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YOUTH AND EMPLOYMENT IN IOWA

Prepared by

Committee on Youth Employment

IOWA COMMISSION ON CHILDREN AND YOUTH

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Iowa Commission on Children and Youth
The Employment of Youth - 1960

Introduction

As the decade, 1950-1960, draws to a close the Committee on Employment of Youth finds that getting young people started successfully in the world of work is still one of our major problems. Thousands of young people leave school each year and enter the labor market. The task of finding suitable work for these young people remains as difficult as ever. However, it is an essential task if young people are to make their maximum contribution as productive citizens in the rapidly changing and uncertain years ahead.

In 1950 the Committee on Employment of Youth expressed two objectives which are equally pertinent as we study the problem of employment of youth in 1960. "First, children and young people must be protected from employment practices which are detrimental to their health and which keep them from taking full advantage of their educational opportunities. Second, the modern home is providing fewer and fewer opportunities for work experience. Many young people approach the labor market with little or no work experience. We believe that work experience is of such importance that it should be provided by the home, school or community agency and that it should be considered a part of the child's program of education."

Iowa's Labor Force

To get the proper perspective for this study, we must consider Iowa's present labor force. Young people will be entering the labor force and its characteristics will largely determine their long range occupational opportunities.

Table I shows the distribution of the labor force of Iowa among the major occupational groups.

Table I

MAJOR OCCUPATIONAL GROUPS OF THE EXPERIENCED 1/
LABOR FORCE BY SEX FOR IOWA
April 1950

	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>%</u>
Experienced Civilian Labor Force	1,020,634	771,313	249,321	100.
Professional, Technical and Kindred Workers	77,088	40,549	36,539	7.6
Farmers and Farm Managers	199,119	196,734	2,385	19.6
Managers, Officials & Proprietors, Ex. Farm	84,044	73,792	10,252	8.2
Clerical & Kindred Workers	98,312	34,934	63,378	9.6
Sales Workers	70,957	45,882	25,075	7.0
Craftsmen, Foremen & Kindred Workers	115,648	112,376	3,272	11.3
Operatives & Kindred Workers	131,973	105,169	26,804	12.9
Private Household Workers	16,684	593	16,091	1.6
Service Workers Ex. Private Household	67,851	30,691	37,160	6.6
Farm Laborers and Foremen	82,640	66,249	16,391	8.1
Occupation not Reported	23,678	14,063	9,615	2.3

1 / Source: 1950 Census of Population - Vol. II - Part 15 - Iowa Tables 26 & 28

Table II shows the total population of Iowa and number of workers in the labor force.

Table II

TOTAL POPULATION AND NUMBER IN LABOR FORCE

	<u>Total</u>	<u>Male</u>	<u>Female</u>
Total Population	2,621,073	1,310,283	1,310,790
14 Years & Older	1,954,089	968,920	985,169
Number in Labor Force	1,021,810	772,286	249,169
Percent of Total Population	39.0%	58.9%	19.0%
Percent of Population 14 Years & Older	52.3%	79.7%	25.3%

(Estimated Iowa Civilian Population July 1, 1957 - 2,736,388)
(14 Years and Older - 1,991,000)

According to the 1950 census there were 1,954,089 people 14 years of age or older in Iowa. Of this number 1,021,455 or 52.3 percent were in the labor force. This represents an increase over the comparable figure of 48.9 percent in 1940.

Of the 968,920 males 14 years of age or older in the population 772,286 or 79.7 percent were in the labor force. The corresponding figure was 78.2 percent in 1940.

Of the 985,169 females 14 years of age or older 249,169 or 25.3 percent were in the labor force. Only 19.2 percent of this group were in the labor force in 1940. During the decade the percent of males in the labor force has been gradually declining while the percent of females has been increasing.

Of the 1,954,089 workers in the 1950 labor force about 149,000 or 7.6 percent were in the 14-17 age group. It is estimated that by July 1, 1957 this percent had increased to 8.5 percent. It is further estimated that in 1957 the labor force in Iowa totaled 1,991,000 or only 1.1 percent more than in 1950. These figures suggest that Iowa depends heavily upon the youth of the state to maintain its labor force.

Child Labor

During the last decade many civic organizations as well as the Iowa Bureau of Labor have attempted to revise the Iowa Child Labor laws without any success. The Iowa Bureau of Labor and the Committee on Youth Employment suggested some changes to the law during the last session of the legislature but no action was taken.

A significant community effort during this decade was a leaflet "The Right Job Today for the Real Job Tomorrow" prepared after a Child Labor Bill had been introduced in the Iowa legislature.

