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ABSTRACT
CHAPTER 1

INTRODUCTION

There has been an interest in job placement in the schools for the past eighty years. As the agrarian society changed to an industrialized one the family's influence over the transition from school to work function diminished, and other groups began to assume some responsibility for the transition from school to work. Some of the earliest attempts by educators to help students in the transition were due to the efforts of George Merrill and Eli Weaver. George Merrill, beginning in 1895, helped students at the California School of Mechanic Arts choose a vocation, prepare for the trade and enter the trade. Eli Weaver, principal of the Boys' School in Brooklyn, New York, in 1904 organized a committee to assist him in placing the students in part-time jobs (Brewer, 1942).

Settlement houses that were formed to help alleviate social conditions resulting from industrialization became swamped with "job getting" concerns. However, job placement in the sense of placing the person on the job wasn't enough; the youth needed more training in job skills and vocational planning. Settlements such as the Hull House Labor Museum and vocational bureaus attempted to provide, directly and indirectly, these additional skills (Woods and Kennedy, 1922). The main impetus to the transition from school to work idea came with the advent of the Boston Vocational Bureau and Frank Parsons. Parsons (1909) noted:
We guide our boys and girls to some extent through school, then drop them into this complex world to sink or swim as the case may be. Yet there is no part of life where the need for guidance is more emphatic than in the transition from school to work. (p. 4)

Parsons emphasized that vocational planning was the main purpose of the Vocational Bureau with placement as a secondary function or outcome. In his only report to the Vocational Bureau in 1908, Parsons stressed that the work of the Bureau should become a part of the public school system in every community (Brewer, 1942).

In 1912, civic groups in Roxbury, Massachusetts organized a placement bureau and the Boston school system allowed the group the use of school records and facilities. In 1914 the Placement Bureau of Roxbury was taken over by the Boston Schools as a part of the Department of Vocational Guidance (Brewer, 1942). This is the first recorded attempt of the public schools to include student job placement as an organized part of vocational guidance and as a part of the total educational program.

References to placement in the public schools became more numerous around the 1920's. Schools in Minneapolis provided placement services in 1914 (McAlnon, 1924). The school district of the City of New York had a centralized high school placement service in 1921 (Smith, 1924). The National Vocational Guidance Association issued a statement of support for placement as a component of vocational guidance in 1924. Some college textbooks began including sections on placement by the 1930's. And more recently, the inclusion of placement as a topic in the 1974 American Vocational Association Yearbook was explicit evidence of
the importance of placement in the philosophy of vocational education (Smith, 1974).

In addition to the schools, other state and federal agencies have included placement as an integral part of their activities. Since the passage of the Wagner-Peyser Act in 1933, the U.S. Employment Service has cooperated with some schools and colleges in the area of job placement functions. College placement services began around 1910. Placement has usually been a priority item of colleges in establishing any student personnel service (McDaniels, 1976).

Historians do not agree on the role of placement or the overall purpose of vocational guidance. According to Cubberley (1947) and Brewer (1942), placement was of secondary importance to career decisions in the vocational guidance process. Barlow (1974) assigned a priority position to placement as a part of vocational education. He noted that in theory vocational guidance should benefit all students. These "traditional historians" labeled vocational guidance as student centered.

On the other hand, radical/social revisionists Violas (1978), Karier (1973) and Spring (1976) viewed placement as the culmination of the process whereby schools prepared students for their appropriate niches in industry. According to these revisionists, the manpower needs of corporate industry were the main concerns of the vocational guidance movement.

1960-1982

Social upheaval, social reform, the high rate of unemployment of youth and unprecedented technological developments dominated the sixties
and early seventies. Legislators were urged to provide legislation that would deal with the problems resulting from the social and technological changes. Educators too were challenged to provide education that was relevant to the times and to assist all students in the transition from school to the world of work.

The federal government directed efforts toward solving the problems of unemployment by providing additional training and skill development programs for the economically disadvantaged, unemployed, and underemployed through the passage of the Manpower Development and Training Act of 1962 (P.L. 87-415). The MDTA programs gave way to the Comprehensive Employment and Training Act of 1973 (P.L. 93-203). CETA provided youth programs, work experience, classroom training, and on the job training. The Youth Employment and Demonstration Project Act of 1977 (P.L. 95-93) was designed to help alleviate the high unemployment rate of disadvantaged youth.

In 1961 President Kennedy recommended the formation of a Panel of Consultants on Vocational Education to review the current vocational programs in the schools partly in response to the technological advances resulting from interest in the space program and partly in response to the number of students leaving school (both dropouts and graduates) without job skills (Rozwenc and Bender, 1978). The recommendations of the Panel were incorporated into the Vocational Education Act of 1963 (P. L. 88-210). This act stressed the development of new skills, the upgrading of old skills, and provided assistance in the construction of separate vocational schools and work study programs.
In 1968 Congress passed the benchmark legislation for job placement, the Vocational Education Amendments of 1968. Emphasis was placed on career education, career counseling, guidance, and placement. This legislation specifically addressed the issue of youth unemployment and the need for schools to assist the non-college bound students in the transition from school to work. The 1968 Amendments, Section 142d (Pt. D), provided new ways to deal with the high levels of youth unemployment by authorizing federal grants for state administered exemplary student job placement projects and other exemplary activities.

Virginia's response to the Vocational Education Amendments of 1968 was the establishment of 11 exemplary job placement projects in the following locations: Carroll County High School, Hillsville; W. T. Woodson High School, Fairfax; Maury High School, Norfolk; George Wythe High School, Richmond; William Fleming High School, Roanoke; T. C. Williams High School, Alexandria; Hampton High School, Hampton; Harrisonburg/Rockingham School Divisions, Harrisonburg; E. C. Glass High School, Lynchburg; and Washington-Lee High School, Arlington (State Department of Education Files, Research Coordinating Unit, 1973-78). Six projects began in 1973; three in 1974 and two in 1975. The projects were funded on a diminishing basis for a period of three years. The Virginia Division of Vocational Education promoted the exemplary projects "to demonstrate the feasibility of schools assuming responsibility for the placement of secondary students at every exit level" (Jewell, 1976, p. 120) and to establish a comprehensive service for all students. These job placement projects directed mainly by vocational
educators were the first organized comprehensive job placement services in public schools in the Commonwealth of Virginia.

In 1975 the Virginia General Assembly enacted legislation, Senate Bill 647, mandating employment counseling and placement services in all public schools by September 1, 1976 thus complicating further funding for exemplary job placement projects under the 1968 amendments. The State Department of Education assigned the placement responsibility to guidance counselors in the schools.

This study will attempt an in-depth investigation of the eleven exemplary job placement projects in order to provide a comprehensive description of the events that led to the development of the projects, their accomplishments and current status.

Purpose of the Study

The purposes of this investigation are: (1) to determine the events that gave rise to the exemplary job placement projects in Virginia; (2) to review the development and accomplishments of the 11 exemplary job placement projects in the secondary schools of Virginia; (3) to establish the current status of the 11 projects; and (4) to synthesize and interpret the findings under 1, 2, and 3 above in order to describe and document the development of the exemplary job placement projects in Virginia's secondary schools from 1968-1982.

In an attempt to fill the gap in the literature and to prepare a single accumulation of materials on the exemplary job placement projects, the following research questions will be investigated:
(1) What events led to the development of the exemplary job placement projects?

(2) What was the organizational process in the development of the exemplary projects in Virginia's secondary schools?

(3) Which of the project objectives were most difficult to accomplish?
   a. Were dropouts assisted in finding jobs or continuing their education?
   b. Was assistance provided in the placement of high school graduates?
   c. Was assistance provided in the placement of students who wanted part-time work?
   d. Were provisions made to assist students to advance in positions?
   e. What was the nature of the working relationship with the coordinators of cooperative education programs in the placement of students?
   f. What was the nature of the working relationship with guidance personnel in their efforts to assist students with education for employment?
   g. Were students at every level advised about continuing education opportunities?
   h. Were provisions made for pre-placement training for students seeking employment?

4. What is the current status of the exemplary job placement projects?
a. What decisions were made about the projects at the end of the three year funding period?

b. Do the projects currently exist in schools in the exemplary project area as placement projects? or as modified projects?

c. What is the nature of the organization of the current projects or modified projects?

d. Do the projects exist in a cooperative way with other agencies?

e. Have the projects been taken over by other agencies?

f. Do the job placement projects still exist?

Significance of the Study

An investigation of the literature and the Educational Resources Information Center (ERIC) revealed very little about any aspect of the exemplary job placement projects in Virginia. There are annual and final reports of the 11 projects on file at the State Department of Education, Research Coordinating Unit in Richmond, Virginia; however only two of the 11 project reports are available through the ERIC system. A search of the Comprehensive Dissertation Indexes, 1950-1982, revealed 14 dissertations on the topic of job placement in secondary schools and none of those dealt with job placement in Virginia's secondary schools. No single accumulation of materials on the Virginia exemplary job placement projects exists.
The placement projects, initiated through federal legislation, were the first organized efforts to provide comprehensive placement services to students in Virginia's public schools. More importantly, they were the first attempt to provide models for placement services across the state of Virginia.

Ultimately work is a goal for most students. With the inception of the Vocational Education Amendments of 1968 increased emphasis was placed on job placement services in the schools of Virginia. Venn (1964) described the work role as the most important status conferring role in American society and even more important to youth since it marks the rite of passage into adult society. According to Bryant (1972):

> We never escape the shadow of work; it is one of our most pervasive and significant activities. Through work we derive sustenance and effect survival. (p. xviii)

The proposed study will add information to the presently limited knowledge available on: (1) the events that led to the projects; (2) the development of the projects; (3) the accomplishment of the project objectives; and (4) the current status of the projects. Since these projects were "pioneering efforts" in school based placement services in Virginia's public schools, this study could provide guidelines for future developments in job placement and job development, call attention to and strengthen existing programs, and/or initiate an evaluation of existing programs.
Definition of Terms

Job Placement -- A set of services that provide to high school students systematic assistance in locating, obtaining and maintaining employment. A comprehensive program consists of needs assessment, job development, student development, placement and follow-up (McDaniels, 1976).

Employment counseling -- "Individual or group assistance which will enable students to develop and demonstrate successful job seeking and job holding skills" (State Department of Education, Guidance Services, 1976, p. 3).

Vocational guidance -- The process of providing assistance in regard to choosing an occupation, preparing for an occupation and entering an occupation.

Career education -- Education that attempts to prepare young people leaving the school to enter additional educational programs or employment.

Preemployment training -- Training in employability skills - completing applications, writing resumes, developing interview skills - to facilitate getting a job.

Cooperative education coordinators -- Certified persons responsible for coordinating vocational instruction and paid on-the-job training through part-time employment.

Advisory committee -- A group of persons, some of which are outside the school, selected for the purpose of offering advice to the school regarding the vocational program.
World of work -- Gainful employment that includes all occupations defined within the Dictionary of Occupational Titles.

Exemplary job placement projects -- Innovative projects operated in school systems and funded by the U.S. Office of Education under Part D of the 1968 Vocational Education Act. These projects were exemplary since they attempted to translate research into practice and demonstrate new methods of education (National Association for Industry Corporation, 1977).

Job development -- "A process by which a counselor or other school person contacts employees to encourage them to list job openings with the school" (State Department of Education, Guidance Services, 1976, p. 3).

Limitations of the Study

In this study the researcher has collected data from observations and experiences of others and used inference and logical analysis for filling in details. Therefore, it was susceptible to researcher bias. Also, since the researcher of this investigation had been a counselor in one of the exemplary job placement projects from 1977-1982, it was recognized that some bias might enter into the study. A conscious effort was made to avoid researcher bias by avoiding leading interview questions, ambiguous questions, and questions loaded with socially desirable outcomes.

Some of the exemplary job placement projects began in 1973 and ended in 1976, so details of the projects' organization and functioning not included in the written records might have been forgotten.
Chapter Summary

In the latter part of the nineteenth century, a few individual school personnel initiated job placement services for their students on an informal basis. In the early 1900's interest groups outside the school organized placement bureaus and some of these bureaus were later incorporated into the public school systems.

Concerns about unemployment and a lack of marketable skills led to a series of legislative acts designed to reform education relative to the non-college bound students. The Vocational Education Amendments of 1968 encouraged educators to do something about the high rate of youth unemployment by providing funding for exemplary projects to aid students in the transition from school to the world of work. Virginia's response to the 1968 amendments was the implementation of 11 exemplary job placement projects across the state.

Because of the lack of information in the literature on Virginia's exemplary job placement projects, this study will attempt to provide a comprehensive description of the events that led to the formation of the projects, the organizational processes in the development of the projects in the schools, the objectives most difficult to accomplish and the current status of the projects.

Organization of the Study

The investigation begins by presenting in Chapter 1 a broad outline of the development of exemplary job placement projects in Virginia's
secondary schools, the purpose, significance of the study, definitions of key terms in the study and organization of the research. Chapter 2 is a review of the literature and focuses on the emergence of job placement in secondary schools from the early 1900's to the present time. Chapter 3 is a statement of methodology; Chapter 4 presents an analysis of the interview data and research. Chapter 5 includes a summary, conclusions, and recommendations. The appendices contain a list of persons interviewed, interview guides, Superintendent's Memo No. 6686, a map showing the geographical locations of the exemplary job placement projects, a statement regarding actual expenditures of the projects, a proposal, procedures and guidelines for organizing the exemplary job placement projects, and proposed accreditation standards for guidance programs.
CHAPTER 2

REVIEW OF RELATED LITERATURE ON PUBLIC SCHOOL JOB PLACEMENT

This chapter presents a review of the literature pertinent to the study. The material is divided into three sections headed a review of job placement in public schools, the national scene 1960-1982, and the Virginia scene 1960-1982.

A Review of Job Placement in Public Schools

In the agrarian society training for and placement in an occupation was provided by the family or through family connections. Employment options were limited; the role of the school in the life of the young person was also limited since most of the youth's time was spent with the family. The future roles of children were usually exemplified by those of the parents. There were only a few occupations requiring "advanced schooling" (President's Panel on Youth, 1973); the work role was the dominant role for youth. One of the major factors of self identity in America was the job role. Borow (1974) reminds us that:

Our western and northern ancestors began early to use family surnames that signified their accustomed occupations. In our culture to know about someone, we still ask first about his line of work. (p. 147)

Around the turn of the century, the Industrial Revolution and the increased need for occupational specialization limited the role of the extended family structure in helping youth make the transition to the
work world. With the child-labor problems leading to compulsory school attendance, formal schooling played a larger role in the life of young persons.

Some of the earliest attempts by individual educators to help students in the transition from school to the world of work began in the late 1800's. George Merrill, in 1895 at the California School of Mechanic Arts, set up a plan to help students to enter a vocation which included an awareness of occupations, preparation for the trade, placement and follow-up. Eli Weaver, principal of the Boys' School in Brooklyn, New York, began in 1904 the placement of boys in summer jobs and other part-time work related to their educational programs.

In addition to the efforts of individual teachers, there were other agencies that were instrumental in initiating changes in the school so that more help could be provided in the transition from school to work. The rise of industrialization brought to urban areas a low standard of living, unemployment, crowding into housing unfit "for human abode" and separation of the affluent from the poor (Woods and Kennedy, 1922). Settlement houses formed to deal with these social concerns.

So universal was the desire of fourteen year old children to begin work, and of parents to have them employed, that pioneer residents, almost before they were aware of what was happening found themselves deeply involved in the hopes and trials of job getting. Trustees, board members, and volunteers were importuned in favor of proteges. Every settlement soon treasured a list of employees who were relied upon to take recommended boys and girls. (Woods and Kennedy, 1922, p. 138)

However, job placement in the sense of simply placing a young person on a job was not enough; the youth needed more training in terms of job skills and vocational planning. Settlements such as the Hull House
Labor Museum, Chicago, and the Civic Service House in Boston were of some help in eventually getting skills training and vocational guidance into the schools by placing these issues before the public (Woods and Kennedy, 1922).

