying jobs of a non-farm type. Much of the effort is toward evaluating ones own interests and potentials along with learning the aspects and needs of a wide variety of non-farm jobs.

This area has no special youth community center and no youth commission. Services that might be provided by a community center on a recreational basis are very well handled by the City Recreation Commission in a very comprehensive program. Other special services for youth are handled by the various social and service agencies of the community. There is one neighborhood community house which is primarily interested in broadening the interests of minority groups, with some emphasis on youth in these groups.

The mayor has expressed interest in a youth commission which could encompass all types of long range and short range needs of youth. This would involve civic, social, service, and governmental groups and may develop sooner than presently anticipated. He feels any effort for youth should not be limited, by any commission, to employment, since youth is complex and has many inter-related needs. He sees it as more than a job-finding body.

The local office provides information and guidance to all interested in youth problems. It further provides directly to youth counseling, testing, job development, placement service, job information, training information, and related services. However, these services are limited within present staff due to the need to provide comprehensive services to all groups in carrying out our responsibilities as a manpower agency. An idea of the time available for these services can be obtained from the following time study.

From August 12 through 31, 1964, approximately 22% of application taking was for youth, yet about 7% of placement time was for youth and job development for youth did not fare much better. On the other hand, about 33% of testing was done for youth. Of course, some variables must be taken into consideration. The two most prominent are the number of youth registering for part-time or "until school starts" jobs, and the type of worker in demand during the period in question. In this case a good share of the demand was for skilled and experienced workers. Nevertheless, it becomes obvious that additional staff is necessary to provide adequate services to youth. It is one thing to have services available that can only be provided in a cursory way, and another to be able to fully carry out the providing of these services. The youth group won't just go away, and the size of the group and the magnitude of their problems is not diminishing. Juvenile delinquency, while not high in this area now, is constantly growing at a definitely perceptible pace. If youth is idle and only gets attention when apprehended by the law, then there is pause to wonder whether anyone is giving adequate service to youth. Man's lifetime behavior is patterned on his experiences as youth and we should make these satisfying and good experiences.

Youth needs a concentrated, specialized service to learn about jobs, to be motivated to action and concern for their future, to be guided in their choice of careers, to be aided in determining the best and most practical method of achieving their goals. They need information about private and public sponsored training programs, they need information about how to apply for and keep a job, they need placement service in everything the term implies. Further, they need information about fields of endeavor other than the traditional. There is a multiplicity of new jobs.

It is envisioned one person assigned to youth activities as having all they could do to provide services to just a reasonable number of youth. They could provide specific information on jobs and job trends, select youth for training programs, advise and cooperate with other agencies on youth services, do job development, give youth training in job finding, give individual advise (as opposed to formal counseling) with regard to employment problems, and many other services directly to youth.

Estimates of numbers are difficult to produce. However, in Fiscal 1964, 2,899 youth registered with this office for regular employment. During the same period, 1,924 youth were placed by this office. Many of the jobs were not necessarily the type on which to build a career, but rather were stop-gap. This trend could be reversed with proper advice and counsel through a specialized youth service. In addition to directing these people into the proper career channels, perhaps upwards of another 350 could be assisted.

With regard to MDTA, school work, and other training programs such as home town youth corps projects, the number of enrollees would depend on whether some subsistence and allowances would be available to the trainees. With this assistance, upwards of another 350 could be expected to go into these programs.

Motivation is the largest problem since stop-gap and short-time jobs are available off-and-on in a labor market such as ours with its generally low unemployment rate. These jobs, however, offer no permanency or real career building opportunities. Many of the youth, on the other hand, appear interested in today only and only become concerned when they reach the upper ages of the youth group and these temporary or dead-end jobs become fewer and fewer, and more and more monotonous.

#### Ames

In Story County, the labor market area which Ames serves, there are 23,107 students out of a population of 49,327. This means that 47% of the total population of this labor market area are students of one type or another. Of the total of 23,107 students, 12,400 of them are college students and 10,707 are high school, junior high and grade school students. In order to better understand the problem it is felt that college and secondary schools be separated for purposes of analysis.

Of the 12,400 persons attending college it is estimated that 52 - 54% of those students entering college will not receive degrees for some reason or another. In actual numbers, this is quite a total and while these students have had some college training they are little better off in preparedness for entering the labor market than most high school students. The main source of help for these students that leave before getting their degree and that wish to obtain jobs is the student counseling service, student personnel office and the Ames Employment Service office and their own sources such as relatives, newspapers, etc. The Ames office has been in contact with the University and at present is working out a program whereby the two, university organizations and the Employment Service can more effectively cooperate in order to serve those students that desperately need the help these organizations have to offer. Many of these students do not have any vocational choice and if they do, have little or no idea on how to achieve their goal. Upon discussion of this point, it was mutually agreed upon that in order for these young people to adequately face the labor market as it is now developing, counseling would play a more and more important role. In discussion of this problem with student placement people it was also agreed that in order to supply the demands of the labor market more attention needed to be focussed on the placing of these young people into jobs where they could be trained to effectively meet the demands of the labor market. Of course the total weight of the college problem does not fall squarely on the shoulders of the three organizations which are under discussion, however, there is enough of it that does to warrant better service than now is being given. The only service being given to these people by the local office at this time is to those persons who come into the office on their own to inquire about the help that is available. This is not to say that there will be no plan of action in the future. This inadequacy of service, while it is not possible to primarily blame it on the number of staff people available to work on the problem, it is certainly felt to be a contributing factor.

While this primarily is the problem with college students there is still another problem concerning college youth in this area. Of those students enrolled, 20% or 2,480 of them apply at the student personnel office for part-time work during school. This is not the total amount of students applying for part-time work according to the University personnel office since they say all students do not use their services. In regards to this area of college student problems, it is felt more could be done especially in the educating of all types of employers in the feasibility of using part time student help. While as mentioned above in attempting to describe the extent and scope of the problem, we realize that something should be done. It is felt that even with the best plans accomplished is minimal if these plans can not or are not carried out effectively.