This leaflet set forth startling information, such as the number of Iowa youth employed in Iowa's labor force, the number of 14 and 15 year old school age boys and girls not enrolled in any school, and other significant facts. Only thirteen states had a larger proportion of this age children who were working and not in any school than did Iowa.

In spite of this sustained effort and other lessor efforts during other sessions of the Iowa legislature during this decade, Iowa continues to protect its youth in the employment field by laws enacted in 1906.

Some understanding of the child labor situation is revealed by a study of work permits issued in 1956. During this year 800 Work Permits were issued for minors 14 and 15 years of age. Street Trades permits issuance totaled 1,905 for minors 11 through 15 years of age in cities of 10,000 or more population. Certificates of age for the 16 and 17 year old group totaled 2,504, and for the 18 years of age and older they totaled 1,951.

Of the 800 Work Permits issued for the 14 and 15 year old group, 590 were issued for boys and 210 for girls. Nonmanufacturing industries employed 743, and the remaining 57 were employed in manufacturing. The Wholesale and Retail trade employed the largest number with 501 or 62.6% of the total.

All 1,905 Street Trades permits were issued for boys. Newspaper carriers accounted for 1,899 and the remaining 6 were issued for shoe shine boys.

There were 1,526 boys and 978 girls in the 16 and 17 year old group who were issued Certificates of Age. Manufacturing industries employed 1,370 while nonmanufacturing industries employed the balance of 1,134. The Food & Kindred products trade employed the largest number of this group with 855 or 34.1% of the total. Of the 1,951 Certificates of Age issued to persons 18 years of age and over, 1,323 were boys and 628 were girls.

Superintendents of Schools or persons authorized by them are required by law to issue Work Permits for minors 14 and 15 years of age, and Street Trades Permits for minors 11 through 15 in cities of 10,000 or more inhabitants.

For the most part the state loses jurisdiction of a minor when he reaches the age of 16. Through a cooperative arrangement with the U.S. Department of Labor, Bureau of Labor Standards, school superintendents issue Certificates of Age for minors 16 and over so that the employers can be assured that they are in compliance with the State and Federal Child Labor laws. They also serve as an aid to our state inspectors in identifying minors who are subject to the Child Labor laws.

Child labor violations most commonly found are minors working in restaurants and drive-in cafes; minors working around amusement parks after the 6:00 P.M. ending time; minors working in retail stores; and minors working in various trades and occupations which are dangerous to life or limb.

Suggested changes in the Child Labor Laws:

1. Include under the law mercantile establishments where eight or less persons are employed.
2. Minors who are now employed under a work permit must stop work at 6 o'clock P.M. This stopping time should be moved up to possibly 8:30 P.M. between June 1 and September 1. The maximum eight hour day should still apply but the extended closing time would give youth in this age group more job opportunities in such places as super markets, etc.

3. A section of the law states that no person under age 16 can work in or about a cafe or restaurant. If the child's parents own or operate a cafe or restaurant that minimum age should be reduced to 14.
4. The law should be revised so as to reduce the time lag between the date a work permit is issued and the date a duplicate of the work permit is received by the Bureau of Labor. Reduction of this time lag would make possible a more efficient enforcement of the Child Labor Laws.
5. The Child Labor Law should be revised so as to include provisions which would appropriately cover minors working in agriculture.

Vocational Education and Employment

In a discussion of vocational education and the employment of youth, it would seem wise to consider what vocational education proports to do and its position in general education. Vocational education is defined² as -- "education designed to develop skills, abilities, understandings, attitudes, work habits and appreciations, encompassing knowledge and information needed by workers to enter and make progress in employment on a useful and productive basis. It is an integral part of the total education program and contributes toward the development of good citizens by developing their physical, social, civic, cultural, and economic competencies."

To evaluate the Iowa program of vocational education and the employment of youth, it seems logical to divide the group into four groups.

Group I

Those young people who did not enter and those who dropped out of high school before graduation. In a study by the Registrars of the three public colleges in 1955³, they found that 71% of the births from which the enrollments were drawn were enrolled in high school. In another study at the University of Iowa in 1958⁴, conducted by Dr. L. A. Van Dyke and Dr. K. B. Hoyt, they found that 20% of the students graduating from the 8th grade do not graduate from high school. From these figures it would be safe to assume that 25% to 30% of the age group do not graduate from high school.

Group II

Those young people who graduate from high school but do not enter college. In the study by the Registrars of the three state schools in 1955, they estimated that by 1970, 30% of the age group would enter college. Since 25% to 30% do not finish high school and 30% enter college, we can assume that 40% to 45% of the age group finish high school and do not enter college.