The most successful vocational bureau was the Boston Vocational Bureau established by the Civic Service House in 1908, and directed by Frank Parsons. Parsons' work in vocational guidance was a watershed to the transition from school to work idea. Parsons, a leader of civil service reform, was concerned about the miserable conditions of people in the industrial system. The lack of training before and after employment, the waste of human effort in industry, and the overall need for vocational guidance led to Parson's work in the Breadwinners' College (later called the Breadwinners' Institute) at the Civic Service House in 1905 and at the Vocational Bureau of Boston in 1908. Parsons stated:

The Vocation Bureau is intended to aid young people in choosing an occupation, preparing themselves for it, finding an opening in it, and building up a career of efficiency and success. (Brewer, 1942, p. 61)

Parsons' work concentrated on vocational guidance, not on social concerns as many of the earlier settlement workers had done. Although job placement was a significant antecedent to vocational guidance, from the time of Parsons placement was considered a part of vocational guidance. The Vocational Bureau viewed placement as an outcome of vocational guidance. The Bureau did place young people on jobs, especially "applicants possessing marked abilities and aptitudes" (Brewer, 1942, p. 306).
In his first report to the executive committee of the Vocational Bureau in 1908, Parsons stressed that vocational guidance "should become a part of the public school system in every community, with experts trained as carefully in the art of vocational guidance as men are trained today for medicine or law" (Brewer, 1942, p. 308).

In 1912 civic groups in Roxbury, Massachusetts organized a placement bureau and worked in the Boston schools in order to better understand the students. These groups felt that the vocational guidance movement, especially under the direction of Meyer Bloomfield, had placed too little emphasis on placement as the culminating factor in vocational guidance (Brewer, 1942). The plan of the 1912 Placement Bureau was very similar to those of the exemplary job placement projects of the seventies: a knowledge of the child's interests and abilities, a knowledge of industrial opportunities, placement and follow-up. After a year's work the director of Roxbury Placement Bureau concluded that:

1. The Placement Bureau fills a recognized social gap in the community, a gap recognized by parents, teachers, social workers and employers.

2. A placement bureau should be inseparable from the school system.

3. Organized cooperation with the Board of Health, the Chamber of Commerce, and social service agencies is also required for best results.

4. The Placement Bureau unit rightly organized and federated throughout the city, will slowly but ultimately tend to better the working conditions for adolescent children. (Brewer, 1942, p. 80)

The placement bureau was seen by civic groups in Boston as an attempt to bridge the gap between the school room and the workshop.
In 1914 the Placement Bureau of Roxbury became a part of the Vocational Guidance Department of the Boston School System. This is the first record of a placement bureau being operated by the public schools. It is also an example of the original impetus for school-based student job placement services coming from outside the schools.

Interest in student job placement became more widespread around the 1920's. In 1914 schools in Minneapolis included placement, school census and school attendance as a part of the department of vocational guidance. The visiting teacher was responsible for finding jobs and providing vocational information (McAlnon, 1924). In 1921, the placement and guidance departments were separated from school census/attendance and began working cooperatively with the Junior United States Employment Service (McAlnon, 1924). Smith (1924) reported a central placement office in the New York City school district in 1921-22. The central placement office provided assistance in obtaining after school work, summer employment and permanent positions to all students.

According to the vocational guidance survey conducted by the Committee of 15, 21% of 187 California High Schools reported having placement bureaus or committees during 1922-23 (Proctor, 1925).

The Pittsburgh Public Schools included two placement offices as a part of the department of vocational guidance (Loeffler, 1927). One office served students from 16-21 years of age and the other office served students from 14 to 16. A department of placement services, a flagship program, was organized in the City of Baltimore Schools in 1928. Two counselors manned the central office. In 1974, the placement service consisted of 46 professional counselors working in 29 school
locations (Buckingham, 1972). Milton Hershey School, Hershey Pennsylvania, formerly Hershey Industrial School, began to place major emphasis on placement of its graduates in 1934 (Garner, 1983). In 1938, Lucy Crawford organized a job placement program at Greenville High School, Greenville, South Carolina (Crawford, 1983).


The importance of placement in the philosophy of vocational education was inherent in the 1917 Smith Hughes Act and has remained in the continuum of vocational education to the present time. The Smith Hughes Act of 1917 stated as its purpose "to fit [vocational students] for useful employment" and each federal act pertaining to vocational education since 1917 has included similar statements. The 1968 Amendments went one step further and specified the use of federal funds for placement or other exemplary activities designed to broaden occupational opportunities. In 1974 the American Vocational Association included the topic of placement in its Fourth Yearbook again stating its belief in job placement and follow-up (Barlow, 1974).

Other governmental agencies have included placement in their activities. In 1933 the Wagner-Peyser Act created the U.S. Employment Ser-
vice and since that time the employment representatives have worked with some schools in the area of job placement. In 1950 a formal Employment Service began a cooperative effort with the schools in order to talk with seniors. In 1963 Employment Service representatives were available in 50% of the schools in the U.S. By the mid sixties, the Employment Service-Schools' cooperative efforts had declined considerably due to priorities imposed on the Service such as the need to place veterans and disadvantaged workers (Stern, 1977).

Most colleges and universities have consistently implemented active placement programs for their graduates over the years. Although most college placement programs began around 1910, Harvard University and the University of California reported work in teacher placements as early as 1897 and 1898 respectively (Brewer, 1942).

The introduction of placement as a part of vocational guidance programs in the schools in the 1900's was met with concern by many educators. Arguments ranged from "Should placement be a school function?" to "Should placement be student-centered or employer-centered?" (Report of the Committee on High Schools and Training Schools, New York City, 1914).

Gradually, placement became a more integrated part of vocational guidance. Viewing this trend, historians have differed in their explanations of the role of placement and the intent of the vocational guidance process. Vocational guidance advocate, Brewer (1942), saw placement as secondary to vocational planning. Ellwood Cubberley (1947), a traditional historian, defined vocational guidance as an occupational information process that prolonged preparation in school;
placement was of secondary importance. These "traditional historians" viewed vocational guidance as a helping or student-centered activity.

Disagreement with the traditional views of the role of placement and the intent of vocational guidance was found among vocational educators and social/radical revisionists. While vocational educators have stressed the importance of vocational guidance as a helping process, they have labeled the process as ineffective since it has concentrated on the placement of college bound students (Barlow, 1974). According to Barlow, a vocational educator, placement is the aim of vocational education and a legal and moral obligation of vocational educators. The Vocational Education Act of 1963 and the 1968 Amendments emphasized the legal obligation; the moral obligation suggests that vocational education students must be assured that they can find employment.

Revisionist Paul Violas (1978) offered the explanation that vocational guidance has intentionally matched students with the needs of corporate industry; the student has not been the main concern. He felt that Parsons labeled students by channeling working class children into low-level jobs under the guise of scientific selection; the Anglo-Saxon middle class model was Parson's ideal for higher paying and higher status jobs. Vocational guidance, Violas (1978) maintained, evolved from job placement to coercing students to accept their industry-ordained niches. Violas (1978) explained that vocational guidance then moved from coercion to a more subtle kind of social control, self selection. This new approach utilized the internalization of goals and career choices previously selected by experts. Violas (1978) contended long term schooling and counseling became important in the conditioning
process in order to produce workers who believed in corporate industry. Karier (1973), another revisionist, agreed with Violas that Parsons attempted to develop education for social efficiency by adjusting the child to the needs of the system, thus increasing the efficiency of the individual and the system. Spring (1976) concurred with the other revisionists when he stated that public education could increase the efficiency of industrial society by selecting and channeling students. This argument, Spring contended, supported the rise of vocational guidance, ability grouping of students, separate programs, intelligence testing, the discovery of talented youth in the 50's, equality of educational opportunity in the 60's and career education in the 1970's. The aforementioned historical views represent several interpretations of the role of placement and the intent of vocational guidance.

The National Scene 1960-1982

An examination of the economic events during the first eight years of the sixties revealed that 10 million new jobs were created in the United States, unemployment dropped by 40 percent and the number of persons living below the poverty line dropped from 40 to 26 million (Reston, 1969). Beneath this apparent prosperity, inflation was beginning to take hold (Porter, 1970).

Political and social concerns of the sixties were the Vietnam War, the war on poverty, civil rights legislation, urban problems, the struggle for rights by Blacks and women, the increase in the crime rate, and student activism (Rozwenc and Bender, 1978). The crisis in American
public education that resulted from the rapid acceleration in space technology in the late 50's and early 60's was, in part, being met by provisions of the 1958 National Defense Education Act which provided funding for guidance services, training in science, foreign language, and technical programs in the schools.

The national prosperity and increased level of general education for Americans were two factors favorable to the passage of the 1968 Vocational Education Amendments. According to Wasil (Letter, 1983), a national concern for our position as a world power fostered the 1968 Vocational Amendments.

In 1969 the United States entered a new age--man walked on the moon. Reston (1969) explained that the attitude of mind was more important in 1969 than political, economic and social events. Moral values were being challenged in churches and universities, leaders and institutions were under severe pressure, and the war policy was being challenged. In 1969 Americans began to look at a runaway inflation and a rapid price-wage spiral (Porter, 1970).

The seventies and early eighties witnessed the worst, most prolonged stretch of inflation the United States had ever known (Nault, 1980). In 10 years (1968-1978) U.S. prices doubled. The 2% annual inflation rate of the 1960's soared to 9% in 1978 (La Feber and Polenberg, 1979). According to the Virginia Employment Commission, Labor Market Analysis Unit (Orcutt and Mezger, 1983), the national and state annual unemployment rate increased twofold between 1968 and 1981 (see Table 1).
<table>
<thead>
<tr>
<th>Year</th>
<th>Annual Average Unemployment Rate</th>
<th>United States</th>
<th>Virginia</th>
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</thead>
<tbody>
<tr>
<td>1968</td>
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<td>1970</td>
<td>4.9%</td>
<td>3.4%</td>
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<td>1971</td>
<td>5.9%</td>
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<td>1980</td>
<td>7.1%</td>
<td>5.0%</td>
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</tr>
<tr>
<td>1981</td>
<td>7.6%</td>
<td>6.1%</td>
<td></td>
</tr>
<tr>
<td>1982</td>
<td>9.7%</td>
<td>7.7%</td>
<td></td>
</tr>
</tbody>
</table>
Corruption in government, constant energy problems, ecological concerns and discrimination against minority groups were strong issues during the seventies. As the United States became more urbanized and industrialized, the suburbs became the new population centers. Many Americans began to question the traditional work ethic, especially the younger workers (Dubosky, Theoharis, and Smith, 1978). Some companies aware of the new consciousness of the American worker initiated job rotation, shortened work weeks and worker-suggestion policies (Dubofsky et al., 1978).

On the educational scene, James E. Allen, Jr., United States Commissioner of Education, proposed that all Americans should be literate by the end of the seventies (Cremin, 1970). Cremin noted that "American education was working effectively for many children but wretchedly for others" (p. 41). According to Cremin the point at which education seemed to be failing was in reading. Children from rural slums and urban ghettos were not learning to read. Many of these children remained uneducated and either dropped out of school or received meaningless diplomas. Additional concerns facing educators during the seventies and eighties were the struggle over the control of public schools as evidenced in issues such as busing and "unfit books", equal educational opportunities for all students (Cremin, 1972, 1973, 1980), career education (Spring, 1976), fiscal pressures and an emphasis on back-to-basics (Hechinger, 1980).

Cremin (1974) noted that the high school started out as an elite institution designed to train a small portion of adolescents in academic areas. He noted that schools now enroll approximately 90% of all
Americans between 14 and 18 years of age and are teaching academic subjects as effectively as ever. Yet schools have isolated youth from adults and into groups. Therefore the process of socialization has been interrupted. Out of this national milieu, certain factors were brought forcefully to the attention of Americans and led to changes in the transition-to-work tasks of the public schools. Although the following four factors are intertwined, they will be dealt with separately in this paper: the need for additional skills training, the high rate of youth unemployment, the youth culture, and the call for career education.

A Need for Technical Skills Training

With the launching of the Sputniks by the Russians in the late 1950's the national spotlight was turned on apparent weaknesses in the American public educational system. The National Defense Education Act of 1958 (20 USCS Sec. 401) called attention to the need to develop to the fullest the technical skills and mental resources of America's youth—both college and non-college bound. As a result of the NDEA funding, counselors and placement services became more abundant in the public schools but the placement services that resulted were mainly for the college bound students (Wasil, 1976). There was no equivalent help for students making the transition from the secondary school to the work world.

The relationship of training to employment was recognized by Congress in 1962 when it passed the 1962 Manpower Development and Training Act because of the critical need for more and better trained
personnel in many occupational categories. Many skills had also become obsolete because of automation and foreign competition (P.L. 87-415). The MDTA provided funds for the establishment of training programs for the disadvantaged, unemployed and underemployed youth and adults who had left high school. A portion of the funding could be used for training programs under the supervision of the state vocational education boards (Mobley and Barlow, 1965). The handicaps of the MDTA were many. Yet reappraisals of MDTA led to legislation dealing directly with youth unemployment. The MDTA was one of the first laws to recognize placement activities and counseling as major components of job training programs (Borow, 1974).

The MDTA gave way to the Comprehensive Employment and Training Act of 1973 (P.L. 93-203). CETA provided many of the services provided under MDTA with particular emphasis on youth programs, work experience, classroom training and on-the-job training. On August 5, 1977, President Carter signed P.L. 95-93 (91 Stat. 627), the Youth Employment and Demonstration Project Act of 1977. The purpose of the YEDPA was to help alleviate the high unemployment rate of youth, especially the economically disadvantaged youth through new programs.

Despite the legislation that made provision for skills training, there was no equivalent help in the schools for the non-college bound group in the transition to the work world.
Youth Unemployment

Perhaps the factor that contributed the most impetus to the job placement projects was the high rate of youth unemployment. The unemployment rate of youth as compared to adult unemployment has risen each year since 1960; over 750,000 youth drop out of school each year (The National Advisory Council on Vocational Education, Sixth Report, 1972). During 1972 and 1973 the unemployment rate for all youth between 16 and 19 was three times the national average for adults (U.S. Department of Labor, 1974). The transition from the secure school environment to the work world is traumatic for some youth since many of them lack orientation to the work world, job hunting skills, marketable skills or basic communication skills. The decentralization phenomenon (Spates and Macionis, 1982) contributed to the unemployment of poor and minority youth as the more affluent society moved to the suburbs and industry moved from the center city leaving the poor in the city with fewer jobs.

In 1961 President Kennedy recommended the formation of a Panel of Consultants on Vocational Education to review the current vocational programs in response to the tremendous technological advances resulting from national interest in the space program. President Kennedy expressed to the Panel of Consultants concern about the high rate of school dropouts and the students who lacked skills needed to compete effectively in our economy (Barlow, 1967).

The recommendations of the Panel of Consultants were incorporated into the Vocational Education Act of 1963. This act stressed the improvement of existing vocational programs, the development of new
programs, and provisions for part-time employment for youth who needed help in continuing vocational training on a full time basis so that persons of all ages would have access to vocational training or re-training (P.L. 88-210). The language of the 1963 Education Act addressed the need for job placement on a limited basis and an even stronger endorsement was in the 1968 amendments.

Although the high unemployment rate of youth was not new there was a growing recognition by legislators, educators, manpower groups and parents that something must be done about the problem.

The Youth Culture

The youth culture which emerged during the sixties (Rozwenc and Bender, 1978) was influenced by the Vietnam War, the struggle for rights by Blacks and women, and according to some educators the inadequacies of the schools (Heilman and Goldhammer, 1973). The result seemed to be a dissatisfaction with rules and values imposed on youth by families and the schools. Some of the outward manifestations of these dissatisfactions were student demonstrations, experimentation with drugs and the adoption of new clothing styles. By the mid-seventies, the youth movement had faded but the protests were felt in changed attitudes about work and personal life styles (Rozwenc and Bender, 1978).

Attitude is the second most common reason for an employer's refusal to hire persons (Flint Schools Placement Report, 1974). Some students often display a distrust of employers, a questioning of the system and the work ethic, a lack of respect for authority and an attitude
expressed in the phrases "the world owes me a living" or "he expected me to do that?". These concerns about attitudes plus others prompted many business people to point to the schools for assistance in the transition from school to work area.

A Developing Interest in Career Education

During the late sixties and early seventies there was a developing interest in the developmental career education concept. Career education was in part a response to a decline in public confidence in education; it was also an attempt to provide education that was relevant to student needs and that made sense to parents (Goeke and Salomone, 1979). Career education meets the need for life-span planning as well as the need of current high school students for help in career planning and placement. Placement was often referred to as the keystone in the arch of career education.