In the realm of secondary schools there is also felt to be a very definite problem, however, different in its extent and scope. In Story County there are 10,707 students in secondary schools of which 5,028 are enrolled in the Ames public schools. Also there are 21 teacher counselors in the county, 12 of which are in Ames. There is one psychologist for the Ames school system and one traveling psychologist for the rest of the county. The dropout rate of students enrolled in Story County schools is felt to be significantly below that of the national rate according to the county superintendent's office. This office has recently talked to various school officials on their problems and plans for the future. The manager of this office has talked to a group of high school counselors and the Ames school psychologist as well as a group of seniors and the high school counselor at Story City, Iowa. At both of these meetings and talks by the manager it was learned that the schools were very interested in having the employment office take an active part in the field of helping youth prepare for entry into the labor market. At this time there is no mutually agreed on plan between the schools and the employment office as to how to effectively deal with the situation. However, it is felt a first step has been taken, that being an agreement on what some of the problems are. It was also agreed that for one organization or another to attempt the total solution is nothing much less than futile. There must be cooperation if we are as individual citizens and groups to come to an effective solution. Every student must be well informed as to what is the labor market, what is it composed of, what jobs are available, how to get them, how to prepare for them and many other areas that cannot be handled by one organization alone. At this time in Ames there are three organizations trying to help in this area of youth problems. They are a Boys Club, Youth Center, and a Parent Teen Club. The Boys Club is now only in the forming stages. The Youth Center was an organization primarily formed for the purpose of giving youth a suitable place for recreation activities. These are the only organizations primarily organized for youth alone. They however, have very little to do with youth and the labor market. The problems of youth in this area still remain unanswered and therefore we still are leaving the problem of how to use our best natural resource that of young people unanswered.

### Waterloo

With employment already at a peak in the Waterloo area, there is a surplus of unskilled and untrained workers.

The greatest handicap for the youth falls into two areas. An employer resistance against hiring young, inexperienced workers, and equally important the lack of trained youth in almost any of the skill levels.



The Waterloo local office places emphasis on counseling, testing and evaluation. But short staffed it is impossible to give youth the type of service needed to be of most help to them. Entry level jobs for youth under 20 years of age are almost impossible to get. The training received in the industrial arts in high school is for the most part inadequate. The local adult education classes are considered as hobby type courses.

These young people who are dropouts or graduates from a liberal arts school need training in skills that could be given by MDTA or OJT but such programs must also have courses that allow completion of schooling to the extent necessary to make them employable, or capable of being trained.

The obstacles in the path to suitable employment of youth in the Waterloo area are essentially those which face the youth of the nation. For those who finish the general liberal arts course and earn a high school diploma, entry to the labor force as productive members is still hampered by a lack of adequate knowledge of the local labor market conditions concerning opportunities, types of entry jobs, and their requirements, and where and how to apply. The high school graduate wanting to enter the labor force faces a growing decline in the number of unskilled jobs, an increase in the number of employers unwilling to train entry workers, and an increase in the amount and variety of further training needed to secure their first job. Although there will be a partial vacuum created by the decrease over the next 5 - 10 years of workers 25 to 40 years of age the over-supply of labor force entrants age 16 to 25 will not adequately fill it without an increase in present training programs or the initiation of other types of programs geared towards preparing youth for future demands.

Even with these problems the high school graduate as a group has the advantage of the availability of the following facilities (however inadequate) provided by the guidance services of high schools in the county:

Social studies courses, group projects in vocational information, vocational wood and shop courses, commercial courses, distributive education, vocational printing, field trips to industries, career days and nights, assemblies with employers and other community figures as guest speakers, etc.

The problems of the dropout, who represent 26 - 30% of school entrants, is substantially greater than that of the graduate. Adequate preparation for work in most cases requires more training, a change of attitude toward work and a great deal of the counselor's time and resources.

In addition to high school graduates and dropouts, there are problems confronting the special education student who needs specific job adjustment, selective service referrals needing vocational opportunities, re-entrants to the labor force from correctional institutions, discharged military personnel and summer applicants from high schools and colleges. If the anticipated increase in the number of students entering the senior classes in the county materializes, then June, 1965, will see a labor force swelled by a larger number of unemployed youth who, through no fault of their own, have been inadequately prepared for a rapidly changing world of work.

According to the board of education there are the following services provided within the schools:

Vocational wood shop	30 students
Vocational machine shop	25 "
Trade and Ind. courses	43 "

Office Practice	50 students
Nurse Aide	12 "
Vocational printing	10 "

In addition, Waterloo provides post high school training in the following two year programs for which tuition is \$200 per year:

Practical Nursing	36 students
Mechanical Technology	24 "
Electronic Technology	24 "

Adult education courses in the evening are offered by the schools at reasonable rates but do not attempt to adequately prepare a person to compete with experienced workers.

The local office provides registration, testing, counseling, cooperative school program including orientation and vocational guidance, Y.E.S. for summer youth, job development and under the MDTA Programs, trains 20 youth in welding, auto mechanics and auto body repair. Waterloo also has two beauty academies, one barber college, and Gates Business College. The number of youth who could be served in these programs offered by the schools, the ES and private institutions depends to a great extent upon the capacity for enlargement of each facility and the ability of the labor market to absorb additional workers.

The task of estimating the number of youth who could be placed in regular jobs or training facilities if an additional person were added to the staff would largely depend upon the nature and extent of the staff members preparation and training and the degree and variety of accompanying government funds on programs which will enlarge or add to the present facilities and encourage employers to hire young workers.

During the last fiscal year the local office has placed 750 youth from the 2,000 who applied for work. It is estimated that with the present facilities an additional staff member who could make job development calls by phone and in person, be in contact with community organizations and help youth with their adjustment problems could increase placement by 750 the first year. This would tend to increase as employers become accustomed to hiring better prepared young workers.

#### Ottumwa

In the Ottumwa area the employers are reluctant to hire youth because of draft status, lack of work experience, and lack of education and training. This situation will continue until something is done to improve the qualifications of the workers and to break down employer prejudice.

In the Ottumwa office youth applicants are registered, counseled, tested, job development attempted, and placement in employment. During the first six months of this year the office took applications for 819, counseled 81, and placed 231 workers under 22. Our Volunteer Farm Representatives are doing an excellent job placing youth on temporary farm jobs, during January thru June, 269 were placed and 95% of these were high school students. Many organizations are interested in the youth movement but no one wants to spearhead a concentrated drive. Our high school has a co-operative program. The Ottumwa Park Department hires 10 during summer vacation.