Group III

Those young people who entered college but did not graduate. Many sources indicate that approximately 45% to 55% of students entering college do not graduate. This could be another 15% to 20% of the age group. The rest would graduate from college.

²Definitions of Terms in Vocational and Practical Arts Education. American Vocational Association Bulletin, 1954, Page 27.

³Iowa Colleges 1955-1970 Enrollment Trends

⁴The Drop-Out Problem in Iowa High Schools

Group IV

Those who graduate from college. 15% to 20% of the age group

Summary of the Four Groups

Group I	25%-30% of Age Group
Group II	40%-45% of Age Group
Group III	15%-20% of Age Group
Group IV	15%-20% of Age Group

What is Iowa Doing for the Various Groups?

Group I -- 25-30% of age group. Those who did not enter or finish high school

Very little is being done. Dr. Arthur of Iowa State University⁵ quotes an Iowa Employment Service official as saying, "A high school graduate or high school dropout, who has taken general high school subjects, is about the worst drug on the labor market." He states, "The implications for juvenile delinquency here are unmistakable." He also states, "Many industries that formerly hired 16-18 year olds now have a minimum of 19-20."

Iowa high school vocational programs have nothing to offer this group except the possibility of their entering an apprenticeship or adult evening program. Several communities maintain what is called a continuation school until the student reaches age 16.

Group II -- 40-45% of age group. Those who finished high school but did not enter college

This group is better served in that a goodly share of their time is spent in formal education. Various types of vocational programs are offered. The offerings fall into those programs that are federally reimbursed (sometimes called Smith-Hughes vocational programs) and those that are not federally reimbursed. In the first group, supervised by the Board for Vocational Education, are found agriculture, homemaking, trade and industrial education, distributive education, practical nurse education, and technical education. In 1957-1958, with a high school enrollment of 134,000 students, 315 high schools out of 694 had at least one program and served 28,469 students.

Agriculture	11,332
Homemaking	15,205
Trade & Industry	1,565
Distributive	367
	<hr/>
	28,469

Most Iowa high schools offer work in at least one of the following areas: business education, industrial arts, general agriculture and homemaking. In the small high schools with an enrollment of less than 100, the programs are very narrow. In the larger high schools many excellent programs are available. No enrollment figures are available, but it would probably nearly equal the federally reimbursed program. If it did, Iowa would be serving in some manner about 60,000 high school students out of 134,000 students.

⁵Unpublished paper, Agricultural Adjustment Center, Iowa State University

Group III -- 15-20% of age group. Those who entered but did not finish their college program

Again, very little is available for these young people in publicly-supported programs. They might enter an apprenticeship program, young farmer, or adult education program. No systematic program is available for the group.

Group IV -- 15-20% of age group. Those who graduate from college

(This group is outside of this Committee's program)

Iowa's Vocational Needs

I. A systematic program for those young people who did not enter and those who did not graduate from high school. The program should include a comprehensive counseling and testing service to help the young person to find his place in society. It would find many that could be placed in already existing high school programs.

II. The high school program should be broadened so that the student has the privilege of exploring several areas in his junior high school program and then to specialize during his high school program. He should be aided in his choices by a comprehensive testing and counseling program.

III. A state-wide program should be developed to realize the above need. The program requires larger administrative units to offer a broad program in many vocational areas.

IV. A state-wide program in technical education should be developed at the post high school level. This is a rapidly expanding area and at present no public-supported program is available.

Apprenticeship

Apprenticeship is training for those occupations commonly known as skilled crafts that require a wide and diverse range of skills and knowledge, as well as maturity and independence of judgment. Apprenticeship is a business-like system of training in which the young worker entering industry is given thorough instruction and experience, both on and off the job, in all the practical and theoretical aspects of the work in a skilled trade. As the apprentice progresses in his training, he acquires new skills and masters the application of those already learned. This enables him to be productive during his entire period of apprenticeship, and when properly supervised, the apprentice pays his way in production and becomes an increasingly valuable man as he progresses in his training and knowledge.

Apprenticeship in Iowa is based on voluntary cooperation between labor and management combined with the promotional effort of both State and Federal Governments and is an integral part of the National Apprenticeship System. The official state agency is the Iowa Apprenticeship Council, the Council Secretary is the Commissioner of Labor of the State of Iowa who serves in an ex officio capacity. Official Consultants to the Apprenticeship Council are the State Supervisor for the Bureau of Apprenticeship and Training, U. S. Department of Labor, and the State Supervisor for T. & I. Department of Vocational Education, State Department of Public Instruction.