National Emphasis on Job Placement in Secondary Schools

The landmark legislation that made possible funding for exemplary job placement projects in the secondary schools to help facilitate the transition of youth from school to the world of work was the Vocational Education Amendments of 1968. This legislation specifically addressed the issues of youth unemployment and the inequality of placement for the non-college bound (P.L. 90-576). The 1968 Amendments, Part D (Exemplary Programs and Projects) "Findings and Purposes" reads in part:
Sec. 1410. The Congress finds that it is necessary to reduce the continuing seriously high level of youth unemployment by developing means for giving the same kind of attention as is now given to the college preparation needs of those young persons who go on to college, to the job preparation needs of the two out of three young persons who end their education at or before completion of the secondary level, too many of whom face long and bitter months of job hunting or marginal work after leaving school. The purposes of this part, therefore, are to stimulate, through Federal financial support new ways to create a bridge between school and earning a living for young people, who are still in school, who have left school either by graduation or dropping out, or who are in post secondary programs of vocational preparation, and to promote cooperation between public education and manpower agencies.

Evans, Mangum and Pragan (1969) saw the Vocational Education Amendments as total Congressional products sparked by the Vocational Education Advisory Council's 1967 report and supported by the American Vocational Association and other national, state, local and private groups. The lobbying forces of the American Vocational Association had been alerted and prepared. Congressman Roman Pucinski and Senator Wayne Morse, Chairmen of the House and Senate subcommittees on vocational education, were both facing election, thus reinforcing their concerns for improving vocational education (Evans, et al., 1969).

Hearings on the Vocational Education Amendments were held in Washington, D.C., Los Angeles, and Seattle in May, 1968. Representatives from school districts, the American Vocational Association, community colleges, State Employment Services, business and industries, and Vocational Industrial Clubs of America (VICA) presented statements supporting the proposed amendments (Hearings, 1968).

The National Advisory Council on Vocational Education focused on the school to work transition in their study "School-To-Work-Project", 1972-1976. The goal of the project was the diffusion of school based
job placement ideas to every state. School based job placement was designed to be a way of improving education. The project consisted of three phases: (1) a literature search to determine the kinds of placement programs; (2) the development of a Placement Services Training Curriculum Manual; and (3) the dissemination of material on job placement to state departments of education through the State Advisory Council on Vocational Education. State department officials were encouraged to make a commitment to start a training program for placement coordinators with the National Advisory Council on Vocational Education providing technical assistance.

A section on the national scene, 1960-1982 would be incomplete without the inclusion of a prominent national job placement model, the Akron-Summit Public Schools Job Placement Department under the direction of a leading advocate of job placement, Raymond Wasil. The Akron-Summit model was field tested and is said to be readily adapted to any school system (Wasil, 1976). The service involved 19 high schools in the Akron-Summit area of Ohio; it represented a cross section of school types, both inner city and suburban.

Representatives of the Employment Service, the Ohio State Department of Education and two universities acted as resource specialists for the program during the two year planning period. In addition to national recognition the project has been recognized internationally as well (Wasil, 1976).

The Virginia Scene 1960-1982

During the sixties the people of Virginia turned to constructive efforts to move the state ahead, amid the struggle with school integration efforts, under the leadership of Governor Mills Godwin. Godwin was credited with the passage of the sales tax, the channeling of additional funds to four year state colleges, public secondary schools and the establishment of the community college system, a system designed to offer vocational, technical and liberal arts courses to students (Dabney, 1972).

By 1970, Virginia was rapidly becoming urbanized. The "urban corridor" extending from Washington, D.C. through Fredericksburg and
Richmond to the Hampton Roads-Norfolk area contained 57% of the state's population (Dabney, 1972). By 1976 Lynchburg, Roanoke and the Petersburg-Hopewell areas had been labeled standard metropolitan statistical areas (Dingledine, Leard, and Sas, 1976). During the seventies industrial development was blooming in Virginia as a result of Godwin's efforts to promote growth in the Commonwealth. The Democratic organization disintegrated while Godwin was in office and the Byrd machine also folded (Dabney, 1972). And Virginia voters turned to the Republicans for leadership in 1970's for the first time in the twentieth century (Latimer, 1969).

Virginians felt the pain resulting from double digit inflation and high unemployment during the late seventies but the state's varied economy and the lack of huge metropolitan areas have helped to mitigate the unfavorable financial impact ("The Virginia Scene," 1979). Kepone contamination of the James River, the widespread court-ordered busing and an increased crime rate were key issues of the 1970's in Virginia ("The Virginia Scene," 1979).

Efforts to make education more relevant to the needs of all students were seen in the establishment of the community college system in the sixties and again in 1975 when the General Assembly enacted the employment counseling and placement legislation. During the 1980's educators turned their attention to competency testing and in 1982 Governor Charles Robb initiated a new approach to youth unemployment, Jobs for Virginia Graduates Program.

The most important job placement activities in Virginia during the period 1960-1982 included the eleven exemplary job placement projects,
Senate Bill 647: Employment Counseling and Placement Services, the Elementary-Secondary Education Act, Title IV-C Project, Jobs for Virginia Graduates, and indirectly career education efforts.

Exemplary Job Placement Projects

The Vocational Education Amendments of 1968 were the vitalizing force behind job placement in secondary schools in Virginia. At no other time has as much interest and effort been invested in secondary school job placement services. Practicing in part the philosophy of the National Advisory Council on Vocational Education that "employment counseling is an integral part of education" the Virginia Division of Vocational Education promoted exemplary projects in student job placement that could serve as models for other schools interested in setting up job placement programs.

Funding was provided under Section 142d, Part D of the Vocational Education Amendments of 1968 (P.L. 90-576). The operation of the projects was under the direction of the Virginia Vocational Education Research and Statistical Information Service, Richmond, Virginia. The Research and Statistical Information Service stated its philosophy toward placement in the following way:

We feel strongly that student job placement and follow through is a responsibility of the public schools of Virginia. For many years the public schools have accepted the responsibility for seeing that students who plan to continue their formal education beyond high school are accepted into a college or university or other place of higher education. Isn't it just as important and just as logical, that the public schools accept the responsibility for job placement for those students who do not wish to continue their formal education?
A student job placement program which provides services to all students—whether it be for students while still enrolled in school, drop outs, or graduates—should become an important phase of every high school in Virginia. (Report 1973-74; Virginia Vocational Education Research and Statistical Information, p. 7)

A goal of 40 projects by 1978 was set for Virginia's schools and eventually it was hoped that placement services would be in every senior high school in Virginia (Report 1973-74, Virginia Vocational Education Research and Statistical Information).

In May of 1973 a memo and the appropriate applications were sent to Virginia Division Superintendents from the Director of Vocational Education, stating that six exemplary projects would be funded in 1973/74. Six model projects were funded in 1973; three in 1974 and two in 1975. The projects were funded for a three year period on a diminishing basis. The first year each project was 100% federally funded; the second year funding was 80% federal and 20% local; the third year's funding was 60% federal and 40% local (Jewell, 1976). It was hoped that the local systems would continue the funding at the end of the three year period. The personnel for each project included a full time director, generally a vocational educator, and a secretary. Each project served one school division with the exception of one project which served two divisions.

The six projects funded in 1973-74 were: Carroll County High School in Hillsville; W. T. Woodson High School in Fairfax; Maury High School in Norfolk; George Wythe High School in Richmond; William Fleming in Roanoke and Waynesboro High School in Waynesboro. Three additional projects were funded in 1974-75: T.C. Williams High School, Alexandria; Hampton High School, Hampton; and Harrisonburg/Rockingham School.
Divisions, Harrisonburg. Only two additional projects were funded in 1975-76: E. C. Glass in Lynchburg and Washington-Lee High School in Arlington County.

The specific purposes of the exemplary projects according to Jewell (1976), Coordinator of Vocational Education Research and Statistical Information, were to:

1. Assist in the placement of dropouts and arrange for their continued education where feasible.
2. Assist in the placement of high school graduates.
3. Assist in the placement of high school students who want part-time jobs, work experience.
4. Work closely with coordinators of the various cooperative education programs in placement of students.
5. Assist students to advance in positions.
6. Work closely with the guidance personnel in their efforts to assist students with education for employment.
7. Advise students at every level about continuing education opportunities.
8. Make provision for pre-placement training for students seeking employment.

According to these purposes job placement could be defined as the services which provide assistance enabling students who leave or graduate from these selected secondary schools to obtain and retain employment.

Major goals were recommended for each year of the three year project; they were flexible in order for projects to meet the needs of students in the particular areas (Jewell, 1976).

A number of in-service training workshops were conducted for placement directors and their secretaries. A book, *Handbook on the Organization and Administration of a Student Job Placement Service*, by Lucy
Crawford and L. M. Jewell was published in 1976 to assist school personnel in the organization of placement services. At the end of the three year funding period the school systems decided the future of the projects.

**Senate Bill 647: Employment Counseling and Placement Services**

Beginning with the lobbying for the passage of the Vocational Education Amendments of 1968 (Hearings, 1968) the increased interest in job placement has come mainly from vocational educators and a few guidance people. But with the passage of Senate Bill 647, the task was assigned to guidance counselors by the Virginia State Department of Education (J. Cook, 1976). At this time many of the job placement projects were near the end of their three year funding period.

The Virginia General Assembly in 1975 enacted legislation mandating that placement services be available in all secondary schools in Virginia through Senate Bill 647. No funding was provided in this new legislation. The approved legislation read as follows:

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding a section numbered 22-40.1 as follows:

   Section 22-40.1. A. On and after September one, nineteen hundred seventy-six, each school board shall make available to secondary students employment counseling and placement services to furnish information relating to the employment opportunities available to students graduating from or leaving the public schools in the school division.

   B. No fee, compensation or other consideration shall be charged to or received from any student utilizing such services.
C. In providing such services, a school board shall consult and cooperate with the Virginia Employment Commission.

D. The Board of Education may recommend methods for providing such services. The State Department of Education may provide assistance to school divisions in establishing and providing such services upon request. (Code of Virginia, Section 22-40.1 Senate Bill 647 Relating to Employment Counseling and Placement in Public Schools, Richmond, Va.: General Assembly of Virginia 1975.)

The Bill was introduced by Mr. Hunter Andrews, Senator from Hampton, Virginia and passed by the Senate on January 31, 1975. The recorded vote was: Yeas - 38; Nays - 0 (Journal of the Senate, Vol. 1, Virginia 1975 session, p. 350). The Bill was passed by the House on February 13, 1975. The recorded vote was: Yeas - 89; Nays - 2 (Journal of the House, Vol. 1, Virginia 1975 Session p. 1057). The dissenting votes were cast by representatives Clinton Miller and Nathan Miller, who represented Rockingham, Page and Shenandoah counties and the city of Harrisonburg (House Journal, Vol. 1, Virginia 1975, p. 1057).

In April, 1976, the Virginia Department of Education issued Guidelines for Employment Counseling and Placement to assist school personnel in implementing the new mandate. The guidelines spelled out specifically the role functions of the school personnel from the superintendent to the advisory committee. Also each school division's five year plan must have included clearly defined objectives for implementing Senate Bill 647 by June 30, 1976 (J. Cook, 1976).

The Guidelines, 1976 define employment counseling and job placement as follows:

Employment counseling--individual or group assistance which will enable students to develop and demonstrate successful job seeking and holding skills. (State Department of Education, Guidance Services, 1976, p. 3)
Job placement services--assistance to school leavers or graduates who seek to obtain gainful employment, to continue education, or to engage in a combination of employment or further education. (State Department of Education, Guidance Services, 1976, p. 4)

In April of 1977 employment counseling and placement services regional conferences were conducted in five areas of Virginia: Hampton, Farmville, Abingdon, Harrisonburg, and Fredericksburg. The workshops were sponsored by the Guidance Service and the Division of Vocational Education, Virginia Department of Education. Job placement directors and guidance counselors were present and both groups presented model programs (Division of Guidance Services, 1977). This program and Senate Bill 647 appeared to be a meeting together of vocational educators and guidance counselors for a common purpose--job placement/employment counseling.

An Evaluation of Employment Counseling and Job Placement

McDaniels, Hinkle, and Carrington (1977) conducted a study in conjunction with the Virginia Board of Education on employment counseling and placement. The study was undertaken to establish some first year baseline data of programs in Virginia schools in 1976-1977 operating under Senate Bill 647. Three questionnaires were developed: one each for senior students, counselors, and administrators in the school division. A structured interview schedule was developed for the local Virginia Employment Commission, business officials, and selected school people--students, administrators and counselors.
Ten school divisions in Virginia were identified for this investigation. Research teams from Virginia Tech visited each division during the spring of 1977 and collected the data. A final report was submitted to the State Department of Education in June, 1977. Based on the results of the questionnaires (McDaniels et al., 1977) it was concluded that:

1. Students, administrators and counselors perceived that employment counseling and placement services were needed and wanted in the school division on a year round basis and for a full year following a student's graduation from high school.

2. Counselors and administrators perceived the dissemination of information to students and the school staff as adequate but inadequate to students' parents and the local community.

3. Students were not generally aware that their schools had employment counseling and placement programs.

4. A majority of counselors, administrators and students perceived that students had obtained jobs through sources other than the school.

5. Counselors in schools with placement and employment counseling services perceived that students had accomplished learner outcomes in the program's objectives.

6. Counselors and administrators perceived that the school division had an adequate relationship with the Virginia Employment Commission but inadequate working relationship with local private employment agencies.

7. Counselors perceived the school division as receiving adequate assistance from the local school community, central office administrators, State Department of Education, the business community but inadequate assistance from the local school board and government agencies.

According to McDaniels et al. (1977), results of the field visits indicated:

1. That the organization of employment counseling and placement efforts across the state were uneven: 1/3 had excellent programs; 1/3 had strong programs for students in vocational technical centers and 1/3 had no visible organized programs.
2. Well organized employment counseling/job placement services were clearly the result of administrative support and these services were included in division wide plans.

3. Relationships between the Virginia Employment Commission and the local school division ranged from excellent in three areas to poor or nonexistent in the other areas.

4. Businesses were supportive of the schools but they were unaware of any new efforts in employment.

Recommendations of the research team were:

The State Board of Education must make every effort to:

1. Convince administrators of the seriousness of the mandate to implement employment counseling/placement services.

2. Continue support of in-service programs for counselors and encourage counselor educators to include employment counseling/job placement in their programs.

3. Develop cooperative relationships with the VEC at the state and local level.

4. Demonstrate by example how to work with advisory groups.

5. Work with individual school divisions to develop and implement programs of employment counseling and job placement since such comprehensive viable programs are lacking in many areas.

**Elementary-Secondary Education Act, Title IV-C Project**

Interest in student job placement has continued in the Commonwealth with the help of federal funding. In 1977 one job placement and employment counseling project was funded under the Elementary-Secondary Education Act, Title IV-C (Education Amendments of 1974) to meet the mandates of Virginia Senate Bill 647 (Dudley, 1982). After three years of funding the project was continued by the school division and is currently financed by the school division and funds from the Comprehensive Employment and Training Act of 1973.
Standards of Quality 1982-1984: Career Education

In April of 1982, the General Assembly of Virginia enacted Standards of Quality for the 1982-84 school years (House Bill No. 145) which includes a new section 4 under Standard 3, Career Education. Section 4 states that career education will be fused into the elementary and secondary curricula and those experiences will include some awareness of the consequences of leaving school without a marketable skill. This section of the Standards of Quality indirectly speaks to job placement since career education by definition includes the concept of job placement services.

Placement Conferences

Page County Public Schools, Virginia Tech and the Virginia Vocational Guidance Association hosted two Annual Placement/Employment Counseling Conferences, 1978 and 1979 respectively, at Luray, Virginia. At the Second Annual Virginia State Conference of Job Placement/Employment Counseling, held in 1979, Lt. Governor Charles Robb was present and verbally supported the employment counseling and placement efforts in public schools in Virginia. He asked for feedback from the school placement directors relative to what was happening in placement and what they thought should be happening. In his speech he included the following remarks:

Basically I envision a working, full-time partnership between the state, the communities, industry, and the schools in resolving the miserable problem of youth unemployment.
And I need your help in shaping the partnership...I'd like to think we can build a state-wide, comprehensive program...a program of counseling, motivation, career orientation, voc-ed, job placement and follow up for all junior and senior classes in the Commonwealth....The truth is...a job is the passport to self-reliance and self-respect. (Page Co. Conference Proceedings, 1979, p. ix-x)

Jobs for Virginia Graduates

In May of 1982 Raymond Donovan, Virginia's Secretary of Labor, speaking for Governor Robb's Cabinet stated:

We do believe that joint public-private ventures are precisely the approach that has the best long term chance of significantly reducing youth unemployment. The problem of unemployment is not solely the responsibility of government, nor of education but it includes all of us--government, education, business, labor, and the community and it will take all of us to root out this pernicious social evil. ("President's Report," 1981)

The venture referred to by Donovan was Jobs for Virginia Graduates. Similar programs boast an 86% placement rate in Arizona, Delaware, Massachusetts, Missouri and Tennessee. Jobs for Virginia Graduates, a private, non-profit organization and chaired by Governor Robb, is patterned after Jobs for America's Graduates, Inc. (VOICC Forum, May, 1982). High dosages of counseling regarding employment skills will be provided to approximately 500 potentially unemployable seniors in Richmond in the fall of 1982. A team of job placement specialists will be assigned to 30 or 40 students. The specialist will also work with approximately 20 employers. Youth in private sector jobs will be monitored for nine months after graduation.