If a staff person was available to head-up these different groups and organize a workable program much could be done for the youth. The office could probably assist in the training of 200 youth, some in MDTA and some in a youth corps.

### Burlington

The youth employment problem in Burlington is not one of simple definition nor can it be clearly coped with overnight. Burlington has a high literacy level, a low juvenile rate, low dropout rate, (4.5%), and an active Youth Committee. However, the community is still faced with the following:

1. Slow learners (Mental Retardation in Youth)
2. Unemployed youth (to some extent)
  - a. Lack of ability - ed-training
  - b. How to obtain employment
  - c. Lack of desire
3. Work Study Program within the school
4. Distributive Education Programs

These are the primary problem areas which are not being fully met at this time. A youth counselor could work quite extensively with school officials in the Work Study Program and the DE program. These are areas which need coordination and employer acceptance. They are time consuming and the rewards few.

Presently the local office is:

1. Providing a means of bringing together, job seeking youth and all available job opportunities thru Radio Spots, Employer Visits, Profile Sheets.
2. Enlisting the active support of merchants, businessmen, and homeowners in providing job opportunities thru questionnaires, fliers, letters to graduating students.
3. Disseminating information to youth thru group guidance sessions, speeches at the high school and college level, leaflets to youths who apply for work.
4. Publicity thru radios pots, speeches, newspapers articles, fliers, working with youth development committee.

An individual who could spend full time with youth could place 150 to 200 additional youth in regular jobs. Indirectly many more. 50 to 75 youth could be placed in special training, etc. with this increasing each year.

A well coordinated program would include a complete service in deficient areas. Many of these areas would be associated with education and vocational training.

Seminars could be held, committees established and possibly a "Prep Club" which would prepare youth for work upon graduation by placing emphasis on personal goals, career planning, etc. Prominent businessmen could speak at each monthly meeting relating to them job opportunities, advancement possibilities, qualifications, etc.

### Dubuque

Due to the increase of youth into the labor force and the failure of the economy to expand job opportunities proportionately, the young people of the Dubuque community are having special difficulties finding suitable employment. It is anticipated, as the influx of youth becomes even greater (64% of the applicants in the active file were under 22 years of age in May, 1964), that the newcomer to the work force will have even increasing employment problems.

The welfare of youth in the area is adversely effected by a lack of job opportunities, a lack of vocational training opportunities and stop-gap projects or jobs, a lack of quality counseling and guidance in the employment office and in the local and rural schools, and a lack of employment service personnel specifically allocated to the proposition of helping this ever growing portion of our labor force.

The local office promotes job opportunities for youth during promotional telephone calls, employer visits, mailings, and during every day placement work. The office participates actively in the community to publicize the difficulties of youth, the advantages of hiring youth, and the general promotion of youth. Though efforts are considerable, nevertheless, the office is unable to give the young people of the community the help and attention they deserve because they do not have the local office personnel to adequately perform all necessary functions and still increase youth services.

With an additional person on the staff to work with youth, the office would estimate 1,700 permanent youth placements the first year. A projected figure of 500 youth might participate in training and youth corps projects.

For quality counseling and guidance, this office needs a counselor for in-office counseling of all groups other than youth, plus a youth counselor to fulfill the in-office youth counseling and student vocational commitments. At the present time the local office has no counseling service but has a counselor in training who should be ready to perform in-office counseling in several months. He, alone, will not be able to do justice to the youth. This job, of increasing opportunities for youth, can be done only if additional personnel is assigned to the special task of helping increase the employability of youth.

### Fort Dodge

Approximately 35 to 40% of the Fort Dodge active file, excluding part-time or summer workers, is composed of youth under 22 years of age each month, although many are not able to meet the hiring requirements of employers as to training, education or experience. Youth is the potential supply to fill the current and future job demands and the office has not tapped the youth resources of the outlying areas because of limited staff.

The "school program" in the past has only included Webster County plus Manson, in Calhoun County - thus excluding entirely Humboldt, Pocahontas, Kossuth and most of Calhoun County. In fact, in the past the office has been unable to encourage youth from these other areas to come to the office for service because of the lack of staff, and many have not been trained properly in vocational and commercial occupations.

Fort Dodge is making every effort to improve their high schools and junior college in vocational, technical and commercial training, but it can't be done over night. In the future an area vocational school is planned.

The community is experiencing a large increase in school enrollments this year in the Public, Parochial and Junior College - amounting to over 300 students. In addition, the outlying schools are experiencing related increases in their enrollment.

It is estimated that an additional 40 to 50 placement average per month with an adequately staffed youth program, plus corresponding increases in applications, counseling and testing.

### Sioux City

There are two basic aspects to the youth employment problem in Sioux City - employment opportunity and employability. During the past year the city has experienced a set back in total employment that has hit hardest at unskilled and entry jobs, due to the discontinued operations of Armour & Co. Currently the employment situation has stabilized, but prospects for an upturn, to provide new jobs for young people entering the labor market, are indefinite. Until such time as the economic picture becomes more promising and until many employers change their objections to accepting young workers, the availability of jobs for youth will continue to be quite limited.

The problems effecting employability, are much more complex and too varied. An individual's ability to obtain and hold a job is determined by many more factors than his aptitudes and skills. Family circumstances, social adjustment, religious and recreational life as well as physical and mental health are all important.

Some people can adjust to an unbalanced life, but other cannot. The results show up as emotional - socially disturbed cases (between "900 and 1000 in the school system are in need of psychiatric help"), as school dropouts (an average of 275 each year); and as police cases (1,342 in 1963). The "typical boy or girl who has run the gamut of agencies has the following characteristics: retarded in school, truant, deficient in reading and spelling skills, in trouble in school, comes from broken homes, boy is 16½ and girl is 15½, the family has moved 6 times during his school years, parents are alcoholics or have other psychological problem".

Many non-problem children will need extensive help making the transition from school to work, especially in Sioux City's stagnant labor market. But the youth employment problem is increasingly complicated by unemployment.