Labor-management cooperation is the key to success in apprenticeship and the degree of such cooperation varies in apprenticeship according to the wishes of those concerned. Joint Apprenticeship Committees equally representative of management and labor have proven effective and are established throughout the state. Since Iowa is not a heavily industrialized state, these committees are predominant in the building trades, serving such crafts as Carpenter, Bricklayer, Electrician, Plumber and Fitter, Plasterers, Cement Finishers, Painters, Sheet Metal Workers, Lathers, Iron Workers, Tile Setters and Floor Coverers.

Recent reports indicate that Iowa stands above the national average at this time in apprenticeship registrations in the building trades. The next largest group falls in the manufacturing field supporting training in such crafts as Tool & Die Maker, Machinist and general factory and maintenance Mechanics.

Lack of interest in training in the service trades, such as the Repairman or Maintenance Mechanic, has caused a weakness in that area of our industry in so far as the highly skilled craftsman is concerned. However, it appears that technical advances in industry may be having an effect on these trades since more and more inquiries are coming in regarding the establishment of formal training systems.

Today we have between 1600 and 1700 registered apprentices on file with the Council. It is estimated that between 400 and 500 people are serving an apprenticeship without the benefits of formal training or registration.

In Iowa there are 169 labor-management committees jointly sponsoring apprenticeship for youth. Field work for this activity in Iowa is carried on by the U. S. Department of Labor, Bureau of Apprenticeship and Training. This agency works with the Iowa Apprenticeship Council, Industry, and Government agencies in the state to develop the organization machinery for training programs and apprenticeship systems and is especially interested in the conditions under which the apprentice is employed. This agency is also interested in the development of formal training programs through which individuals who are already gainfully employed as journeymen can improve their skills.

Supplemental training for apprenticeship commonly referred to as related instruction is generally provided through the cooperative efforts of the local apprenticeship committees and the Department of Vocational Education and the local school administrators. Related class instructor salaries may be reimbursed up to 50% from Federal funds. These funds are handled through the Department of Vocational Education in the State. Some organizations, however, provide related instruction through correspondence courses or on an industry shop classroom basis. Apprenticeships in the state are limited to acceptable training facilities. One of the greatest weaknesses is the lack of participation on the part of employers who have qualified training facilities.

Qualifications for entrance into apprenticeship are becoming more and more rigid. Scientific and technological advances have created a demand for individuals with a more-than-ordinary ability to work with their hands as well as with their head. A complete high school education is of great importance with emphasis on mathematics, sciences, mechanical and architectural drawing, etc. These subjects are given a practical application in related instruction so the apprentice will learn to apply this training during his everyday training on the job.

Handicapped Youth

The Division of Vocational Rehabilitation in Iowa has been servicing an increasing number of handicapped between the ages of 16 and 20 during the last decade. It is hard to arrive at an accurate figure of those serviced because many of the clients in this age group are in long-term training programs requiring as much as 5 years for completion. It is also important to note that clients under 16 years of age are not accepted for services. As of June 30, 1959, there were 2,212 cases in active status of all ages, and of these 858 fell in the 16 to 20 age group.

Let us look at the handicapped in all age groups before dealing specifically with those in the 16 to 20 age area. There are approximately 18,000 disabled persons in Iowa, and approximately 4,000 newly disabled each year who are in need of Division of Vocational Rehabilitation services. Presently, the Division of Vocational Rehabilitation is working with over 2,200 and approximately 1,600 are awaiting services. It is well to assume that 25% of this number fall in the 16 to 20 age group. In this age group from 1950 through 1958-1959 fiscal year the Division of Vocational Rehabilitation has rehabilitated approximately 2,500 in this age group. During the same period the Division of Vocational Rehabilitation has worked with 9,500 clients between the ages of 16 and 20. The number served annually has varied between 858 and 1319 clients.

The services rendered the handicapped in Iowa are as follows: Diagnosis, Counselling, Physical Restoration, Training and Placement. Approximately 3 out of 5 in this age group are recipients of training in trade schools, colleges and universities, or are provided on-the-job training.

The services provided by the Division of Vocational Rehabilitation have expanded greatly during the past decade. There is more emphasis being given the mentally retarded, the mentally ill, and the older person. The mentally retarded served during this period have increased from 2% to 6.2% of the total rehabilitated. During this 10 year period, those with mental disabilities have increased from 6.4% to 32.6%. These figures are for those rehabilitated in all age groups. The emphasis on the mentally retarded has increased to the point that more than 25% of all our clients are in the 16 to 20 age group. The emphasis on the mentally retarded is increasing the number served, especially through schools and institutions.