The goal for Jobs for Virginia Graduates is to form government-business partnerships to train potentially unemployable youth for employment. The initial budget for this 1982-83 year is $750,000
(Gatins, 1982). It is anticipated that the Jobs for Virginia Graduates will be expanded to other areas of Virginia in the future.

Chapter Summary

The history of job placement in the public schools has been traced from the early 1900's to the 1980's. In most instances of expansion of placement services in the schools, state and federal legislation was involved.

Factors that led to the development of job placement projects were: the increased need for technical skills, the high unemployment rate of youth, the youth culture, and a call for career education.

Virginia's approaches to job placement in public schools have been the exemplary projects, employment counseling and placement services under Senate Bill 647, an Elementary-Secondary Education Act Title IV-C project, Jobs for Virginia Graduates and indirectly through a career education mandate in the 1982 Standards of Quality.
Chapter 3

METHODOLOGY

The procedure employed in this descriptive study includes: gathering the data, evaluating the data, synthesizing the data, and presenting the findings. Data were collected from project files, the literature review and through interviews and telephone correspondence. Data were then evaluated, synthesized, and the findings are presented in Chapter 4. Each step of this process will be described in the sections that follow.

Procedure

Since the study focused on the past, the researcher followed the steps employed in historical research. Verma and Beard (1981), Travers (1969), Borg and Gall (1971) and Barzun and Graff (1977) are sources whose descriptions the researcher followed most closely. Verma and Beard (1981) described four essential steps in the use of the historical method: gathering the data, evaluating the data, synthesizing the data and presenting the findings.

Gathering the Data

The researcher may use primary and secondary sources in the collection of data; however, primary sources are of greater significance
for an authentic account (Tolbert, 1967). In this study data were collected mainly from primary sources—the literature review, the project files and interviews.

Literature Review


Final reports of the Norfolk and Richmond projects are available through the Educational Resources Information Center (ERIC). These final reports were required by the Virginia Department of Education at the end of the three year funding period of each project. The final reports are other primary sources of data.
Project Files

A significant portion of the material to be researched came from the files of the exemplary job placement projects, 1973-1978, State Department of Education, Research Coordinating Unit, Richmond, Virginia. There is a general file for each project for each year of the three year funding period. There is also a completed exemplary project file containing a final report for each of the 11 projects.

The general files contain letters, articles from professional journals relating to placement, minutes from in-service workshops, projects resulting from in service workshops (dissemination materials, lists of programs for disadvantaged students, a self-evaluation form for project directors), memoranda, annual reports from the projects, follow-up letters concerning reports, and application summaries for student job placement projects. The final reports, in the completed exemplary project file, consist of an overview of the functioning of the project for the three year funding period. These project files are primary sources of information.

Specifically, a systematic attempt was made to obtain from the project files the following information on each project: (1) the organizational process in the development of the exemplary projects in Virginia's secondary schools; (2) the objectives most difficult to accomplish; and (3) the status of the projects.
Focused Interviews

A second major primary source of information for the study came from focused interviews. In the focused interview the main purpose is to focus attention on a given experience and its effects (Selltiz, Wrightsman, and Cook, 1976). Interviewers know in advance the topics they wish to cover. The researcher constructed interview guides of open-ended questions designed to permit a free response from the respondent. Open-ended questions enable the interviewer to clear up misunderstandings, to detect ambiguity, to encourage cooperation, and to establish rapport (Kerlinger, 1973). Responses to open-ended questions can also suggest new ideas or relationships.

The focused interviews were conducted with the following groups of persons:

1. Selected Virginia State Department of Education personnel or former personnel involved with the organization, implementation, and follow-through of the job placement projects;

2. Exemplary job placement directors, current project directors, and some project secretaries involved with the organization and functioning of the projects throughout the funding stage and thereafter; and

3. Other persons acquainted with and knowledgeable about the projects.
(See Appendix A for a list of interviewees)

Additional persons were interviewed as the investigation progressed.

In the selection of persons to be interviewed, the Virginia State Department of Education personnel who had direct knowledge of the organization and administration of the projects were considered key persons to provide information about events that led to the development
of the projects, and the organizational processes involved in the
development of the Virginia projects. Mr. L. M. Jewell, Jr. was the
exemplary placement project coordinator throughout the functioning
stages of the projects. Mr. John Cook was supervisor of guidance during
the exemplary job placement project era; and Mr. George Orr was Director
of Vocational Education during the early stages of the exemplary
projects. Mrs. Lucy Crawford was the consultant for the projects.

The exemplary job placement directors and secretaries were selected
for interviews as those most involved in the day-to-day operation of the
programs and most able to identify strengths, weaknesses, the objectives
most difficult to accomplish, and the current status of the projects.
Information on events leading to establishment of the projects in
Virginia was considered to be obtainable from project directors,
educators and significant other persons who had been involved in
job placement related activities in the Commonwealth of Virginia. The
exemplary job placement projects were located in the following areas of
Virginia: Alexandria, Arlington, Fairfax, Hampton, Harrisonburg/
Rockingham, Hillsville, Lynchburg, Norfolk, Richmond, Roanoke and
Waynesboro.

The interview schedules (Appendices B, C, D & E) were used by the
researcher as guides in the interviews in an attempt to answer the
research questions. Interview schedules were formulated on the basis of
information gained from the literature review and discussions with knowl-
dgeable persons in the field. All interviewees were asked some of the
same questions in order to provide a better perspective on the issues
through a sort of triangulation (Barzun and Graff, 1977). Barzun and
Graff refer to this concept as the testing of one source against two, three or four other sources to enable the reader to strengthen or modify the issue.

**Evaluating the Data**

Educational researchers use two levels of criticism in the evaluation of historical materials, external and internal criticism (Borg and Gall, 1971). External criticism is aimed primarily at the document itself. Are the project records authentic? Are the literature sources authentic? Internal criticism is aimed at the accuracy and validity of the data obtained from the project files, the interviews, and the literature review.

Barzun and Graff (1977) suggest that the techniques of verification are not fixed. Verification relies on attention to detail, on common sense reasoning, on a developed feel for history, and on the researcher's extensive knowledge of history. Often the writer arrives at truth through probability; the number of signs that point to genuineness reinforce one another and increase the total probability of accuracy (Barzun and Graff, 1977). Brickman (1949) adds that if statements by independent writers agree on significant points, then a fact may be said to have been established.
Synthesizing the Data

In the process of synthesis, the researcher draws together the information gathered and evaluated into a meaningful pattern (Travers, 1969) so that the research questions are answered. Synthesis involves working with data, breaking it into manageable units and organizing it. Bogdan and Biklen (1982) refer to the organization of collected data as the development of code categories. In this study the data from the literature review, the project records and interviews were organized into a general file, a file for each project and a file for interview transcripts. The information was then synthesized according to the four major research questions mentioned in Chapter 1.

Presenting the Findings

The data obtained by the application of the procedures described in this chapter are presented and discussed in Chapter 4. In addition, innovative approaches to job placement in Virginia and Senate Bill 647 are discussed. An account of each of the 11 exemplary job placement projects is included in the findings based on the synthesis of related research.

Chapter Summary

Essential steps in this study include: collecting the data, evaluating and synthesizing the data, and presenting the findings. Most
of the research data will be obtained from primary sources: handbooks, speeches, reports, information from files at the State Department of Education, information from personal interviews with State Department and school personnel, legislators, and persons indirectly involved with the exemplary projects. The final phase in this research analyzes the findings from the previous steps in order to present a single accumulation of materials on the exemplary job placement projects in the secondary schools of Virginia.
Chapter 4

FINDINGS OF THE STUDY

This chapter presents the findings of the study based on four major research questions and describes related subjects based upon a structured interview approach, analysis of documents, and a review of the literature. The related subjects are Senate Bill 647 and innovative approaches to job placement in Virginia. Thirty-six interviews, 33 of which were personal interviews, were conducted by the researcher with exemplary project directors and secretaries, current job placement directors, the project consultant, the project coordinator, educators at the Virginia State Department of Education, legislators, and representative(s) from the State Advisory Council for Vocational Education, the Virginia Employment Commission, the State Chamber of Commerce and other persons acquainted with or knowledgeable of the job placement projects. Appointments were made by telephone. In all interviews the questions were open-ended with free response from interviewees. Typed interview transcripts and/or report excerpts were mailed to interviewees for review and corrections.

Telephone interviews were conducted with one exemplary project director and other persons who were not accessible. Telephone interviewees were first contacted by phone, then a list of interview questions was mailed to the respondents and a time was scheduled for the telephone interview. Twelve additional persons were contacted by telephone for information pertinent to the study.
The exemplary job placement project files in the Research Coordinating Unit at the Virginia State Department of Education were researched for information on the organization and functioning of the job placement projects.

Formation of Exemplary Job Placement Projects

By means of interviews with educators and persons knowledgeable of or acquainted with the project, the following information pertaining to the first research question was obtained.

1. What events led to the development of the exemplary job placement projects in Virginia's secondary schools?

Respondents identified five basic events that led to the implementation of the 11 exemplary job placement projects in secondary schools in Virginia.

a. The resurgence of interest at the state and federal level beginning in the 1970's in vocational education and the resulting placement of students. This increased interest is supported by the documentation in the following section.

The National Advisory Council on Vocational Education has called for increased emphasis on placement in the schools since its Sixth Annual Report in 1972. The State Advisory Council for Vocational Education after its formation in 1968 evaluated vocational education and recommended that local schools be required to begin taking more
responsibility for placement and follow-up (Minutes, Job Placement Workshop, Staunton, Va., Mar. 13-14, 1974). Community colleges and four year colleges had strong placement programs; therefore it would be equitable, according to Beamer (1983), for all secondary schools to have placement programs. Dr. Rufus Beamer has been labeled as the leading advocate of job placement and all vocational education efforts in the Commonwealth (Caruthers, 1983). Orr (1983), Executive Director of SACVE and a former state director of vocational education, said:

In the 1970's there was a substantial recognition at the federal level that people in vocational education in the public schools were not helping students with the next step--that first job. At the same time there was emphasis at the federal level on placement services as a part of a comprehensive vocational program.

According to Swartz (1983) there was also concern about vocational placement and the role of guidance counselors in vocational education in the 1970's. Since Virginia had no structured placement services, the exemplary job placement projects were an attempt to do something about the problem, and to provide help in making career choices and in job placement. Jewell (1983), said, "One of the primary objectives of vocational education has always been to train for employment and getting students in the right jobs has always been one of our [vocational educators] weak links."

b. The need for developing additional job skills and positive job attitudes. In the 1960's and 1970's many skills necessary for maintaining a job became obsolete or were not developed. McDaniels (1983) noted that the general shift from a fairly well established economic base of manufacturing and industry in the nation and in Virginia to
an information based economy created a need for new job skills and for job placement and employment counseling for students. Congress called attention to the need to develop technical skills in the 1958 National Defense Education Act (20 USCS Sec. 401) and again in the 1962 Manpower Development and Training Act which recognized the need for better or newly trained workers where skills had become obsolete due to automation and foreign competition.

Diehl (1983), a Rockingham/Harrisonburg placement director, noted that in rural areas many children had chores and had learned to assume responsibility and good work habits and when the movement to the cities occurred, young people were more or less idle. Then industries and businesses saw a different group of young people entering the job market--young people not prepared to work (Diehl, 1983). Carper (1983) pointed out that young people are not equipped with a willingness to accept responsibility in the work force; young people generally do not want to work. The need for technical skills and job holding skills pointed to a need for employment counseling and job placement services.

c. The need for some type of placement service for all school students, particularly the non-college bound. Prior to 1973 only a selected number of students in the cooperative education programs received help from the school's staff in finding employment according to Frith (1977). The employment service had more than it could do with the clientele that it was serving, the general adult population plus special programs for veterans and disadvantaged workers (McDaniels, 1983). According to Boswell (1983), the School Counseling Program in which
Virginia Employment Commission personnel had worked in the schools administering and interpreting the GATB (General Aptitude Test Battery) and performing other employment counseling functions was discontinued by the Department of Labor in the late 1960's.

Guidance programs have for years been criticized for the inequity in emphasizing the needs of the college bound student. Jewell (1983) stated,

There has always been a feeling that those students going on to college get more help in getting started in college than those going on to work.

Wozney (1983) added, "The people who had no intention of going on to college were being ignored in the schools."

According to Goldston ("High Schools Due," 1973), "Repeated concern had been expressed about the need for educators to assume an equal responsibility for assisting students to enter the world of work."

Frith (1977) felt that the need to educate students to enter the world of work and satisfactorily hold a job had become apparent. White in the final report for the Roanoke project (1976) stated, "The non-college bound students have heretofore been shortchanged in terms of the amount of help that has been given them to enter the world of work compared with the help given college bound students in selecting and entering a college" (p. 4).

d. The movement toward equality of educational opportunity in the 1960's and 1970's. This equality of educational opportunity movement was reflected in an egalitarian notion that everyone had to be success-
ful and that the schools had to try to help everyone (Smith, 1983). According to Smith, this notion was a factor that led to the development of job placement projects. Smith (1976) noted that the egalitarian advocates of job placement believed that if students were seeking employment, it was the placement director's responsibility to get them a job. Smith (1976) added that such a belief asks for "equality of opportunity ... and equality of results" (p. 25). According to Spring (1976), the equality of educational opportunity movement was a pressing concern in the 1960's and 1970's. This emphasis resulted in part from an attempt to meet the needs of the educationally deprived as a part of the war on poverty and as a part of the civil rights movement. Equality of educational opportunity movement was designed to help break the poverty cycle which tends to run from generation to generation and results in high rates of youth unemployment and delinquency (Spring, 1976).

The grass roots approach in the 60's and 70's to upgrade public education. The state superintendent appointed a committee to upgrade education; Governor Mills Godwin embraced this approach (Caruthers, 1983). According to Caruthers (1983), community colleges, Standards of Quality, the idea of improving the school system and the child's opportunities in the school system including counseling and placement were considered a part of that development.

There was discontentment with our system of education. Former President Lyndon B. Johnson in a 1968 speech noted that "schools are turning out too many young men and women whose years in the classroom have not prepared them for useful work" (Marland, 1974, p. 5). Marland
(1974) predicted that by 1980 an estimated $6\frac{1}{2}$ million college students' education would not be needed in the work force. According to the Rumberger study of the job market for college graduates from 1960-1990 (Magarrell, 1983), the job outlook for the 1980's appears bleak. An increasing number of college graduates, according to Rumberger, "will be forced to accept jobs incommensurate with their level of training" (Magarrell, 1983, p. 1). According to Rumberger's projections, only 28% of new jobs in the 1980's will be in professional and management occupations compared with 45% during the 1970's.

Organizational Process of Exemplary Job Placement Projects

Research questions two through four were answered by means of interviews with past and present job placement project directors and secretaries, the project consultant, the coordinator of the project, a former state vocational director and other vocational educators. Additional in-depth information on these research questions was obtained from the exemplary job placement files at the State Department of Education, Research Coordinating Unit.

2. What was the organizational process in the development of the exemplary projects in Virginia's secondary schools?

The organizational process in the development of Virginia's exemplary job placement projects grew out of federal legislation, a State Advisory Council on Vocational Education study, and the establish-
ment of guidelines by the vocational education staff at the Virginia State Department of Education. When the Vocational Education Amendments of 1968 were passed, there was a certain amount of money set aside for exemplary activities--new activities. The Virginia Division of Vocational Education staff felt the money should be used in Virginia for exemplary job placement projects. At the federal level emphasis was placed on job placement as a part of a comprehensive vocational program (Orr, 1983). There were no structured job placement efforts in the schools in Virginia. If Virginia's educators could demonstrate the effectiveness of providing job placement services through people that had job placement as their major responsibility such a position might be incorporated into future budget deliberations at the Virginia State Department of Education (Orr, 1983).