School officials point out that the most effective approach to their dropout problem is early identification. The Sioux City school system has developed several methods for reducing the dropout rate including group and individual guidance and counseling, testing, encouragement of favorable teacher-pupil relationships and specialized programs. The industrial arts program is designed to acquaint the student with the various phases of industry, and to provide adequate homemaking skills. The several vocational arts courses give students specific skills demanded in the local labor market. The distributive education program provides on-the-job training in the field of marketing and distribution, and the new industrial work-study program offers a similar approach, coupled with appropriate training, for a variety of occupations. For slow learners, another work-study program attempts to develop healthy work attitudes and skills

for such jobs as waitresses, cashiers, auto body repair, wood work, machine tool operator, electricity, and welding. This slow learner program is currently limited to those with I.Q.'s of 80 or less; the school would like to make a similar program available for people with more average I.Q.

The schools also provide an adult education program where a dropout can get a high school diploma; and an employee can upgrade his skill or receive other training. Also, the Sioux City Area Technical School provides post high school courses, for a tuition of \$100 per semester, in mechanical drafting, electronics and nursing.

Outside the public school system, the Parocial high school provides a similar selection of vocational courses including auto mechanics, machine shop, woodwork- ing, mechanical drawing, typing and shorthand, and home economics.

The Goodwill Industries Training Program provides vocational training for the mentally and physically handicapped. There is an evaluation program (lasting 8 to 12 weeks), classroom instruction, field trips, on-the-job training at the center, and a supervised outside job experience lasting two weeks. The voca- tional courses offered presently include: cashier, cafeteria-general, custodian and porter, chair canning and refinishing, domestic aid, dry cleaning, electrical repair, furniture repair and refinishing, garment repair, grader and sorter, laundry, mechanical-general, multilith operator, office machines, plate maker (multilith-offset), pizza maker, presser, shoe repairman, switchboard operator, tagging-machine operator, and upholstery.

The Goodwill program is primarily intended for the mentally retarded or for those with emotional disturbances or other disabilities referred from the district offices of Vocational Rehabilitation, or by other social agencies, and by private referral. Those not referred by DVR must provide their own tuition of about \$20 per week and maintenance. Clients range in age from 17 to 35 years of age, either sex, with I.Q. approximately 75 or lower.

A number of other public and private groups and agencies work with youth directly and indirectly, promoting their employability and employment. Family services, the Woodbury County Department of Social Welfare, the churches, the social agencies, partially supported by the United Fund, Vocational Rehabilitation, Sertoma Club (Y.E.S. placement), the state employment office, and others all play a part, both before and after the youth becomes a job applicant. There is, however, no child guidance center. Psychiatric outpatient treatment is available at Cherokee, but that is 60 miles away.

Another problem faced by existing groups is the difficulty in reaching youth that need help. Many established programs are fine for younger children, but they often fail to attract the older teenager. Some individuals can adjust quite well to the disciplines of school life and can find a place in the group programs provided by churches and social agencies, but others cannot. They need a different environment, a different type of challenge, and a different outlook.

But the well adjusted youth, the good student, the high school graduate will often need more help than standard counseling, testing, and placement services can provide. Generally, poor job opportunities locally, combined with employer preference for older, experienced workers may mean long periods of unemployment or underemployment.

To help local youth, therefore, the I.S.E.S. needs new tools and methods. It cannot be content to offer its services only to those who seek them. It must discover new ways to reach the job seeker who needs help most. It must be prepared to consider placement as a long range program sometimes involving extensive counseling, training, and even work experience. One important need is for more extensive evaluation than that available through the GATB.

The local employment service office should take a leading part in coordinating the efforts of the various community organizations that can help the young entry workers. It should work closely with the school systems, providing labor market information and employment advice to school administrators and teachers, and directly to students and parents. There is a definite need, also, to supplement local job opportunities with appropriate work training programs for persons without adequate training and/or motivation to find a place in the labor market.

During the past few years, the Sioux City office has received an average of 250 to 280 new applications per month from the under 22 age group. The peak months are May and June. During 1964 about 40 percent of all new applicants during these two months were part time or summer workers, and 13 percent gave a home address more than 20 miles from Sioux City.

Summer and part-time jobs are important to youth and this office provides as much assistance as possible. The Sioux City Employment Office also serves a large number of youth from outlying areas in 3 states.

Approximately 2,400 placements of youth under age 22 were made by the Sioux City office in both 1962 and 1963. With the total count for new applicants under 22 at 3,100 to 3,400 per year, there is obviously more placement need. Local job opportunities, however, should greatly restrict the results of additional placement effort. Unless Sioux City's economic fortunes improve markedly, local youth will have to continue to look elsewhere for work. The results will be measured more in terms of reduced unemployment, juvenile delinquency, dropout rates, and probably by more dynamic prosperous economic developments in the future.

To serve the employment needs of youth in this area, the Sioux City office will need at least 1 full time youth counselor. Primary responsibilities for the staff person will include: work with community groups, including the schools, that can contribute to the solution of vocational and prevocational problems; help create an awareness on the part of employers and the general public regarding the needs of youth and their responsibilities to help. The youth counselor will be able to analyze the local problem more exactly and recommend programs to local groups as well as programs that could be set up under MDTA, and the youth involved.

The counselor will have to be involved in the selection and referral trainees and carry out the necessary statistical work involved. Counseling will be a basic part of the service to youth work and will need to include cases where counseling is extended over periods of months or years. The group counseling technique will also need to be developed more fully. The placement gain resulting from the work of this staff person is estimated to total 200 to 300 per year.

MDTA courses similar to those currently in operation are generally geared to a higher skill level than would be effective in reaching the "hard core" of youth unemployment. The actual number of youth that may be enrolled in MDTA classes or trained with MDTA assistance cannot be adequately estimated without more detailed study. But perhaps two classes with an enrollment of about 20 in each could be expected in the first year on an experimental basis.

A work training program seems to fit local needs the best. A trial run during the first year of at least one group of 30 could be expected.

No current staff financed under Title III funds can be assigned to the separate identifiable youth services program in the aforementioned local offices.