In Iowa Vocational Rehabilitation counselors have been assigned to institutions for the mentally retarded and mentally ill. The next decade should be one of expanded services through increased personnel and facilities for this group.

Public Employment Services

The Iowa Employment Security Commission has made many contributions to the employment of youth through services offered either directly by the State Employment service or in cooperation with other public agencies.

Occupational Index Survey

The 1950 White House Conference on Children and Youth determined that there is a need for community occupational surveys. If young people are to effectively plan an occupation, they must have accurate information about the types of jobs that are available to beginners. An occupational survey should not only give a picture of the jobs for new entrants, but should also show how the people of the community make a living.

Since 1950, three major Occupational Index surveys have been made in Iowa cities by the Iowa Employment Security Commission with the cooperation of the State Department of Public Instruction. The surveys were conducted in Des Moines, Dubuque, and Waterloo. In each city the project was conducted through the cooperation of the local Chambers of Commerce and Industrial Development Commissions.

The information contained in these surveys was designed to provide information that would:

1. Furnish employers with local labor market information to assist with their recruiting problems.
2. Show the occupational patterns of the area.
3. Assist the school occupational guidance program in developing these skills most needed in the area.
4. Promote good school-industry relationships.
5. Discover occupational opportunities for beginning workers in the area.
6. Furnish occupational information to the industrial development commissions and new industry for assessing available skills in the area.
7. Supply employment counselors with current labor market information.

Generally the surveys indicated that youth are being employed in entry jobs of wide variance. Some of the entry occupations open to youth are: office clerk, stenographer, office machine operator, metal and woodworking machine operators, auto mechanic trainee, building trades learner, welder, and draftsman (training is given in some high schools to qualify youth for entry into these fields).

The survey in general indicated that summer job seekers in the over 18 age group can be placed without much difficulty, but that there are not sufficient jobs available to satisfy the demand for employment by youth under 18 years of age. It was also noted that there is more summer employment available to boys than to girls. It was indicated generally that girls 18 or over are able to get permanent jobs more easily than boys.

Generally no known new channels of work were opened to youth and employers have not initiated any new types of youth employment experience programs.

One of the most significant problems pin-pointed by the surveys is the misunderstanding and lack of knowledge professed by employers concerning minimum age which youth can be employed. They have expressed reluctance to hire those under 18 for fear of violating existing labor laws.

As a result of the survey in Dubuque, a committee has been selected from local industry, merchants, education, and community services in an attempt to work with the local school systems to provide training for available entry occupations shown by the survey.

Cooperative School Program

Helping young people to make the transition from school to work is a community responsibility involving the services of both public and private agencies. However, because of the scope of service needed and the necessity for continuity in services to meet the needs of all young people, including drop-outs and graduates, the major responsibility for such services rests upon the public agencies.

The public agencies primarily responsible for providing such guidance and placement services are the schools and the public employment offices. Schools begin preparation for employment at the time a child enters school and continue their assistance in meeting educational needs throughout the lifetime of the individual.

Since 1951, most State Employment Services have had formal arrangements with secondary schools for the testing, counseling, and placement of high school graduates who are entering the labor market upon graduation. In the 1958-1959 school year the Iowa State Employment Service gave 8,700 aptitude tests to senior high school students. They also conducted a total of 13,000 employment counseling interviews. Through June 1959, 800 permanent jobs were found for these young people.

The best school program conducted by the Employment Service offices in Iowa have included these features:

1. Group discussions with seniors about services available through the Employment Service, occupational outlook, current labor market information and how to choose a vocation.
2. Distribution in schools of occupational and other guidance materials.
3. Employment Service aptitude tests at the schools for those without vocational plans who are to seek employment after graduation and proficiency tests for those with training needing only placement service.
4. Vocational planning interviews by Employment Service counselors in the school.
5. Individual and group solicitation.
6. Job promotion and placement in part-time work while in school and in full-time work after graduation.
7. Referral for additional training and education when pertinent to the youth's vocational plans.
8. Follow-up to determine adjustment to the job.
9. Summer job development and placement, in cooperation with other community groups.
10. Special procedures for counseling and placement of school drop-outs.

The Employment Service's function in helping young people to make the transition from school to work is restricted by staff limitations and geographical distribution of offices. The need for employment counseling is great and the number of students needing the service is becoming greater.

Service to School Drop-Outs

Iowa has a 15% drop-out rate in its high schools. This percentage of drop-out is below the national average, but is still high when we consider all the numbers who drop out before reaching high school.