As a result of the proposal prepared by the vocational education staff in Richmond, $161,556 from the Vocational Education Act of 1968 was awarded for exemplary job placement projects in Virginia for the entire cost of the first year of operation (Wire Release #1593, State Department of Education, 1973).

A request for proposals (RFP) went out on a Superintendent's Memo No. 6686 (see Appendix F) on May 15, 1973 to all Virginia secondary schools that were eligible. A stipulation was that the schools must offer programs in four or more occupational fields: agriculture, business, occupational home economics, distribution, health, and trade and industry.

State Department of Education committees reviewed the applications. Based on these reviews projects were funded depending on the amount
of money allocated from federal funds (Jewell, 1983). According to Goldston (Wire Release #1593, 1973), six locations were selected for 73-74 from 20 applications received from Virginia school divisions. These six projects were: Carroll County High School; W.T. Woodson High School, Fairfax County; Maury High School, Norfolk City Schools; George Wythe High School, Richmond City Schools; William Fleming High School, Roanoke City Schools; and Waynesboro High School, Waynesboro City Schools.

After following the same process three projects were funded in 1974-75: Massanutten Vo-Tech Center, Harrisonburg/Rockingham County; T.C. Williams High School, Alexandria City Schools; and Hampton High School, Hampton City Schools. Two additional projects were funded in 75-76: E.C. Glass High School, Lynchburg City Schools; and Washington-Lee High School, Arlington County Schools. During the early organizational phase of the projects, George Orr was director of vocational education, Marguerite Crumley was assistant director of vocational education, and Maude Goldston was assistant supervisor of vocational education special services.

L.M. Jewell, Jr. was the coordinator of the exemplary job placement projects throughout the research period; Mrs. Lucy Crawford, professor of distributive education at Virginia Tech, was project consultant. Mrs. Crawford and Mr. Jewell monitored, supervised and provided in-service training and follow-through for the project directors and secretaries. Locally, each project was under the direction of the director of vocational education, if there was one in the division. Project directors were evaluated within the school system under the same structure as
other faculty members. Materials were developed by individual project directors and by the groups at in-service workshops.

The purposes of these model exemplary job placement projects were to determine the feasibility of secondary schools assuming the responsibility of placement, to serve as models, and to develop procedures and materials so that other systems could implement job placement services without having to do the primary organizational work. It was the intent of the Virginia Vocational Division staff to space the projects geographically across the state (see Appendix G) and in different types of situations such as: a comprehensive high school in a rural setting, an inner city secondary school, a suburban secondary school, a secondary school with a vocational center located on another site and consideration was given to medium size and large schools evenly distributed around the state (Supt. Memo No. 668). It was not necessarily expected that all of the project types would be successful (Jewell, 1983).

The exemplary funding was approved for three years. Funding for the first year was 100% of the approved costs, for the second year 80% with local matching funds at 20%, and at 60% with 40% local matching funds for the third and final year. The total federal money allocated for the 11 exemplary job placement projects in Virginia from 1973-1978 was approximately $738,246 (see Table 2). In addition, the school systems were to contribute 20% of the funding during the second year of the projects and 40% in the third year. There were no records at the State Department of Education on the total expenditures for the 11 projects (see Appendix H). However, if the formula were followed
localities would have contributed approximately $183,000 bringing the total cost of the 11 projects from 1973-1978 to nearly one million dollars.

Complete guidelines and procedures for organizing the projects were sent to directors (see Appendix I). With those guidelines placement directors and secretaries began preparing forms, developing brochures, and other handouts and establishing their exemplary projects. The placement staff at each site consisted of a placement director selected by the local school division, and one full time secretary who was employed on a 12-month basis. The placement director's role was to establish a system of communications with the business community and school system, establish a filing system for student applications and job openings, establish procedures whereby students could use the placement service, develop mini-courses relative to employability skills, coordinate placement services with coordinators of work-training programs and agency personnel, establish an advisory committee and prepare publications about the placement service. Their duties are described in procedures and guidelines sent with the application for proposal. The placement secretary often actually served as a placement assistant. Each project was required by the state coordinator to submit an annual report and a final three year report to the Research Coordinating Unit, State Department of Education. According to Jewell (1983), a semi-annual report was also required. The researcher did not find any semi-annual reports in project files.

The project objectives were to:

1. Assist in the placement of dropouts.
Table 2
Summary Report of Exemplary Projects
Part D Funds
Virginia

<table>
<thead>
<tr>
<th>Name of Project</th>
<th>FY 73-74</th>
<th>FY 74-75</th>
<th>FY 75-76</th>
<th>FY 76-77</th>
<th>FY 77-78</th>
<th>Total Federal Money</th>
</tr>
</thead>
<tbody>
<tr>
<td>W.T. Woodson</td>
<td>100</td>
<td>$31,100</td>
<td>80</td>
<td>$22,545</td>
<td>60</td>
<td>$20,845</td>
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<tr>
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<td>80</td>
<td>18,467</td>
<td>60</td>
<td>14,676</td>
</tr>
<tr>
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<td>30,117</td>
<td>80</td>
<td>23,754</td>
<td>60</td>
<td>19,155</td>
</tr>
<tr>
<td>George Wythe</td>
<td>100</td>
<td>32,911</td>
<td>80</td>
<td>23,541</td>
<td>60</td>
<td>16,436</td>
</tr>
<tr>
<td>Waynesboro</td>
<td>100</td>
<td>23,468</td>
<td>80</td>
<td>19,212</td>
<td>60</td>
<td>15,390</td>
</tr>
<tr>
<td>Carroll Co.</td>
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<td>23,272</td>
<td>80</td>
<td>19,476</td>
<td>60</td>
<td>14,508</td>
</tr>
<tr>
<td>T.C. Williams</td>
<td>100</td>
<td>26,494</td>
<td>80</td>
<td>17,785</td>
<td>60</td>
<td>10,228</td>
</tr>
<tr>
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<td>26,795</td>
<td>80</td>
<td>20,994</td>
<td>60</td>
<td>16,508</td>
</tr>
<tr>
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<td>80</td>
<td>21,113</td>
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<td>17,778</td>
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<tr>
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<td>80</td>
<td>28,244</td>
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<tr>
<td>Washington-Lee</td>
<td>100</td>
<td>30,000</td>
<td>80</td>
<td>27,830</td>
<td>60</td>
<td>19,830</td>
</tr>
</tbody>
</table>

Total Federal Money $738,246

Note. From Exemplary Project Files, Research Coordinating Unit, Virginia State Department of Education
2. Assist in the placement of high school graduates.

3. Assist in the placement of high school students who want part-time jobs.

4. Work closely with coordinators of the various cooperative programs.

5. Work closely with guidance personnel.

6. Help students to advance in positions.

7. Advise students at every level about continuing education opportunities.

8. Provide preemployment training for all students seeking employment.

In a memo to project directors (Jewell, 1976, p. 2) the placing of students in full time jobs, especially vocational students, was given top priority. Some educators questioned whether providing assistance in finding part-time jobs should be a function of a student job placement service (Orr, 1983; Smith, 1976).

Workshops were held at the Ingleside Inn in Staunton March 13-14, 1974; at the Red Lion Inn in Blacksburg July 16, 1974; at VPI & SU September 17-18, 1974; April 15-17 and April 29-May 1, 1975 in Charlottesville. Wenger (1983), former Massanutten project secretary, stated, "The workshops also stressed the importance of the secretaries, and a cohesiveness developed among the entire group."

At the September 1974 job placement workshop George Orr, Vocational Director, State Department of Education, stated:

Education should have a responsibility to help students move from school on to the next step. The student job placement service can help to fulfill that responsibility. It is our task to bring people to see the importance of this service and we need to make an
impact on the state by July 1975 in order to justify the student job placement service for the future. (Minutes of Job Placement Workshop, Blacksburg, Va., Sept. 18, 1974, p. 6-7)

In August 1975 a memo was sent to project directors stating that the next scheduled workshop would not be held because of recent developments [Senate Bill 647] and once the State Board of Education acted on the recently passed legislation the vocational division would be in a better position to know the future direction of these exemplary job placement projects in Virginia (Memo to Placement Directors from L.M. Jewell, 1975). According to records (Memo to Williams and Haner from L. M. Jewell, 1975), one additional workshop was conducted in Blacksburg, Virginia, for the personnel of the two projects established in 1975.

**Project Objectives**

3. Which of the project objectives were most difficult to accomplish?

The eight major project objectives established by the staff, Virginia Vocational Division, were met to varying degrees according to Jewell (1983). According to project directors, assisting dropouts in finding jobs or continuing their education was the most difficult objective to accomplish. The second most difficult objective identified was preemployment training (see Table 3).

The Alexandria, Arlington, Fairfax, Hampton, Rockingham/Harrisonburg, Norfolk, Richmond, Roanoke, and Waynesboro project directors reported difficulty in placing dropouts. Frith (1983), Hampton project
director, stated, "We tried to develop programs for dropouts and we continued to put information in their hands. Some were helped but not on a large scale." White (1983), Roanoke project director, added "When an employer could get someone who was not a dropout they preferred to do so." Mitchell (1983), a former Massanutten Vo-Tech project director, noted, "They [dropouts] were hard to place; they had little self esteem, a failing record, and were too young for many jobs according to OSHA (Occupational Safety and Health Administration) standards."

Jaskowiak (1983), Norfolk project director, reported difficulty in placing students in full time jobs during the initial three year research period. Employers were hiring part-time people because of the tight economy.

Carroll County's placement director reported difficulty in placing students in part-time jobs. According to Smith (1976) during 1974-75 the recession in the southwest Virginia area curtailed part-time jobs that would have been available. There were long lines at gas stations and transportation to jobs in Carroll County was difficult for students (Smith, 1976). Other factors limiting part-time employment through the placement service at Carroll Co. High School were: 1) 80-90% of the high school graduating class were in cooperative programs in agriculture, business education, distributive education, and industrial cooperative training; and 2) the area high unemployment rate adversely affected part-time employment (Smith, 1976).

Frichtel (1983), director of the Richmond project, noted that assisting students to advance in positions was a difficult objective to meet. According to Crawford (1983), this objective was questioned at
### Table 3

V. Project Objectives

| Project                     | Placing dropouts | Placing high school graduates | Placing part-time working | Working closely with co-op educ. guidance in position | Assisting students to advance in positions | Advising students education possibilities | Pre-employment training coord. 
<table>
<thead>
<tr>
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<td></td>
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<tr>
<td>Carroll Co.</td>
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Note: X = most difficult objective to accomplish
the beginning of the project period. Smith (1976) and Blosser (1974) noted that there was not much demand for assistance in advancing in a position in Carroll County or Waynesboro.

Although many of the exemplary project directors reported skepticism on the part of guidance and cooperative education people during the initial formative phases of the projects, generally the skepticism dissipated once the projects became functional and the purposes clearly understood. Project directors and cooperative education teachers shared job leads and worked in a cooperative relationship. Project directors who had previously worked as distributive education or industrial cooperative training coordinators reported very little concern from colleagues about the new programs and they also reported a smoother working relationship initially (Blosser, 1983; Crumley, 1983; Frith, 1983; Jaskowiak, 1983; White, 1983). Generally guidance counselors worked cooperatively with the project directors in referring students to the placement service.

Students who utilized the services of the placement offices were advised about continuing education opportunities. According to the annual reports (1973-1978), counseling and information on continuing education were available to students in the following areas: adult education, apprenticeship, barber and cosmetology schools, business schools, Graduate Equivalency Diploma programs, nursing schools, and two and four year colleges. Printed materials on continuing education opportunities were also available in many job placement offices. This objective did not pose a concern for any of the project directors.
The teaching of employability skills or preemployment training was reported as a difficult task at the Lynchburg and Alexandria projects. Williams (1983), Lynchburg project director, reported difficulty in conducting preemployment training sessions since it was difficult to get groups of students together during the school day and transportation was a problem after school. Crumley (1983), project director at Alexandria, noted that students wouldn't attend preemployment sessions unless there were job leads for them. Most of the preemployment training was done on an individual basis.

In summary, the eight project objectives were met to varying degrees according to reports and the project coordinator. The project objective that was most difficult to accomplish was placing drop outs in jobs and continuing education situations. Preemployment training was reported as a difficult objective to accomplish by two project directors. Placing students in part-time jobs, placing graduates in full time jobs, and providing assistance in advancing in positions presented some difficulty at other project sites. Working closely with cooperative education teachers and guidance people, and advising students of continuing education opportunities did not pose problems at any of the project sites once the projects were organized and functioning.
Current status of Exemplary Job Placement Projects

4. What is the current status of the exemplary job placement projects?

Of the 11 exemplary projects, six projects are still in existence. The Carroll County, Waynesboro, Fairfax and Roanoke City projects were discontinued at the end of the three year demonstration period. The Lynchburg project was discontinued at the end of the 1981-82 school year after a seven year existence. The Massanutten Vo-Tech, Norfolk and Richmond projects currently exist as placement projects (Diehl, 1983; Jaskowiak, 1983; Frichtel, 1983). Alexandria, Arlington, and Hampton schools have modified their programs to a combination career education/placement effort. The organization of these existing projects follows the original placement model with a project director or persons serving in that capacity. Although the existing project directors work cooperatively with at least one community agency, they have not been taken over by groups outside the school system. The six projects in existence are operated by the local school division. Of the six existing projects, the original directors have remained at three sites. The status of the project directors at the sites that phased out are as follows: one project director is in a career area other than education; three project directors are in other jobs in the school system; and one project director is in a community college setting.

In order to expand the understanding of the 11 exemplary projects in Virginia in the decade of the seventies, the researcher will present general operating procedures of the projects and a vignette of each
original project plus information on the current existence of the project.

General Operating Procedures

The exemplary job placement projects provided the same basic employment counseling and job placement services to all students in the schools according to the structure provided in guidelines and procedures from the Vocational Division, State Department of Education. Each project staff consisted of a project director and a secretary housed within the school—the vocational area, guidance area or, in one case, in a trailer on the school grounds.

Basically the same operational procedures were employed in each project. It was the intent of the Vocational Division, State Department of Education, to keep the projects on a similar track (Orr, 1983). The placement staff developed forms and brochures for use with student placement services. A file was maintained for each student interested in obtaining a job. Project directors visited employers to introduce their new program and obtain job leads. Employment counseling involved completing application forms, writing resumes, developing interview skills, role playing interviews, tips on appropriate dress for interviews, the importance of a positive attitude and neat appearance and how to conduct a job search. Preemployment training sessions were conducted on an individual basis, in small groups and in classroom situations.

Placement directors often visited classrooms, faculty meetings and civic groups to introduce the placement services. Guidance counselors,
teachers, principals and agency personnel referred students to the placement office for special help in obtaining jobs and for information on post-secondary training opportunities.

As job orders were received, students were contacted and if they were interested in a job, an interview was set up and in many cases a letter or card of introduction was sent by the student to the employer. Students were asked to report the results of the interview to the placement director so that up-to-date student files could be maintained. Placement directors stressed to students the importance of keeping appointments for interviews. Follow-through provided contact with the student and employer. Some directors mailed a list of potential student employees to businesses in the area and posted a Jobs Available Bulletin at each school.

Annual reports were sent to the coordinator of the projects, Vocational Division, State Department of Education and a final report was prepared and submitted by each project director at the end of the three year funding period.

Job leads were referred to cooperative education coordinators. In turn, the cooperative education coordinators shared job leads with placement directors.

Arlington County Schools: Washington-Lee High School

The Washington-Lee job placement project began in 1975 under the direction of Linda Haner and has been continued by the school system. Originally the project included Washington-Lee High School and two
alternative schools, Langston and Clay - a total student population of approximately 2,000 (Bauer, 1983). In 1976 the service was expanded to include the two additional high schools in Arlington, Yorktown and Wakefield, raising the total high school population served by the placement service to approximately 4,500 (S. Anderson, 1983). Two paraprofessionals worked in the placement service in these two schools.

Arlington County schools' placement program was designed to meet the needs of the students and the local community (Haner, 1978). According to Haner (1978), in addition to job placement and employment counseling, activities conducted by the placement staff were: a Volunteers in Careers Program, the establishment of a career resource center in the library, the formation of a placement services advisory committee, and the issuance of work permits. Volunteers in Careers involved adults in the community who would talk to individual students on the phone about a particular career. The placement service staff also invited speakers from area businesses and the Virginia Employment Commission to talk with students informally during lunch.