## DES MOINES YOUTH CENTER - ORGANIZATION

### Areas to be Served

The Des Moines Center would have separate facilities and be located in an accessible area which is not exclusively slum or upper middle class (refer to accompanying map). The Center is accessible to both public and private transportation. Training facilities are located 24 blocks from the Center location. Youth organizations are located in the immediate area. Consideration will be given to community out-stations when necessary. The premises will provide for privacy in counseling interviews, sufficient accommodations for private or group testing facilities, with space for group sessions. Space will be provided for a library of occupational material, facilities for showing occupational films and other visual aids, and for using tape recorders.

### Organization of the Center

The attached organization chart plots the staffing for the functions described. The number and size of service units is based upon the anticipated number of youth seeking the services of the Center.

Staff members currently financed from Title III funds and are expected to be assigned to the Youth Center include 2 counselors, 1 interviewer, 1 unit supervisor and 1 manager.

### Youth Service Units

Service Units will provide direct service to individual youth. Service Units will consist of two types: units to provide intensive attention by the counselor for counseling and selective placement services, and units to give placement service. Emphasis on all Units will be continuity of service to youth. To the extent possible, each youth will be attached to an Advisor who will identify the individual needs of the youth by means of a thorough interview.

Orientation to the purpose of the Center and services provided will be accomplished for the youth accepted by the Center, on an individual need basis.

The receptionist will route those youth applicants who appear to need little beyond job referral to the Placement Service Unit. The Placement Interviewer will give a thorough initial interview, and will retain in the file the applications of those youth who are ready for immediate placement. Those who, after a thorough initial interview, need more intensive service will be routed to a Youth Advisor in one of the counseling Service Units. In addition, placement interviewers will receive orders and give direct attention on orders either by selection from the file of the readily placeable or by drawing from the counselors their applicants who need immediate placement as part of the counseling plan. The placement unit will also assist counselors in developing ideas for job solicitation.

The receptionist will route those youth who need services beyond placement to Counselor Aide in the counseling unit. The Counselor Aide will give each youth a thorough exploratory interview. It is anticipated that most of them routed to this Unit will remain there and will be given continuing service by the same Counselor Aide. For some youth, this service may be limited to assistance in choosing a suitable vocational goal. Many will be disadvantaged, and will require the full range of services that the Center can provide, including placement. The Counselor Aide may need to integrate counseling and other action and maintain a continuing relationship with the disadvantaged young person until he achieves successful and satisfying employment.

These actions will include referrals to temporary work, part-time jobs, regular full-time jobs, remedial training that is job orientated, more specific vocational training, and related activities. A team approach will be used to develop jobs, and training opportunities on an individual basis to meet the needs of the youth applicant (refer to Flow Chart - Youth Center.)

Since disadvantaged youth have a short span of tolerance between effort and reward, the more traditional methods of employment service counseling may not be effective with them. The initial interview, the referral interview, the follow-up interview, and other contacts with the youth, provide opportunities for counseling. All encounters provide a learning experience for the youth. The counselor will have available resources such as:

1. Appropriate tests
2. Training opportunities
3. Job development assistance by the Job Development Specialist
4. Facilities for group sessions
5. Facilities for visual aids, occupational information tapes, and occupational library
6. Consultation with parents
7. Case conferences at which the services of consultants may be necessary. These consultants will include a psychologist, psychiatrist, education specialist, social worker, and research specialist
8. Referral to other community agencies whose representatives may or may not be stationed in the Center
9. Use of volunteers

Whether the counselor supplies these services himself or draws upon the other resources of the Center, he will retain the responsibility for providing continuing service to youth.

The kind of follow through, in the quality service envisioned, will require flexible scheduling such as evening office hours and/or Saturday work. It will also be necessary to keep the Counselor Aide's workload small enough so that quality service can be maintained. Units have been staffed accordingly.

#### Staffing of Service Units

For the organizational structure described, the counseling service units will consist of four Counselor trainees and two youth advisors. The working supervisor will be a Counselor II. The working supervisor will provide day-to-day technical assistance, including case conferences.

Similarly the placement unit will be staffed by a working unit supervisor, two youth placement specialists and one Youth Advisor.

The level of competency of the supervisors will be such as to enable them to give technical assistance and guidance to the staff they are supervising.

### Supporting Services

Supporting services to the Units will include: reception, testing, coordination of training, community organization, and employer relations. Labor market analysis and occupational analysis services will be provided from the State Office.

### Reception

The service reception point will be staffed with a professional person capable of determining the kind of service each youth requires. This will be essentially a semi-refined sorting of the applicant load based upon a few questions such as age, extent of schooling, experience and source of referral.

### Testing

The Testing Unit will be staffed with a person who will be able to administer and score a variety of appropriate tests, both individual and group; in addition to those commonly used by the Employment Service. He will also be able to participate in the development of tests that may be needed in serving the youth in the Center.

### Consultant's Services

Psychiatric services are available through private, as well as public local agencies. In most cases individual consultants are available after regular working hours. However, the particular needs for such consultants will be determined and negotiated for on an individual need basis as well as group needs. The consultant would provide basically an assessment of the individual to a degree necessary for proper placement. Discussion with consultants reveals that approximately 12-15 hours are needed for an individual. One consultant would provide assistance in group guidance techniques and evaluation of group activities from taped sessions in order to develop Employment Service personnel proficiency in group counseling techniques.

### Volunteers

The Center will use two volunteer workers who are carefully selected and trained and supervised to supplement the efforts of the Center staff. They will be used to:

1. Take charge of occupational library, operate movie projector and show visual aids.
2. Arrange transportation for youth when needed.
3. Assist the job development specialist.
4. Assist in or man, special units to handle the "chore type" of neighborhood jobs sought by students.

### Supervision of Youth Center

Because of the importance of this undertaking, it is imperative that the YOC manager will need to be carefully selected. He will need to possess knowledge related to services to youth and should have enthusiasm and imagination in developing an effective program for all youth, especially disadvantaged youth. Manager of the Center will report to the local office manager (area manager) to insure proper coordination of community employment service services.

### Services to be Provided by the State Office

In order to insure freedom of action in establishing sound and original procedures, the State Office will provide the following services:

1. Technical assistance in special services such as youth, counseling, testing and selective placement.
2. Assistance in recruitment of staff.
3. Assistance in providing staff training for the Center.
4. Assistance in development of promotional materials and in public relations.
5. Aid in budgeting for the Center.
6. Assistance in setting up special youth training programs under MDTA and the proposed "Economic Opportunity Act of 1964".
7. Liaison with other State agencies to facilitate services to the local level.