Cooperative arrangements have been made between the Employment Service offices and local schools through Iowa to assist school drop-outs with employment counseling placement, and other needed employment services. Such arrangements may include:

1. Referring drop-outs with an introduction card to employment service counselors.
2. Acquainting drop-outs, who should continue in school, with the advantages of completing school and describing jobs open to graduates as compared with those to non-graduates.
3. Requesting monthly lists of drop-outs from the schools. Call-in cards asking the addressee to register for employment, if unemployed, may be mailed by the Employment Service to drop-outs.
4. Soliciting employers on behalf of the drop-outs when the local office has no suitable jobs to which it can make referrals.

Summer Youth Work Programs

Some type of a summer work program for youth ages 14-19 is conducted in each of the 35 Employment Service offices in Iowa. Many local offices in cooperation with social, business, professional, and religious organizations, work for several months prior to the close of a school year lining up available job opportunities in their community.

In Iowa, there are thousands of young people hired as seasonal workers during the growing and harvesting season. In day-haul programs, which are becoming increasingly popular with teen-agers, the local employment office recruits workers, arranges a place of assembly and daily transportation to and from farm jobs in vehicles supplied by farm employers.

Community Participation

One of the interesting developments in the field of youth employment during this decade was the participation of civic organizations in the promotion of opportunities for young people to have good work experience during the summer months.

It began about 1951 by the Iowa City Women's Club adopting a project to secure summer jobs suitable for boys and girls.

The Iowa Employment Security Commission was so well impressed with the merits of this project that a pamphlet was issued setting forth this plan which was widely distributed throughout Iowa.

There is no available record of how many cities or communities did undertake the project, although it is known that several did. In 1953 it was undertaken by the Des Moines Federation of Women's Clubs and continued three years until jobs became less plentiful and it seemed wiser to leave the employment field for adults.

The advice and cooperation of the school administration, the city police, the state and city Employment Service, labor unions, the Junior Chamber of Commerce and other civic groups was secured before the project was undertaken in this city.

To show what such an effort can accomplish for a community, the following quotes from a 1955 report from the Iowa Employment Security Commission indicates that in Des Moines 100 teen-agers were placed in non-agricultural jobs, 1620 hired in the corn detasseling program and 135 placed in temporary jobs at the Iowa State Fair.

For the Des Moines project a leaflet was prepared, "Your Chance to Work" and dedicated to the boys and girls who wished to work during the summer vacation.

It set forth the Iowa Child Labor Laws by ages, occupations, and hours; explained the need for Work Permits; the penalties for violations, and gave suggestions for those seeking jobs. There were 20,000 of these leaflets printed and distributed, many in answer to requests from other communities.

Another leaflet was prepared and distributed to business firms by the Junior Chamber of Commerce, "Youth Wants to Work - Give Them a Chance."

Helping Rural Youth Choose Careers

In order to utilize fully the potential skills of the work force, it has become necessary for the public Employment Service to give more service to rural and small-town graduates as well as to those in urban centers. Increasingly, outlying schools are requesting the testing and employment counseling services of the Employment Service.

The Iowa economy, like that of the nation as a whole, has been growing, developing, changing. Fewer people are employed in farming and more in non-farm occupations. In Iowa, the number of farms has been declining; the average farm size has been increasing. Farm employment has been falling.

The Department of Agriculture estimates that over 65 percent of rural youth leave farms to get work. This figure is representative of conditions in Iowa.

A Rural Youth Demonstration Project was begun early in 1958 by the Employment Service in Iowa. The project will run for a period of 3 years. Two different economic areas were chosen for the project. One is a very highly industrialized metropolitan area with good diversification of industry. It is surrounded by very rich farm lands. The other area is entirely rural with almost no manufacturing. The farm lands are poor and much less productive.

Labor market research has begun to determine among other things migration patterns of former students in these areas. We also need to determine community facilities available for training and how they are used. What are the existing programs of guidance and occupational information? What methods of orientation are being used? How is labor market information disseminated? How much labor market information is available? It is hoped that many of these questions, as well as others, can be answered.

After observing and gathering basic information, it will then be necessary to determine what services are needed, and ways and means of developing and extending these services, to help the young people make the transition from school to work.

We may become involved in any or all of the following areas:

1. Development of orientation material and methods of presentation.
2. Group guidance.
3. Methods of coordinating the Employment Service with existing community services in rural areas. This would include the Extension Service, Farm Bureau, and the Grange.
4. Development of new or adaptation of present Employment Service procedures to fit the needs of rural youth.
5. Development of methods to make the best possible utilization of occupational information.
6. Development of methods to make the best possible use of labor market information.
7. Assisting communities to provide necessary facilities to meet training needs.
8. Development of placement methods and individual job development methods.