Since many students in the schools were foreign born and not easily employable, a system was developed whereby these students could work for residents of the Arlington community doing odd jobs such as yard work and housekeeping chores. The placement staff worked closely with the Arlington Chamber of Commerce and the National Alliance of Businessmen. Both groups assisted in channeling job leads to the placement office.

According to Haner (1978), approximately 1,700 students were placed in jobs during the three year period, 1975-1978. The annual average unemployment rate for Arlington County for 1978 was 4.9% (Orcutt, 1983).
The principal and business community supported the project; and the school board was kept abreast of the accomplishments (S. Anderson, 1983).

At the end of the three year funding period, the school system assumed responsibility for the program and currently there are three educational secretaries (Clerk Typist II) who carry out career education and placement functions in the schools. Each high school had the option of using the placement person as needed (Vandell, 1983). Two of the placement secretaries conduct career education units in the classrooms and incorporate employability skills into the units (McCord, 1983; Vandell, 1983). The guidance director and counselors are particularly strong supporters of placement in the school system. This project staff currently works closely with the Washington Metro Board of Trade, the Arlington Chamber of Commerce, and the Summer Program for Youth (SPY), a CETA effort (McCord, 1983; Vandell, 1983).

Alexandria City Schools: T.C. Williams High School

The project at T.C. Williams High School began in 1974 under the leadership of James C. Crumley and was continued by the Alexandria Public Schools at the end of the three year funding period. The high school population was approximately 1,800. The economic background of the students ran the gamut of the economic scale from high to low (Crumley, 1977). Alexandria is at the center of the Washington Metropolitan Area and there are many trade association and office jobs. The city includes many residents with high incomes and an increasing
number of young single professionals. According to project records (Crumley, 1977), approximately 1,100 students were placed in jobs during the three year funding period. The annual average unemployment rate for Alexandria City for 1977 was 3.3% (Orcutt, 1983).

Activities in addition to placement and employment counseling (Crumley, 1977) were: the initiation of an income tax information and assistance program; a Skills for Life Course which concentrated on spending and investing wisely; an Introduction to Engineering Program (in conjunction with RCA); and an Introduction to Broadcast Management with WPIK radio station, both designed to attract minority students to engineering and broadcasting fields; and a Government Intern Program with the mayor's office. Representatives from local businesses, the Chamber of Commerce and the Virginia Employment Commission visited the school to talk with students about employment possibilities. The vocational advisory committee served the job placement program. Crumley (1983) made presentations on the project at conferences across the state. Hanley, principal of T.C. Williams High School, labeled the job placement project as one of the more innovative projects initiated at T.C. Williams (Crumley, 1977).

Since the end of the three year funding period, the Introduction to Engineering and the Introduction to Broadcasting Programs have continued and a new Executive Intern Program has been added. This program is a volunteer program for academic students to gain work experience by working with lawyers, doctors, and other professionals (Blair, 1983). Due to scheduling problems, little time is spent with group preemployment training. The Chamber of Commerce continues to be very involved in the school by providing programs to acquaint students with job opportunities in the community (Blair, 1983); the Virginia Employment
Commission continues to cooperate with the school. T.C. Williams is the only senior high school in Alexandria. The placement services are available to all students in the Alexandria System who are at least 16 years old.

Carroll County Schools: Carroll County High School

The Carroll County Project began in 1973 and ended in June of 1976. This project was under the direction of Willborne Smith. This Appalachian county is a rural area located in the Southwestern section of Virginia. Enrollment was approximately 1,100 students, grades 9-12 (Smith, 1983). Most of the students were from a farm environment, although agriculture was not the primary source of income for the county. The bulk of the county families would be considered in the lower-middle income bracket and "the people tend to display independent and self reliant attitudes" (Smith, 1976, p. 6). A plurality of the county residents were employed in the manufacturing of furniture, textiles and apparel (Smith, 1976). Many of the young people leave the area to find jobs. The lack of public transportation in this rural area was a handicap for students seeking jobs (Minutes, Placement Workshop, Blacksburg, Virginia, Sept. 17-18, 1974).

The main functions of the job placement service at Carroll County High School were providing job placement assistance to graduates and employability skills training to all students. Placement was seen as a part of career education. Self awareness and career awareness were emphasized. A cooperative spirit existed among the school personnel,
community agency personnel, and the job placement service (Smith, 1976). There was no functioning advisory committee for the project. According to Smith (1976), some employers cooperated with the placement service for reasons of self interest; every employer wanted the best student and that wasn't necessarily good for the student. Screening was seen as a necessity but the first loyalty must be to the student (Smith, 1976). These reflections on employer attitudes are similar to the views of the revisionists mentioned in Chapters 1 and 2. Another undocumented source supported the revisionists in stating that the exemplary job placement projects "existed for the sole pleasure" of the business community.

Smith (1983) questioned the value of part-time placements; his philosophy was that in-school educational experiences were a priority item. Job placement was seen by Smith as being in conflict with the educational experience of students still in school. He also questioned the emphasis on numbers in project reports. Placement totals for the three year period were not available. The annual average unemployment rate for Carroll County in 1976 was 7.0% (Orcutt, 1983).

When the project ended in 1976, the responsibility for placement was given to guidance counselors and is currently being handled by guidance counselors and work study coordinators (Horton, 1983). There is currently no job placement project in Carroll County.

**Fairfax County: W.T. Woodson High School**

The job placement project at W.T. Woodson began in 1973 and ended in 1976. The project was under the direction of Joseph Wozney. Wozney
was the only project director not previously in vocational education. His training was in personnel/industrial psychology. The high school population was approximately 2600 students (Wozney, 1976). The majority of families served by the school were middle to upper-middle class, white and well-educated. The school served a high socio-economic status area. Approximately 85% of all recent graduates were bound for post-secondary education (Wozney, 1976). The school was located in an urban-suburban area with a large population. In 1974-75 jobs were difficult to find in the Fairfax area; many part-time jobs were cut because stores reduced their hours, particularly gas stations. Many parents insisted that students quit their jobs because of the shortage of gasoline (Wozney, 1976).

In addition to the job placement and employment counseling functions, the placement staff sought to provide teachers and students with information on the world of work, including mini-sessions on career opportunities for multi-lingual people. The staff worked with the night school program and assisted in presenting two county-wide career fairs and three career weeks. Approximately 750 students were placed in jobs during the three year funding period (Wozney, 1976). The annual average unemployment rate for Fairfax County in 1976 was 4.2% (Orcutt, 1983). Due to the nature of the student population, 85% of the placements were part-time (Wozney, 1976). The project had an advisory committee, but it was not functional (Wozney, 1983).

Difficulties were encountered in the operation of the project since the chain of command was often inconsistent (Wozney, 1983). The choice of Woodson as a project site was questionable, according to Wozney
(1976), since the school had a low drop out rate and the majority of the students were college bound. Some staff members were dubious of federal projects (Wozney, 1976). There were many existing programs struggling for survival in the 1976-77 budget when the fate of this job placement project was determined (Wozney, 1983).

Currently there is no placement service at W.T. Woodson, and when the project ended in 1976 guidance counselors assumed the responsibility for placement. In Fairfax County employment counseling and job placement responsibilities are dispersed through the schools, many aspects of which were modeled after the Woodson exemplary project (Cockrill, 1983). Although details are handled differently in each school, guidance counselors and work study coordinators assist in placement and employment counseling. Career education units taught through English classes emphasize employment counseling and job search skills (Cockrill, 1983).

**Hampton City Schools: Hampton High School**

The Hampton placement project began in 1974 and has been continued although it operates on a limited basis (Frith, 1983). For two years the project provided employment counseling and placement for 1700 students at Hampton High School. A large percentage of the students attend college (Frith, 1977). As a result of Senate Bill 647, Hampton Schools submitted a plan to modify the project for the last research year in order to meet the needs for employment counseling and placement in all five high schools, approximately 7,240 students (Frith, 1977). A
central office was established and one guidance counselor in each of the five high schools was assigned as a vocational counselor to work with the placement service (Frith, 1983).

Hampton School's job placement program consisted of two components: (1) the in-school component which involved the teaching of job seeking and job keeping skills, individually and in groups, and (2) the community based employer development program which involved the establishment and maintenance of contact with area employers. The placement service utilized a Computerized Vocational Information System so that placement counselors in each school could keep up-to-date on local job openings.

The vocational advisory committee served as the advisory committee for the Hampton project. The project director worked cooperatively with the Peninsula Chamber of Commerce. In 1977 Newport News Schools used the Hampton Project as a model in establishing a placement program (Frith, 1983; Hodges, 1983). Approximately 935 students were placed during the initial three year program period (Frith, 1977). The annual average unemployment rate for Hampton in 1977 was 6.1% (Orcutt, 1983).

At the end of the three year research period, the Hampton project continued, and through CETA services vocational assistants were made available to work with the placement director and vocational counselors. Later because of economic constraints the vocational assistants and counselors were cut from the program. Currently the placement director is responsible for career education and placement; the Peninsula Chamber of Commerce continues to make its services available. Due to time factors and a reduced staff, placement and employment counseling
activities are provided on a very, very limited basis according to Frith (1983), exemplary project director.

**Lynchburg Public Schools: E.C. Glass High School**

The Lynchburg Public Schools job placement project began operation in July of 1975 and was continued by the school system until 1982. Randy Williams was project director. During the first two years of the project one senior high school, E.C. Glass, was served by the project. As the third year began, the new Heritage High School was included in the project. The combined enrollment at the two schools was approximately 3,000. The majority of the families served by the two schools were middle class. In addition to the director the placement staff consisted of a full time secretary and a counselor who helped with placement on a part-time basis. Job placement and employment counseling activities were the components of this project. Employability skills were taught in individual and classroom sessions. During the three year funding period, 866 students were placed on jobs. The annual average unemployment rate was 4.8% in 1978 and 9.3% for 1982 (Orcutt, 1983).

At the end of the three year research period, the placement program was continued without major modification for two years. In an effort to strengthen the vocational programs the objectives were modified and the organization changed by the central administration. Beginning with the 80-81 school year the following objectives were added to the original eight as priority items: (1) to place trade students on permanent jobs, and (2) to maintain a program of constant and systematic interaction
among industry, teachers and students. There was a major de-emphasis on part-time jobs for students (Williams, 1983).

In order to strengthen the trade and industrial programs, the placement director invited local business/industry representatives to visit and tour trade classes in order to obtain input about skills necessary in the work world. Employers then met with school officials to discuss concerns such as course modifications or expansion or lack of equipment. But suggested changes and curriculum modifications were implemented slowly.

The placement staff scheduled two conferences each year with each student in the trade programs. Group conferences dealt with placement office procedures, job outlook and job search skills. Parents were invited to the individual conference and post-graduation plans were discussed. A listing of post-secondary training possibilities was available for each trade area. Catalogs and brochures were available for parents and students.

An employment skills curriculum was developed for trade students with emphasis on completing applications, writing resumes and interview skills at grades 10, 11 and 12 respectively. The Virginia Employment Commission, the Lynchburg City Fire Department, 70001 Club and Community Education and Employment Services worked cooperatively with the reorganized program.

At the end of the 1982 school year, the decision was made to discontinue the project because of the decreasing number of full time
placements and for financial reasons (Williams, 1983). Currently a vocational counselor at each school is assigned to work only with vocational students in the areas of employment counseling and job placement (Kesterson, 1983). There are no placement services for other students.

Norfolk Public Schools: Maury High School

The Norfolk job placement project began in 1973 at Maury High School under the direction of Philip Jaskowiak and is presently operating as a Job Development Center. The student population at Maury was approximately 1,800 students. Seven hundred thirty-two students were placed within the three year funding period. The annual average unemployment rate was 7.1% in 1976 (Orcutt, 1983).

Students from Maury were from diverse backgrounds, both economic and social. The school population was 50% black and 50% white. About 47-50% of the seniors continued their education (Minutes, Job Placement Workshop, Staunton, Virginia, March 13-14, 1974).

The major objective of the Norfolk placement project was to help locate jobs for students seeking employment (Jaskowiak, 1976). Most of the preemployment training was provided on an individual basis. The project staff worked cooperatively with the Virginia Employment Commission, the Apprenticeship Program and the STOP Organization (Southeastern Tidewater Opportunities Project). These groups assisted the job placement staff in the placement of handicapped and underprivileged students (Jaskowiak, 1976). An advisory committee was organized for this project.
At the end of the three year funding period the project was picked up by the school system in order to implement Senate Bill 647 and is operated through the joint efforts of the Guidance and Adult Vocational Education of the Norfolk Public Schools. There are two persons on the staff as full time job developers, Philip Jaskowiak, a vocational educator, and Virginia Ashby, a guidance counselor. The office is located at the Norfolk Technical Center and serves students at Norfolk's five high schools and the technical center (Jaskowiak, 1983). According to Jaskowiak (1983), placement continues to be the "bottom line" at the Norfolk project and the staff continues to work cooperatively with community agencies, such as the Chamber of Commerce, especially in special projects.

Richmond City Schools: George Wythe High School

The Richmond City Schools job placement project began at George Wythe High School in 1973 and was re-designed and continued by the school system at the end of the three year funding period. Joseph Frichtel has continued as project director. The size of the student body was approximately 1300 at George Wythe. Seventy-five percent of the school population was black; 25% white (Minutes, Job Placement Workshop, Staunton, Virginia, March 13-14, 1974). At the time businesses were in the process of moving away from the school area. Transportation was a big problem. The shopping malls in the suburbs needed help but there was no public transportation to the suburban area from the school. For a student to get downtown three to four bus
transfers would be involved (Minutes, Job Placement Workshop, Staunton, Virginia, March 13-14, 1974).

In addition to employment counseling and placement services, career fairs, special programs and career units were presented to students. Special programs were developed relative to employment. A skit entitled "Attendance Program" was produced by the guidance department, drama club and the placement service to illustrate how poor attendance patterns can affect a student after high school. Following the skit, guest speakers from business/industry fielded questions from students (Frichtel, 1976). A six week unit in career education was conducted through the history department. The placement staff worked closely with summer work experience programs, provided on-the-job training in day care service in conjunction with the home economics department and the placement office served as a resource center for teachers and counselors.

An advisory committee functioned during the first year of the project. Administrators were committed to the success of the project and there was a cooperative effort among businesses, counselors, teachers and the community (Frichtel, 1976). Approximately 700 students were placed during the three year funding period. In 1976, the average annual unemployment rate was 5.8% (Orcutt, 1983).

At the end of the three year funding period, the project ended at George Wythe and a placement program was implemented for the Richmond City Schools to meet the mandates of SB 647. The project is housed at Richmond Technical Center. During the fifth year of operation two placement specialists were hired. Each specialist was responsible for placement services at four schools. They worked one day in each school
and one day was designated as job development day. Because of budget constraints the specialist positions were eliminated in 1982. Although the program is designed to serve all high school students in Richmond City Schools, the services are largely for employment counseling and placement of vocational students in RTC (Frichtel, 1983). The placement staff continues to work closely with summer work experience programs. Joseph Frichtel also served on the Employment Counseling and Placement Committee for the implementation of Senate Bill 647.

Roanoke City Schools: William Fleming High School

The student job placement service project at William Fleming High School began July 1973 and terminated June 1976. The student population at Fleming was around 1,400. Jim White was project director for the three year duration of the project. The project worked cooperatively with VEC. There was no advisory committee for the project. A model career development program for William Fleming High School's job placement project was developed by the placement director. Extensive career exploration activities were available to help students explore their career interests. The placement office was equipped to administer the Vocational Preference Inventory. The Dictionary of Occupational Titles and the Occupational Outlook Handbook, job exploration kits, filmstrips on vocational occupations and job search skills were utilized in the program (White, 1976).

Other placement activities included classroom presentations on employability skills training and a Career Interview Week for non-
college bound seniors. Approximately 20 employers from the Roanoke Valley were present to discuss career opportunities with students.

Approximately 300 students were placed during the three year period, 1973-1976 (White, 1976). In 1976 in Roanoke the annual average unemployment rate was 7.0% (Orcutt, 1983). In response to a letter from Jewell (1975) regarding the low number of placements for the 1974-75 school year, White responded that due to the depressed economic conditions, employers were using part-time employees instead of full time employees and employers were just not hiring full time employees.