### Relation of Youth Center to Des Moines Local Office

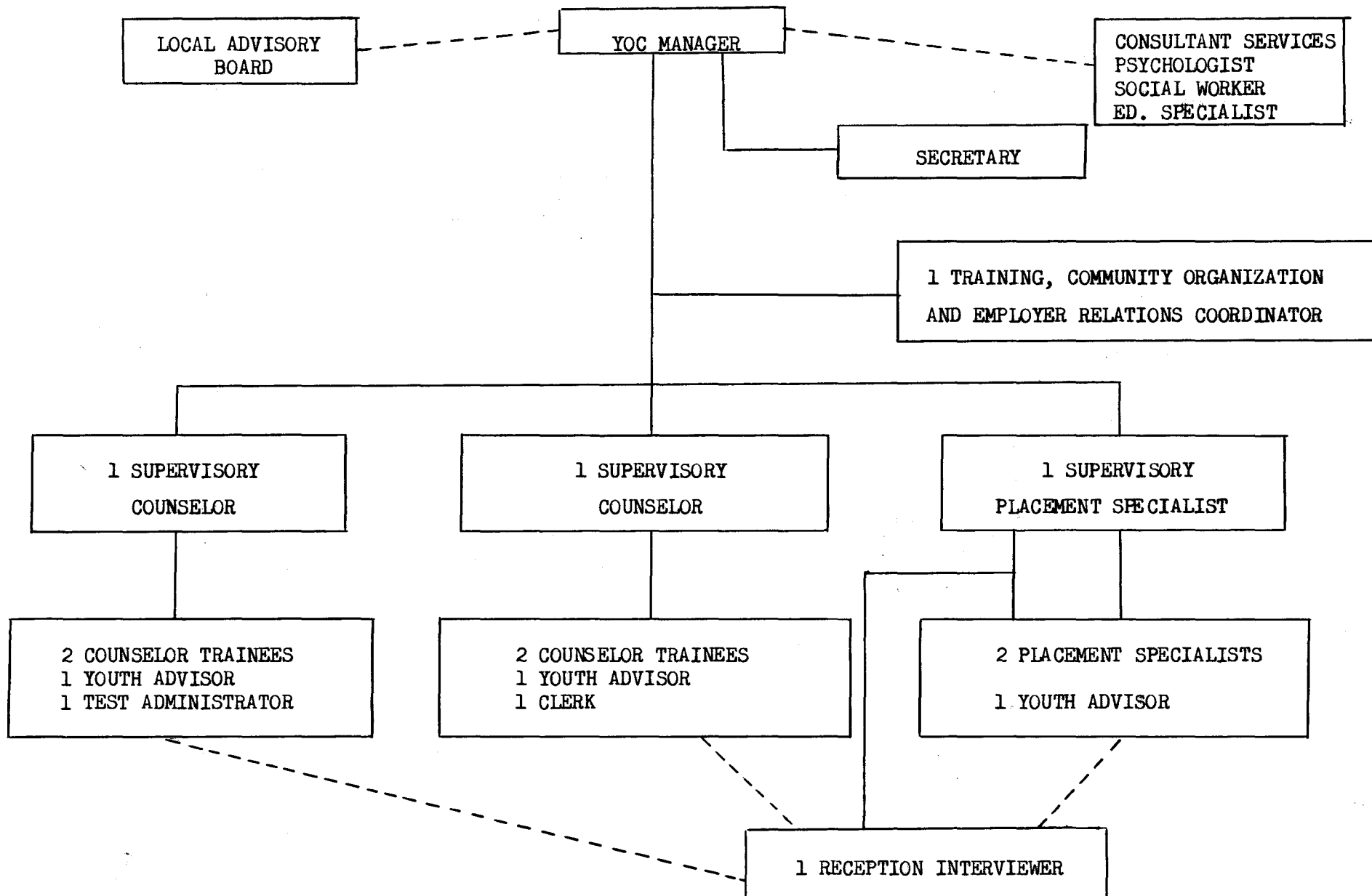
Youth applicants will be routed to and from local offices as indicated previously. Duplication of effort may be kept to a minimum by developing a distinctive identification card for youth who are served at the Center. The local office Employer Relations staff will be promoting the whole Employment Service including the Youth Center so that procedures will need to be worked out locally to facilitate exchange of job order information.

Labor market information will be exchanged between local office and the Center. The job development specialist in the Center will work closely with the local office. However, the Center will have freedom to plan its own job promotion programs. Labor market analysis services will be provided by the local office.