The final phase of the entire project will be a follow-up study to determine our effectiveness in meeting the needs of rural youth in the two extremely different areas.

Community Programs

YWCA

A questionnaire circulated to the community YWCAs in Iowa shows that in the past few years these Associations have been trying to meet the changing employment needs of girls and young women.

One of the most common opportunities for employment of girls today is that of baby-sitting. Because of the concern for the health and welfare of the baby-sitters as for the "baby", courses have been offered by all eleven community YWCAs replying to the questionnaire. The outline of a course developed nationally has been used in many communities, the girls usually completing the course by taking an examination. Names of the girls passing the course are put on a list, not as approved baby-sitters, but as ones who have completed the course.

The 15 courses reported were offered to girls age 12 and over; usually most of the enrollees were junior high with some senior high girls participating. The numbers attending any one course ranged from 6 to 103, the average number being 44. It is interesting to note that the largest attendance is reported in the communities under 20,000. While all but 4 of these were open to boys, no boys were enrolled. Each course lasted from 5 to 12 hours, the median being 8 hours. These courses are frequently repeated every year or every other year in the smaller communities.

As a means to helping the girls secure employment, the YWCA usually kept the list of those completing the course on file, available to interested parents. One community gave the list to the Youth Employment Service; two smaller communities published the names in the newspapers so that mothers could keep the list for reference.

For girls over 14 years of age, the YWCA summer and day camps offer an opportunity for both training and employment. In some Associations a training period during the school year is provided for the high school girls who serve as junior counselors at the summer camp. For this they receive board and room. Their training and experience in working with younger girls in a living situation helps the junior counselor in her own maturity and in understanding how to work with girls.

College girls are frequently employed as senior counselors at the summer camp. They are given a week's training prior to the opening of camp and receive a small salary.

The day camps and summer recreation programs maintained by some YWCAs in Iowa give opportunities to more girls for experience in working with persons and instructing small groups. While most of this is volunteer, it helps the girls gain experience and know whether they are interested in this kind of vocation.

A question concerning the group programs on employment in the Association revealed a program for high school girls on "behavior in an office". In another YWCA is found a club for girls employed locally who are on probation in the city from a state school. Some of the clubs for young working girls devote part of their programs to understanding their relationships in their jobs and the opportunities that lie ahead for employed girls. A dinner for their employers has been a valuable technique. These programs are determined by the girls themselves and thus vary from club to club.

Actual experience in jobs is offered through some YWCA offices, where girls either volunteer regular hours or are employed regularly for part-time clerical work. One Association has had "co-op" students from the high school working in its office.

Most Associations cooperate with the local employment services. In addition in one city the YWCA helps provide a part-time secretary and office space for a "Youth Employment Service" where jobs for young people are listed.

Opportunities for counseling girls who come in from other communities and are seeking employment or have found work are provided through the on-going program activities and through the YWCA residence. The more usual practice is for the girl to secure a job and then come to the YWCA for a room, but counseling often is helpful after a girl has a job.

In summary it can be said that the YWCAs have made a significant contribution to training young girls who otherwise would be left on their own in baby-sitting jobs. Through day and summer camps they give a limited number of girls some training and employment. Office experience might be more generally provided, both during the school year and the summer.

Basically, the YWCA's program is geared to helping provide opportunities for wholesome growth, leadership and leisure time activity. These help indirectly in a girl's employment and outlook on the job.

The YWCA staffs' contacts with the girls open the way for counseling individually and in groups and for referral to employment services. In most Associations, the limited number of staff restrict the amount of counseling and group planning that could be done in the area of employment for youth.

Work Opportunities and Training For Boys

Preparing Boys to be Self-Sufficient

Statistics in Iowa reveal that among 532,000 children 5 to 14 years of age, fewer than 1% are in need of institutional or visiting care because of mental or physical deficiency. The remaining 99.0275% have the chance to become self-sufficient.

This portion of the Iowa Report will deal with the opportunity of boys who have the capacity, perhaps 250,000 in number, to achieve the goals of the 1960 White House Conference, namely, to "realize their full potential for creative life in freedom and dignity." More specifically, these chapters deal with the aspects of attitude and preparation of the boys to earn a livelihood for a family and discharge responsibilities of citizenship in an economic sense.

Boys become eager to earn money for themselves, thus to learn how and prove themselves, at ages 11 to 14. Authorities tend to agree upon the importance of opening opportunity at this propitious time and warn against the danger of retarding or stifling the emerging ambition. It appears, therefore, an urgent need that suitable, safe, and developmental work opportunities be provided, with appropriate introduction to the work and attention to the learning factors.