The William Fleming job placement project received considerable media coverage (White, 1983). Many educators across the Commonwealth spoke highly of the Fleming project. The program was discontinued in 1976 for financial reasons (White, 1983). There is no student job placement service at William Fleming; employment counseling and job placement functions were assigned to counselors and counselors rely on Virginia Employment Commission representatives who come to the school monthly to carry out job placement and job development functions (Carr, 1983).

Rockingham/Harrisonburg Schools: Massanutten Vo-Tech Center

The Massanutten placement project began in 1974 under the direction of Arthur Mitchell and has continued to the present time. In 1976 Bill Diehl assumed the position of placement director. The placement office served all five schools in the Rockingham County/Harrisonburg City area.
The school population served by the project consisted of approximately 4,000 students.

The Job Placement office, housed at the Massanutten Vocational Technical Center, is a joint venture between the Harrisonburg City and Rockingham County School Systems. It is located in Rockingham County about one mile south of Harrisonburg City. Rockingham County is a relatively conservative county, and generally the people are hard working (Diehl, 1983). Employment has been relatively stable, with a good mix of agriculture and other industries. Unemployment does not have quite the impact that some areas suffer because of this balance of agriculture and industry (Diehl, 1983). There are many advocates of vocational education in the Massanutten area.

Job development, job entry/job holding skills, and attitudes were the most important aspects of this student placement service (Diehl, 1983). A cooperative working relationship existed among the Virginia Employment Commission, the Chamber of Commerce and the placement service, especially on the Youth Employment Service for Summer Jobs. The vocational advisory committee served as advisory committee for the project. The project had the support of the school and administrative personnel (Diehl, 1983). The records are not complete as to the number of students placed during the three year exemplary period.

At the end of the three year period, the school system continued the funding. The annual unemployment rate in 1977 was 3.8% in Harrisonburg and 4.9% in Rockingham County (Orcutt, 1983). The project now serves four high schools. The project is basically a continuation of the original project model. An added service is an On the Job Career
Observation in which high school juniors shadow local career people. The Virginia Employment Commission representatives have not been available to work with the placement service during the past year due to budget cuts (Diehl, 1983). Placements during 1981-82 showed a 5% increase over 1980-81; this was contrary to the present local and national unemployment trend (Diehl, 1982).

Waynesboro City Schools: Waynesboro High School

The job placement service at Waynesboro High School functioned from 1973 to 1976. William Blosser was the placement director. The high school population was 865 students. Waynesboro was a highly industrialized city. Waynesboro High School represented a small city school in the 11 exemplary projects. The school population was highly motivated due to parental pressures for strong academic programs; approximately 60% of the seniors attended college (Blosser, 1976). Activities of the project included placements and mini-courses on employability skills. A work incentive program was initiated in which students who had 540 work hours could receive one credit toward graduation (Blosser, 1983).

After the first year of operation, the economy began to decline. Due in part to the high unemployment and the economic situation in Waynesboro, the placement director recommended the closing of the project in 1976 until such time as the economy and the employment situations improved (Blosser, 1976). Blosser stated:

In our small community with its high unemployment rate and tax structure which is in operation, local funds cannot absorb the expected expenditures...if the student job placement services are
to succeed in a small town, there will have to be some method of funding. (1976, p. 7)

Blosser suggested that the placement services could be absorbed by the guidance department and added that a career awareness program, K-12 would be an even more ideal situation. Approximately 385 students were placed during the project period (Annual Reports, 1974, 1975, 1976). The annual average unemployment rate in Waynesboro in 1976 was 10.7% (Orcutt, 1983). There is no job placement project at Waynesboro High School. A guidance counselor currently assists students with job placement activities (Simpson, 1983).

In summary, four of the projects were discontinued at the end of the funding period; a fifth project was discontinued after seven years of functioning (see Table 4). Of the six projects that are continuing, three project offices have moved, names have been changed and services have been extended to all high schools in the system. In the Arlington system, placement offices were established in each high school in the system (see Table 4). Massanutten and T.C. Williams are serving basically the same student population from the same office location. Of the existing projects, three exist as placement projects and three have been modified to career education/placement projects.
Table 4
VI. Current Status of Exemplary Job Placement Projects

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<th>Continued Beyond 3-year Funding Period and later Discontinued</th>
<th>Continuing Currently</th>
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<td>Lynchburg</td>
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*Note: T.C. Williams is the only senior high school in Alexandria.*
Observed Accomplishments of the Projects

According to data collected from interviews, some accomplishments of the projects were as follows: the projects served as models and created an awareness of job placement. Actual placements and the teaching of employability skills were also major accomplishments. McDaniels (1983) described the accomplishments in the following way:

They served as models of how school districts could take on the possibility of increasing attention to job placement programs. They showed that if you have the money and initiative, good programs could be developed, and I think that was something positive. I don't think the subsequent developments have been as favorable as they could have been. We didn't learn and we didn't do as much as we could do as the projects were unfolding.

Crumley (1983) responded that the Alexandria project just carried on what the program was supposed to do as well as any that was set up; there were no major accomplishments. Smith (1983) added:

The accomplishments of the project [Carroll County] were teaching employability skills and causing guidance and administrators to be more aware of the placement aspect.

Mitchell (1983) noted that the biggest accomplishment was getting established in the schools. According to Jewell (1983):

The exemplary projects did an awful lot of good in establishing a relationship with businesses. One of the weaknesses of any program is if you don't have a real strong commitment from the top echelons in any school division that this project is as important or more important than something else and if you don't get any outside funding--this is one of the first things to be let go.

S. Anderson (1983) stated that the major achievement of the Arlington project was the actual community involvement. She added, "We seemed to be greeted with open arms by the community once the reputation
of the service got around" (1983). Bauer (1983) noted that the greatest accomplishment was helping kids whose parents were on welfare to get a job and to break out of that family unemployment chain. The Hampton and Norfolk projects cited as major accomplishments the number of placements (Frith, 1983; Jaskowiak, 1983). Crawford (1983) stated:

They [directors] set up an organizational pattern that anyone could follow. They organized and developed forms that could be used by any size placement project. A whole system could be developed using these forms and I think they proved beyond a shadow of a doubt that it worked.

Wozney (1983) added that the projects made people, teachers and students, aware of the fact that job placement was an extremely important part of education and an area that was totally being neglected by many schools. Frichtel (1983) stressed that teaching job search skills was more important than the placements.

Educators noted that there were a number of areas in which the projects tended to fall short. Crumley (1983) noted that the biggest disappointment of the Alexandria project was the fact that jobs were not available for so many people. According to Mitchell (1983), the biggest disappointment at the Massanutten project was the lack of placements, especially for dropouts. Mitchell said, "I felt I was promising something I couldn't deliver. Students were desperate to get jobs and I served five schools. I personally felt frustrated and resigned the position." Smith (1983) said:

The biggest disappointments were that the Carroll County project did not continue; it wasn't funded nor properly integrated into guidance and there was too much emphasis on part-time placements. Crawford (1983), project consultant, noted that there were some problems you couldn't do anything about, such as lack of transportation, which
prevented students from getting jobs.

The annual reports which emphasized numbers were considered to be a weakness in the project structure by several project directors. Smith (1976) stated the emphasis on statistical accountability "will increase the probability of reporting falsifications" (p. 7). Wozney (1976) added, "Sheer numbers do not tell the story of local needs and priorities" (p. 12). White (1976) added, "Results of a project cannot be accurately assessed by viewing statistics" (p. 3).

Several directors stressed the need for additional in-service training workshops and direction, in general, from the state level.

Accomplishments of the projects centered around the new service for all students and the increased interface with the business community. Shortcomings included a lack of jobs in some project areas and project reporting methods.

Events Leading to the Passage of Senate Bill 647

With the eleven exemplary job placement projects functioning the Vocational staff of the State Department of Education, members of the State Board of Education, the State Advisory Council on Vocational Education and legislators continued to attempt to make job placement a permanent part of Virginia's secondary school program. At the state level, information on the exemplary projects was being shared with the State Board of Education so they would be knowledgeable about the projects when funds were requested for the growth and expansion of the job placement projects (Orr, 1983). The staff of the Vocational
Division was planning to ask for half a million dollars for the expansion of the projects and for permanent placement positions (Orr, 1983).

Concern about vocational education and job placement, in particular, in the schools came from many directions. Members of the State Board of Education were concerned about vocational education in the Commonwealth (Caruthers, 1983). National groups such as the Education Commission of the States were keenly aware of what was happening nationally in education and several influential Virginians were involved with the Education Commission of the States. The state of Florida passed the employment counseling and placement law in 1973 (National Association for Industry Education Corporation, 1977). Florida was the first state to mandate placement and employment counseling. Members of the State Board of Education were proponents of job placement (Caruthers, 1983). Many Board members were oriented towards the world of work and wanted to see a closer working relationship between the Virginia Employment Commission and the high schools (Caruthers, 1983). At this time career education was being pushed, youngsters were leaving school unable to find a job, higher education was not necessarily the way to go anymore, and the model projects had been funded by vocational education (Riehm, 1983).

Senator Andrews (1983), when asked what events led to the passage of SB 647, responded, "If you have vocational education programs and no job placement, are you doing your job?" Andrews continued, "It seemed a natural thing for schools, the VEC and businesses to coordinate their efforts." A function of education is to train those students not
directed toward higher education as citizens and then with a skill (Andrews, 1983).

The exact events that led to the introduction of Senate Bill 647 are not clear. However, there are many observations of people close to the issue of job placement for which the researcher does not have documentation. Proponent(s) of vocational education and job placement were aware of and supportive of the exemplary job placement projects and were in a position to talk with legislators about what was going on in education at the national level at meetings such as the Education Commission of States. Consequently Senate Bill 647 went on the books.

Another source remembered that in the closing hours of the General Assembly of 1975, Senate Bill 647 was introduced and "railroaded through." There was little discussion. Senator Andrews was keenly interested in job placement and employment counseling and vocational educators at the Virginia State Department of Education were pushing to get legislation for vocational placement.

Senator Hunter Andrews (chairman of the Education Commission of the States) introduced Senate Bill 647 into the Senate. SB 647 states,

On and after September one, nineteen hundred seventy six each school board shall make available to secondary students employment counseling and placement services to students graduating from or leaving the public schools in the school division.

Records do not indicate any interest groups who supported SB 647.

According to Luther (1983), the State Chamber of Commerce probably would have supported SB 647 if they had been asked to do so by the State Department of Education, although it would have been a small item in the
agenda in 1975. The Virginia Education Association had no official position on SB 647 (C. Cook, 1983).

Senate Bill 647 was a bill with no funding, a bill which states that each school board shall make available to students employment counseling and placement. According to Walton (1983), how to implement the bill was left mainly to the localities. Also, it was agreed that employment counseling and placement must be a cooperative effort between VEC and the schools (N. Anderson, 1983). The bill passed the Senate with no negative votes. In the House of Delegates two representatives from Rockingham, Page and Shenandoah counties and the city of Harrisonburg voted against the bill. According to N. Miller (1983), mandating a service with no provisions for funding puts a financial bind on rural areas. On the other hand, those supporting the bill saw employment counseling and placement as responsibilities of the school; they believed that such a program required meetings, planning, projecting and coordinating on the part of the schools and no additional funding (Andrews, 1983).

When SB 647 was implemented, the first six exemplary projects had completed the third year; the second group of projects had one year to go and the third group of projects had two years to go. According to Orr (1983), once the state mandated employment counseling and placement, that mandate preempted the use of federal funds for job placement projects. "Federal dollars cannot be used to support something the state is supposed to be doing" (Orr, 1983). When these 11 projects completed the three year funding period, no additional exemplary job placement project funding was available in Virginia (Jewell, 1983).
The passage of SB 647 which mandated employment counseling and placement with no provision for funding, removed any hope the Vocational Division staff of the State Department had of getting permanent funding for a placement position in the secondary schools (Orr, 1983).

Then the responsibility of placement was assigned to high school guidance counselors by the assistant superintendent of instruction for the state of Virginia (Riehm, 1983). Counselors were frustrated - no funding, added responsibility and often a reluctance on the part of school divisions to take on the additional responsibility (Walton, 1983). According to Walton (1983), counselors were given the responsibility for carrying out the mandates of Senate Bill 647 since counseling and placement went together. Riehm (1983) observed that since there was no funding, and placement services were mandated for all students, someone had to do it. According to McDaniels (1983), counselors were the logical choice for the responsibility, of four possible options. The options were to: (1) follow exemplary project models and place mainly vocational students; (2) depend on the employment service; (3) employ a specialist; or (4) depend on guidance and counseling. It was the feeling of educators that counselors would have the greatest positive impact on the largest number of students (McDaniels, 1983).

Two committees were formed to determine how to implement Senate Bill 647. John Cook, supervisor of guidance for Virginia, and Lloyd Walton, Supt. of Appomattox County Schools, served as co-chairpersons for the Committee to Interpret SB 647. The committee members were guidance counselors, teachers, VEC personnel and principals (J. Cook, 1983). A second committee wrote guidelines for employment counseling.
and placement to be used in the schools. The guides were published by the Guidance Service, State Department of Education, Richmond, Virginia. The guidelines were sent to each division superintendent, each college and university in the state, and each guidance counselor in the state (J. Cook, 1983). The Guidance Division, State Department of Education sends employment counseling/placement evaluation forms to secondary schools in the state annually in order to collect information on employment counseling/placement activities under SB 647.

**Other Job Placement Activities in Virginia's Schools**

**Page County Project**

In 1977 the Page County Public School Division began the implementation of the only job placement and employment counseling project funded under Elementary and Secondary Education Act Title IV-C (Education Amendments of 1974) in Virginia's schools (Lantor, 1983). This program was designed to meet the mandates of SB 647. After three years of decreasing funding the school division accepted the financial responsibility of the program by utilizing local funds and funds from the Comprehensive Employment and Training Act (Dudley, 1983). The Job Center serves students at Luray and Page County High Schools; the school population is over 1600 students in grades 8-12. A job placement counselor and secretary are full time staff positions with 20 additional people employed to operate the CETA program run through the center.
Components of the Page County job placement program include: the establishment of a career resource center in each high school, employment counseling, job placement assistance, on-line computer terminals utilizing the Guidance Information System, microcomputers utilizing Virginia VIEW, follow-up services for seniors, an employment skills curriculum with learning modules and job skills competencies infused into the school curriculum at each grade level, contact with businesses, employment certificates and CETA.

Page County Public School System, Virginia Vocational Guidance Association and Virginia Tech co-sponsored Job Placement and Employment Counseling Conferences in 1978 and 1979 in Luray. This was an effort in providing some leadership and direction for placement in the state of Virginia.

Cancelled: Virginia Youth Employment Program

Virginia Youth Employment Program was the title of a job placement program planned cooperatively by the Virginia Employment Commission and the Department of Education (Boswell, 1983; Garner, 1983). The program was modeled after the Wisconsin Job Placement Model and was to have been implemented in Virginia's schools in the 1981-82 school year. However, the Department of Labor cut the funding just prior to the opening of the school year. The program included job development, job search skills, job placement and ten job competencies. The job placement team at each pilot site would have included a VEC job specialist, a guidance counselor, a teacher, or other school personnel. The program was
designed to supplement or complement any job placement efforts in existence in order to help reduce the youth unemployment rate and improve the quality of employees coming from the school systems.

The pilot programs were to be implemented in a rural area, in a medium suburban area, and in a heavily populated metropolitan area (Garner, 1981). The three sites that had been selected for the program were: (1) the Southside area; Prince George County, Dinwiddie County, Sussex County and Surry County; (2) Roanoke County and Roanoke City; and (3) Henrico County in the Richmond area. It was envisioned by the planners that the program would expand to every location in the state. The estimated cost of a placement would have been approximately $200-$300 (Boswell, 1983).

Jobs for Virginia Graduates -- a Private Venture in Job Placement

Jobs for Delaware Graduates started in 1979. Governor Pierre S. duPont, IV, recognized teenage and youth unemployment. Gov. duPont wanted to catch the problem at its roots -- in high school. He organized a committee of 100 people to examine the problem. Jobs for Delaware graduates focused on students in general education programs because college bound and vocational students were already receiving help from the schools (Stith, 1983).