### Coordination with other Community Agencies

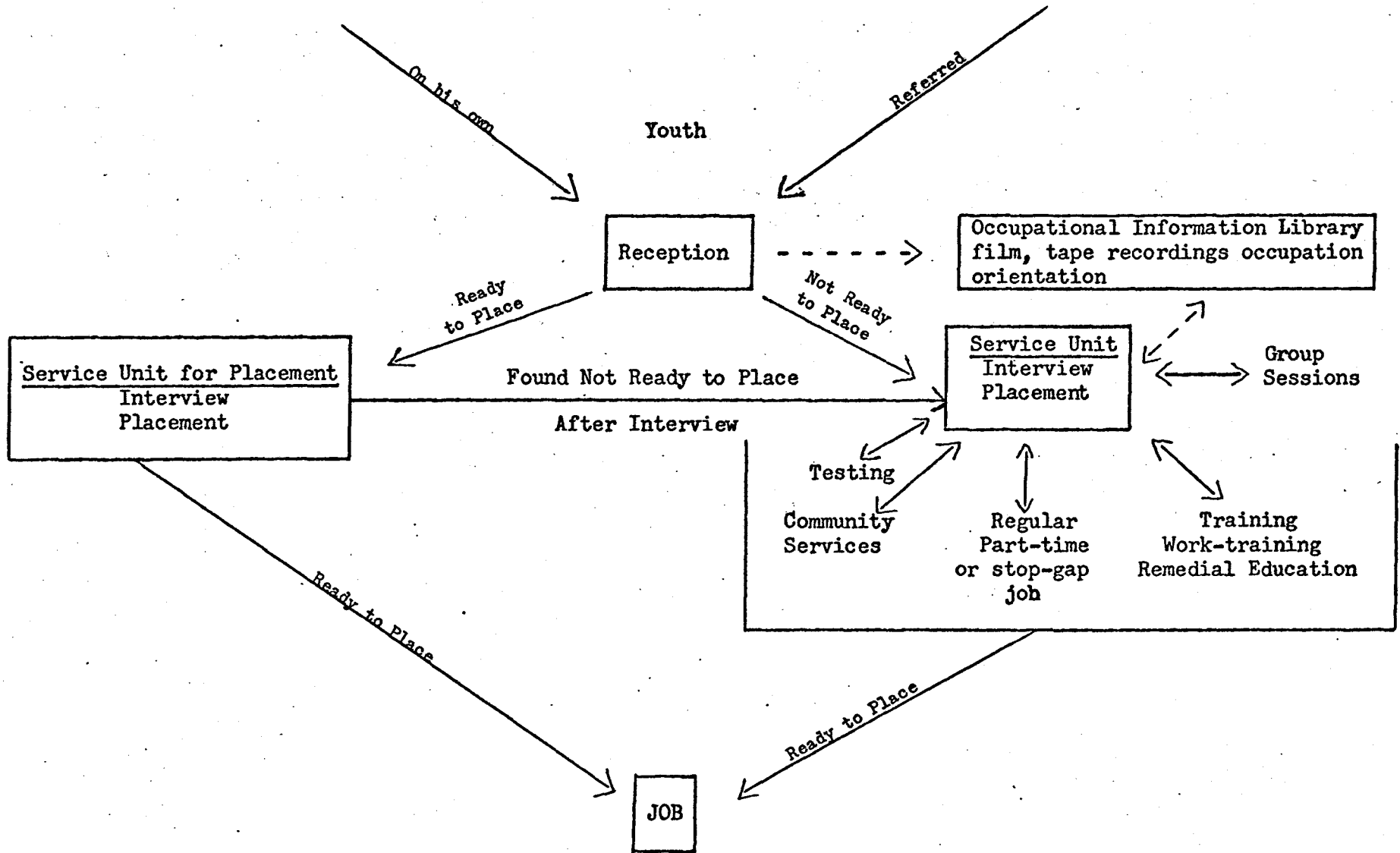
Des Moines has well established and on-going youth activities under the auspices of the Council of Social Agencies Settlement Houses. Close working relationships will be established with these groups. The use of Youth Center staff will be such as to avoid duplication of effort.

ORGANIZATIONAL CHART  
DES MOINES YOUTH OPPORTUNITY CENTER



FLOW CHART

Youth Vocational Development Center



## Functional Description

### Y.O.C. Manager

Coordinates a program of youth services as assigned to the Youth Center. Directs the work of his staff through subordinate supervisors. Keeps the community aware of the services offered by the Youth Center and promotes the use through employer visits, publicity release, cooperation with civic groups and other government agencies. Executes policies and instructions from the Administrative Office. Makes recommendations as to personnel needs, promotions, and dismissals. Supervises preparation of statistical reports, correspondence, operating reports, attendance, and leave records, requisitions for supplies, etc.

### Training, Employer and Community Relations Coordinator

Under supervision of the manager will mobilize or assist in mobilization of the community resources to facilitate the work of the Center. Recruits and trains volunteers to assist in the Youth Opportunity Center. Serves as the executive secretary to the Center's Advisory Committee. Works with employers, unions, schools, and other agencies to develop institutional training programs under MDTA and work-training programs under the Economic Opportunity Act. Formal agreements will be initiated with other agencies when necessary. Promotes job opportunities for groups of youth with employers, associations of employers, unions, etc.

### Supervisor Counselor

Develops staff competence among less experienced counselors and trainees. Consults with Counselor Aides on difficult cases. Follows up on effectiveness of counseling service provided. Explains Youth Center's, counseling program to representatives of social, educational, rehabilitation, training and other community agencies in order to gain their support and cooperation in providing appropriate service to counselees. When workloads demands, interviews youth applicants having job choice or adjustment problems to identify the factors which influence these problems, to assist such applicant to analyze and evaluate their employment assets; and to provide information to the applicant on job requirements, occupational opportunities, and training and rehabilitation facilities.

### Counselor Trainee

Interviews youth applicants having job choice or adjustment problems, to identify the factors which influence these factors which influence these problems; assists youth applicants to analyze and evaluate their employment assets; and to provide information to the applicant on job requirements, occupational opportunities, training and rehabilitation facilities. Interprets tests that measure performance, aptitudes and interest and helps individual to relate test results to possible occupational goals. Assists applicant to formulate a vocational goal and plans to attain the objective. Develops and maintains cooperative relationships with various community training, educational, rehabilitation and social agencies. Maintains records on each counseled applicant and follows up on cases to determine whether satisfactory progress is being made toward vocational adjustment.

### Youth Advisor

Works in close cooperation with counselors to locate and contact disadvantaged youth to encourage them to come into the Youth Center to seek help and guidance in order to improve their chances for training and employment. Works with unemployed and inexperienced youth, often from disadvantaged backgrounds, to motivate and help them to follow through on a plan of assistance developed with the counselor. Under supervision of employment service staff, assists in making referrals to training programs and job openings; follows up with youth applicants and agencies and employers to determine if satisfactory progress is being made.

### Reception Interviewer

Interviews youth applicants to determine if applicant needs counseling or other services or is ready for placement. Answers questions on Youth Opportunity Center services.

### Test Administrator

Administers general and specific aptitude test batteries, proficiency tests and interest inventories to individuals and groups. Provides instructions to examinees and follows standardized test administration procedures to insure validity. Scores tests and records on appropriate forms. Observes examinee during testing, perceives any unusual behavior manifestation such as extreme nervousness, or inability to comprehend instructions and records comments regarding such behavior on Test Record Cards to inform the counselor or interviewer.

### Miscellaneous Supporting Data

It is anticipated that the Des Moines Youth Opportunity Center could open approximately October 19, 1964. Project CAUSE trainees will be entered on the payroll September 21, 1964, and will begin a three week Employment Service oriented training session. Personnel from Title III funds who will serve in the Center will enter a three week out-service training program September 15 to October 2, 1964.