What is the Work Opportunity Situation in Iowa

Comprehensive statistics on jobs for boys are lacking. Spot checks in major Iowa cities bring opinions of such qualified observers as secretaries of the Chambers of Commerce and of YMCA's with respect to availability of jobs, as follows:

For boys aged 11 to 16 in summer	12% to 60% get jobs
Same ages odd hours during school year	10% to 75% get jobs
Over 16 years in summer	35% to 90% get jobs
Same ages odd hours during school year	20% to 85% get jobs

There is general agreement among these observers that more needs to be done on an organized basis to provide jobs which are suitable and to let prospective employers know what kinds of work are permissible legally at different age levels.

These are some of their comments:

- From Waterloo, Iowa, - "Organized effort needed to help boys get jobs-- must be legitimate at fair wages so boy gets proper ideas about work. Boys should be taught to work. Many boys enter labor markets not knowing how to work, consequently employers are disgusted and boys frustrated. Training them to work while young would save them much time and unhappiness. They must learn that their work reputation is based on good work."
- From Burlington, Iowa, - "It would be fine for every boy to have a job. Some need it more than others."
- From Mason City, Iowa, - "Planned program to help boys get jobs is very important to the youth."
- From Cedar Rapids, Iowa, - "Give young people something to do. Idleness gives them too much time to get into trouble."
- From Davenport, Iowa, - "Need information from state on what jobs can be approved. Most information is negative."
- From Dubuque, Iowa, - "Organized effort needed to help boys who are school drop-outs get jobs and be accepted in industry. Clarification of labor laws--state and federal--would be helpful to employers."
- From Clinton, Iowa, - "This probably is one of the most neglected areas in our society--the problem of keeping boys busy and enabling them to earn money as needed. It must be separate from adult employment offices."

Kinds of Jobs Reported To Be Available

The following job categories are not divided as to desirable age levels:

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| Paper routes | Weeders |
| Stocking shelves | Haying hands |
| Carry-out boys | Berry picking |
| Mowing lawns | Pea vining |
| Camp staffs | Farm tractor work |
| Filling stations | Concession attendants |
| Caddies | |

Training Programs

There is, of course, some necessary training in the introduction of a boy to any kind of work. Special pre-service and in-service training programs mentioned by correspondents were:

For YMCA camp staffs -- a training course in life-saving, first-aid, camp craft, hygiene, and other camp leadership responsibilities.

Newspaper carriers -- careful advance training is given boys on rendering of service, making collections, keeping records, how to conduct themselves in dealing with adults and how to sell their papers. This program of training continues in-service, including guidance in saving money, building up their business and the importance of furnishing good representation for the newspaper.

Junior Achievement Program

The purpose of a Junior Achievement business enterprise is to help high school age youth make and sell something. Its principal values are to enable youth to learn the problems and practices of conducting a business.

Sometimes very popular items are developed by these Junior Achievement enterprises. In Des Moines one such item was a dust cloth. This produced fair earnings for the participants although the pay is usually no more than 25¢ per hour.

There are Junior Achievement Programs in five Iowa cities, Fort Dodge, Fort Madison, Mason City, Davenport, and Des Moines. Only the latter two have had more than three Junior Achievement groups.

High School students mainly at the sophomore and junior levels, apply for placement in a Junior Achievement group. Industries agree to furnish counsel on three phases of a business operation, (1) accounting, which included office procedures and management, (2) production, often under the guidance of a trained engineer, and (3) sales.

Inquiries made in developing this report did not bring to light any evidence of exploitation of youth, or evidence of any significant number of cases of illegal or undesirable employment. On the other hand, the emphasis is on finding ways to provide suitable work, suitable earning and learning opportunities. Those contributing to the report recommend that there be much more done in this area.

Summary

It is recommended that:

1. A study be made of the present child labor laws with the purpose of bringing them up-to-date.
2. Renewed efforts should be made to locate and develop work opportunities for the youth of Iowa.
3. Guidance services in our schools should be expanded to assist our youth with problems of educational and vocational choice, training and placement.
4. The work of the Iowa Employment Security Commission and the schools should be coordinated so as to bring maximum benefits to youth who seek to prepare for and enter the labor force.
5. Opportunities for appropriate vocational education should be expanded for both in-school and out-of-school youth.
6. Handicapped youth be made aware of the vocational opportunities through services provided by the Rehabilitation Division of the State Board for Vocational Education.
7. Continued emphasis be placed upon community programs for the development of worthwhile activities for both in-school and out-of-school youth.