Youth will be referred from churches, courts, selective service boards, welfare agency, schools, youth service agencies and will be recruited by out-stations or an out-reach program in which visits will be made to cooperating organizations, institutions and homes of disadvantaged youth to encourage youth to make themselves available to the Center's services.

A youth with medical, mental or rehabilitation problems would be referred to the proper community agencies equipped to help him. Agreements with these cooperating organizations and institutions would include follow up progress by the Youth Center staff and referral of the youth back to the Center for help in finding a job upon the completion of his training or remedial service.



## SUMMARY OF PUBLICITY FOR YOUTH OPPORTUNITY CENTER

A well-rounded comprehensive information program will be needed by the YOC. Besides an information program to the general public, specific information programs will be directed to youth, employers and unions, civic and fraternal organizations and youth-serving agencies.

### General Public Campaign

News media including newspapers, radio and television will be kept informed of YOC activities and progress. When possible, the local YOC will tie-in with national publicity.

This program will include news items on youth employment problems; the professional and extensive services offered by the YOC; the selection of youth for special training programs; the appointment of an Advisory Council; success stories, etc.

Materials and facts will be presented to the mass media to insure good news coverage of the opening of the YOC. A statement endorsing the YOC will be requested from the governor and mayor.

### Youth

Youth, particularly the disadvantaged, may be difficult to reach. Printed materials, such as pamphlets and posters, will be developed in a style that will catch these young people's attention. This material will be put in places where youth congregate.

News media particularly TV and teenage-directed radio stations will also be provided with announcements and pattern scripts. In some instances, a young person might be selected to take part in one of these programs.

### Employers & Unions

Job development will depend on well-informed employers. Material will be developed to show the employer the benefit of hiring youth including the disadvantaged. This material will also emphasize the professional employment service offered at the YOC.

Arrangements will be made to appear before employer groups. Articles will be submitted to employers' association newsletters and magazines. Radio and TV programs directed toward the employer will also be developed. A pamphlet slanted toward employers will outline the services of the YOC and the advantages of hiring the 16 to 22 year old job seeker.

Employers and unions will be urged to serve as unpaid volunteers and will be informed of the important role they can play as a volunteer.

### Civic and Fraternal Organizations

Speeches will be adapted to tie-in with the interests of the various organizations. Major emphasis will be given to the problems of youth, the services of the YOC and the need for community support.

Youth-Serving Agencies

Informational material will be developed to point out the relationship of the YOC to other community agencies and particularly to the schools, public health and welfare agencies.

Audio-Visual Aides

Audio-visual aides will be used for job preparation and occupational information. Materials will be developed to show how to apply for a job, how to fill out applications and how to keep a job after getting it.

TABLE I

YOUTH POPULATION AND LABOR FORCE STATUS

YOC OFFICE Des Moines BUDGETARY PERIOD ENDING 6/30/65

TABLE 117 - 1960 Iowa Census - "Detailed Characteristics"

Youth Population and Labor Force Status	Present Time	% Change in Budgetary Period
Total		
Youth Population (aged 16-21)	22,520	
Non-white youth population	965	
1. Youth in Civilian Labor Force	11,740	<i><u>Minimal Change</u></i>
A. Enrolled in school	4,444	
B. Not Enrolled in school	8,282	
2. Youth Not in Labor Force	9,632	
A. Enrolled in school	6,219	
B. Not Enrolled in school	3,366	

TABLE II  
LABOR MARKET INFORMATION

YOC OFFICE Des Moines BUDGETARY PERIOD ENDING 6/30/65

A. LABOR FORCE, EMPLOYMENT AND UNEMPLOYMENT - TOTAL, YOUTH AND NON-WHITE YOUTH

LABOR FORCE, EMPLOYMENT & UNEMPLOYMENT	PRESENT TIME	% CHANGE IN BUDGETARY PERIOD
Labor Force	XX	XX
A. Total	124,150	+ .8%
B. Youth	11,780	+ 3.0%
C. Non-White Youth	INA	
Employment	XX	XX
A. Total (July 1964)	123,200	+ .8%
B. Youth	10,827	+ 2.8%
C. Non-White Youth	300	+ 3.0%
Unemployment	XX	XX
A. Total	2,950	+ .1%
% of total labor force	2.4	
B. Youth	1,773 *	+ .2%
% of youth labor force	14.9	
C. Non-White	325	+ .4%
% of non-white youth ages 16-21	8.1	

\* Includes youth in active file 5-64.

TABLE III

SOCIO-ECONOMIC CHARACTERISTICS OF YOUTH

Des Moines

A. EDUCATION

	MALE 16-21	FEMALE 16-21	Total
1. No. Enrolled in School, Total	7,773	7,526	15,299
2. Recent Graduates and Dropouts			
a. High School Graduates (including Trade, Vocation- al, Bus. School Graduates)	1,038	1,068	2,102
b. Dropout rate <u>1/</u>	3.3%	2.5%	2.9%
3. Highest Year of School Com- pleted by Persons ages 14-24 not enrolled in school who did not graduate			
a. No formal education	28	24	52
b. Completed 1-7 yrs. ele. sch.	869	845	1,714
c. Completed elementary school	2,450	2,289	4,739
d. Completed 1-3 yrs. H. S. (starting with grade 9)	2,078	2,343	4,421

1/ Indicate base on which calculated: Boys enrollment - 8,716 of which 287 dropped out; girls enrollment - 8,451 of which 214 dropped out.

B. SELECTIVE SERVICE REJECTTEES

1. Notices Received (form ES-226)	90
2. Initial Interviews	15
3. Initial Interviews under age 22	1

C. CRIME AND DELINQUENCY - YOUTH

1. Total Cases, Youth, latest year	2,041
2. Number of cases per 1,000 Child Population	40

D. FAMILY WELFARE ASSISTANCE

1. Families with Youth -- Active Cases	1,400
2. Families with youth in Labor Force -- Active Cases	INA

E. INCOME DATA

1. Median Family Income	\$ 6,436
2. Families - income under \$3,000 Annually	8,952
Non-white - income under \$3,000 Annually	895
3. Individuals - income under \$1,300 Annually	12,227
Non-white - income under \$1,000 Annually	1,594

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