Jobs for America's Graduates (JAG) followed JDG. The Jobs for Virginia Graduates model program began in the fall of 1982 in six high schools in the city of Richmond. Targeted students were seniors in the general education program. Participation in the program was on a
volunteer basis. JVG meets one period a day for one unit of P/F credit. There were 266 students in the program in 1982-83 (133 males; 133 females). Ninety percent of the students are non-white (Stith, 1983). The cost is about $1500 per student placement. The curriculum of JVG includes 33 competencies that fall into the following categories:

1. Career Development
2. Job Attainment
3. Job Survival
4. Personal Survival
5. Basic Competencies
6. Leadership and Self Development

The parent/student/job specialist sign a contract to encourage commitment to the program. Each of the seven job specialists is responsible for 37-50 students. Funding for JVG comes mostly from the state-federal funds: the Governor's Employment and Training Council, Virginia legislature, Richmond City Schools allocation, Title III and special programs not already being used, JAG, and other private funds (Stith, 1983). Participants are placed in jobs in private industry and permanent type public service jobs.

According to Stith (1983), JVG works since the group makes its own decisions; no additional laws relating to placement are needed; the schools aren't assuming placement responsibilities. The VEC can't do it -- won't do it (Stith, 1983). The $750,000 budget was trimmed to $399,000 since the program is not serving as many students as originally planned. Jobs for Virginia Graduates will expand to Roanoke City Schools in the fall of 1983.
Guidance Counselors

With the exception of the exemplary job placement projects and the Page County project, employment counseling and job placement functions are carried out primarily by high school guidance counselors in Virginia's schools (Ayers, 1983). A few schools such as Petersburg High School have a full time job placement director. Other schools designate a vocational counselor, or career guidance person to carry out placement functions. Often placement is a cooperative effort among counselors in the school (N. Anderson, 1983). Vocational technical centers sometimes employ or assign a person with placement responsibilities for vocational students only.

Proposed Standards for Accrediting Schools in Virginia

Employment counseling and job placement is a guidance program (see Appendix J) component under the Proposed Standards for Accrediting Schools in Virginia (Ayers, 1983). According to Ayers, the State Guidance Department and the accreditation review committee are interested in job placement. If this proposal is approved by the State Board in July, 1983, it will become effective June, 1984.

To include job placement and employment counseling in the accreditation standards will provide some direction and leadership for the service from the state level.
Chapter Summary

The findings of this study reveal that six of the eleven exemplary job placement projects are still in existence in Virginia's secondary schools. Two of the projects are in Northern Virginia, three in the eastern region of Virginia and one in the Valley of Virginia. Through the individual efforts of the project directors and through the cooperative development of materials, models and procedures were established that could be followed by other schools.

Other approaches to job placement in Virginia include the Page County Job Placement Center which incorporates an employment skills curriculum with competencies for each grade level, Jobs for Virginia Graduates, counselors who carry out placement and employment counseling responsibilities in the schools, and a proposal to include job placement and employment counseling in the accrediting standards as a part of the guidance program.
Chapter 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Chapter 5 will summarize the development of the exemplary job placement projects in the secondary schools of Virginia. Conclusions will be drawn and recommendations will be made for job placement and employment counseling in Virginia's secondary schools. Also, recommendations for additional research will be included.

Summary

Early Job Placement Efforts

The present study was concerned with the exemplary job placement projects in the secondary schools in Virginia. Specifically, the study investigated the events that led to the establishment of the projects, the organizational process in the development of the projects in the secondary schools, the objectives most difficult to accomplish and the current status of the projects. This study resulted from the awareness that no single accumulation of materials exists on exemplary job placement projects in Virginia's secondary schools.

A review of the literature revealed that early job placement efforts for school students began with the work of individual teachers, settlement workers, vocational bureau counselors and community organizations. In 1914 the Placement Bureau of Roxbury, Massachusetts, which
had been established by a civic group, was incorporated into the Public Schools of Boston as a part of the Department of Vocational Guidance (Brewer, 1942). From that first placement office in the public schools in 1914 placement services became more widespread during the next 20 years. In 1914 schools in Minneapolis included placement (McAlnon, 1924); the New York City School district reported a placement service in 1921 (Smith, 1924); Pittsburgh Public Schools had placement services by 1927 (Loeffler, 1927), and Baltimore Schools reported student placement services in 1928 (Buckingham, 1974). Milton Hershey School, Hershey, Pennsylvania, expanded placement services in 1934 (Garner, 1983) and Greenville High School, Greenville, South Carolina organized a placement service in 1938 (Crawford, 1983).

Professional organizations such as the National Vocational Guidance Association recognized placement as a part of vocational guidance as early as 1924. The importance of placement in vocational education was inherent in the 1917 Smith Hughes Act and has remained in the continuum of vocational education acts to the present time. The U.S. Employment Service representatives have worked in some of the schools in the area of job placement and most colleges and universities have implemented placement programs for their graduates over the years.

In the early 1960's, attention was drawn to the high unemployment rate of youth (National Advisory Council on Vocational Education, Sixth Report, 1972) and the need for skills training because of automation and obsolete skills (P.L. 87-415). In an attempt to reduce the high level of youth unemployment Congress passed the 1968 Vocational Education Amendments (P.L. 90-576) which provided for exemplary activities to
bridge the gap between school and work. In Virginia the Vocational
Education Staff, State Department of Education, chose to develop
exemplary job placement projects to help students in the transition from
school to work.

The professional literature revealed very little information on the
exemplary job placement projects in Virginia's secondary schools. By
means of interviews and document analysis the following findings
relevant to the four major research questions were obtained.

Formation of Exemplary Job Placement Projects

The 1968 Vocational Education Amendments (P.L. 90-576) addressed
the issue of youth unemployment and the need for schools to assist
non-college bound students in the transition from school to work in
order to help reduce youth unemployment. The 1968 Amendments authorized
federal grants to encourage states to develop new ways to help youth
move from school to the work world.

In Virginia proponents of vocational education were aware that the
public schools were not adequately helping vocational students with the
next step after high school--the job. Job placement was considered a
weak link in vocational education. The shift from a well established
economic base of manufacturing to an information based economy utilizing
knowledge, information and communications created a need for job know-
ledge and job search skills in new areas of employment. The impetus of
the equality of education opportunity movement and the effort to upgrade
public education pushed educators in all areas to do something to meet
the needs of all students. All four events or forces that contributed
to the formation of the exemplary job placement projects could fall
under the umbrella of equity of education for non-college bound
students. This equity statement was: Education must assume an equal
responsibility for assisting students to enter the world of work as has
been done to assist students to go on to higher education.

In the review of the literature, the project files and interviews,
the equity issue received attention. Reasons given for schools to
assume an equal responsibility for the non-college bound included the
following:

1. The Employment Service had more than it could do considering
the clientele that it was serving; and the School Counseling
Program conducted by Employment Service representatives had
been discontinued.

2. Guidance programs have tended to emphasize the college bound
and ignore the non-college bound.

3. The non-college bound students' education in the schools have
been shortchanged.

The data collected indicate that the impetus for the establishment of
the exemplary job placement projects in Virginia came from the unequal
treatment of the non-college bound student. There may, however, have
been different underlying reasons. Perhaps the major issue was the
concern of vocational educators about the placement of vocational
program graduates.

The Division of Vocational Education, State Department of
Education, aware of the National and State Advisory Council's position
on job placement, decided to establish exemplary job placement projects
in Virginia's secondary schools to help bridge the gap between the
school and the work world, especially for the non-college bound. A long range goal of the Vocational Division staff was to be able to demonstrate through these projects the effectiveness of job placement so that a job placement position could eventually become a permanent part of the budget of the Virginia State Department of Education.

Organizational Process of Exemplary Job Placement Projects

Approximately $161,000 from the Vocational Education Amendments was awarded for exemplary job placement projects in Virginia for the first year of operation. A request for proposals was sent to all eligible Virginia secondary schools. Committees reviewed the applications; six projects were funded in 1973-74; three in 1974-75; and two in 1975-76. The total federal money allocated for the 11 exemplary job placement projects in Virginia's schools from 1973-1978 was approximately $738,246. Additional local funds were appropriated during the second and third years of each project's functioning; thus the total cost of the 11 projects from 1973-78 was nearly one million dollars if guidelines were followed. Procedures and guidelines for the initial organization of the projects were mailed to project directors. Later, in-service workshops provided a time for sharing and developing materials. The project staff consisted of a full time job placement director and a secretary.

The job placement director's role was to establish the placement service for use by students, to coordinate the placement service with the cooperative education coordinators, community agencies and business/
industrial community, develop mini-courses on employability skills, establish an advisory committee, and prepare publications about placement services. The secretary was, in many cases, an assistant to the director. The project coordinator and consultant supervised, provided in-service training and follow-through for project directors and secretaries. An annual report and a final three year report were sent to the state coordinator. Locally, the vocational director was in charge of the project.

**Project Objectives**

The eight project objectives established by the State Department of Education, Vocational Division staff were to:

1. Assist in the placement of dropouts and arrange for their continued education where feasible.
2. Assist in the placement of high school graduates.
3. Assist in the placement of high school students who want part-time jobs.
4. Assist students to advance in positions.
5. Work closely with the coordinators of cooperative education programs in placement of students.
6. Work closely with guidance personnel in their efforts to assist students with education for employment.
7. Advise students at every level about continuing education opportunities.
8. Make provisions for preemployment training for students seeking employment.

The eight project objectives were met in each of the 11 project areas, some to a greater extent than others (Jewell, 1983). According to project directors, consultant, and coordinator of the projects, the most difficult objective to accomplish was helping the dropout to find a job or continuing education experiences. Project directors noted that dropouts were difficult to place because of age, attitude, lack of self esteem, and lack of job skills; many were not interested in continuing their education. Preemployment training was difficult in some schools since it was difficult to assemble groups of students because of scheduling problems or student motivation. As a result, most of the directors conducted preemployment training on an individual basis, generally just prior to the job interviews.

Placing students in part-time jobs, placing graduates in full time jobs, and providing assistance in advancing in positions were labeled as difficult tasks by other project directors.

Generally, working closely with cooperative education coordinators and guidance counselors did not pose any significant problems, once the programs were organized and functioning. Advising students of continuing educational opportunities did not present problems at any project sites.
Current Status of the Exemplary Projects

At the end of the three year funding period, the Carroll County, Fairfax County, Roanoke City and Waynesboro City projects were discontinued. The Lynchburg project continued four years beyond the funding period.

Of the six projects remaining, three exist as placement projects (Massanutten, Norfolk, and Richmond), and three exist as modified career education/placement projects (Alexandria, Arlington, and Hampton). The organization of the projects is basically the same as the organization of the exemplary projects. The staff consists of a placement director or someone by a similar title and a secretary. The Massanutten and Alexandria projects are basically unchanged in structure. The Norfolk project office (now called the Job Development Center) is located at Norfolk Technical Center and has expanded its services to all secondary school students in Norfolk. The Richmond project (now called Richmond Schools Employment Counseling and Placement Service) is located at Richmond Technical Center and theoretically is designed to serve all students in Richmond City High Schools; in reality, this project serves mainly Richmond Technical Center students. The Hampton project, located at the Hampton Schools' Administration Building, serves all students in Hampton's schools on a very limited basis. The Arlington project has established a job placement office at each of the city's three high schools. Educational secretaries serve as job placement directors.

All six existing job placement project staff members work cooperatively with at least one agency. Four of the six project directors
listed the local Chamber of Commerce as a cooperating agency. The projects continue to be under the direction of the local school division.

The Alexandria, Arlington, Richmond, Hampton, Norfolk and Rockingham/Harrisonburg projects continue to exist and function.

Discussion

The national unemployment rate during the initial organizational project period (1973-1975) rose from 4.9% in 1973 to 8.5% in 1975, according to Virginia Employment Commission information (Orcutt and Mezger, 1983). In Virginia, the unemployment pattern was similar. The state average unemployment rate for 1973 rose from 3.6% to 6.4% in 1975 (see Table 1, p. 24).

Unemployment rates in the project localities for the final year of state funding varied. The annual average unemployment rate for Alexandria was 3.3% (1977); Arlington, 4.9% (1978); Hampton, 6.1% (1977); Norfolk, 7.1% (1976); Lynchburg, 4.8% (1978); Richmond, 5.8% (1976) and Rockingham/Harrisonburg, 4.9% and 3.8% (1977) according to Orcutt (1983). The unemployment rates in 1976 in the four project areas that closed - Carroll County, Roanoke City, Waynesboro City and Fairfax County - were 7%, 7%, 10.7% and 4.2% respectively. The unemployment rate for Lynchburg in 1982 was 9.3%.

The impact of the unemployment rates varied from project to project. An average annual unemployment rate of 7% in Carroll County had a greater impact on the jobs available for students than an
unemployment rate of 7.1% in the Norfolk metropolitan area. Despite the low 4.2% unemployment rate in Fairfax that job placement project closed. Unemployment was generally higher in the project areas that closed. However, one of the strong reasons for the establishment of exemplary job placement projects was the fact that there was a high level of youth unemployment (P.L. 90-576). High unemployment was not a reason for closing the exemplary job placement projects. In times of high unemployment there is a greater need for job placement assistance than in good employment situations.

Why did the five exemplary projects close? There did not seem to be a common thread as to why they were discontinued. The five projects closed for one or more of the following reasons:

1. Local conditions such as the cultural make-up of the community, remoteness of the area, and reduced school budgets were not conducive to the growth of the projects.

2. The role of the director in implementing project objectives and enlisting support of community leaders and school authorities was limited.

3. Projects lacked active advisory committees to provide support, promote job development and good public relations.

4. A large percentage of the school population was college bound students seeking only part-time job assistance.

5. Projects lacked administrative support.

6. Persons knowledgeable, directly and indirectly, of projects didn't think they were needed.
Why did the six exemplary job placement projects continue? The one common thread in the six project schools was strong administrative support. The reasons that contributed to the continuation of the projects were basically in the same areas as those that contributed to the demise of the projects:

1. Advisory committees helped promote good public relations and assisted in job development efforts.

2. Broad based programs went beyond the scope of the original eight project objectives in an attempt to meet the needs of all students.

3. Services were expanded to include all students in the system and the project was integrated into the total school program.

4. Some school systems intended to meet the mandates of Senate Bill 647.

5. There was a cooperative effort with community agencies.

6. The role of the project director was evident in the project's functioning in the school and in the community.

One or more of the above factors provided the impetus for the continuation of the six exemplary job placement projects and were absent in the projects that folded.

Other factors that appear to have contributed to the short life span of the exemplary job placement projects were:

1. The lack of sophistication in methods of evaluating the projects. The objectives were not measurable so there were no criteria for determining degrees of success.
2. The lack of sophistication in selling the idea of the exemplary job placement projects. Vocational educators relied on State Board members and the activities of the projects to sell the project idea. An active and organized plan to sell the job placement concept might have been more effective.

What was the impact of Senate Bill 647? There are a number of possibilities. It may have led to a misunderstanding between legislators and administrative bodies. It may have provided a reason for vocational educators to get out of the exemplary job placement project effort. It may have been that the temper of the times was not conducive to the establishment and operation of job placement projects in public schools in Virginia. According to the McDaniels et al., 1977 evaluation, one year after the implementation of SB 647, one third of the schools studied had excellent programs; one third had strong programs for students at vocational technical centers; and one third had no visible organized programs. However, it is the writer's opinion that Senate Bill 647 stopped the momentum of the exemplary job placement projects since funding under the 1968 vocational amendments was no longer available.

Conclusions

The following conclusions have been drawn from this study:

1. The money made available as a result of the Vocational Amendments of 1968 made possible the funding of eleven exemplary job placement projects across the Commonwealth from 1973-1975. Six of those
projects are still functioning in 1982-83. Therefore the conclusion may be drawn that if educators are willing to make a commitment of resources and effort, the project can function and succeed. The exemplary job placement projects were the first concentrated job placement efforts in Virginia's secondary schools; the services were designed for all students.

2. The exemplary job placement projects were mainly the result of the organization and work of vocational educators or supporters of vocational education. The State Advisory Council on Vocational Education, the staff of the Vocational Division of the State Department of Education, State Board of Education members, legislators, vocational directors in the localities, civic leaders, representatives from business and industry, some counselors and school administrators from twelve school divisions, and some Virginia Employment Commission personnel from project areas carried out the work of the student job placement services in Virginia during the exemplary job placement period.

3. The impetus for the establishment of the job placement projects was the demand for educators to assume the same responsibility for assisting students to enter the world of work as they have rendered to those students entering college in order to help reduce the high level of youth unemployment.

4. With one exception, the surviving exemplary job placement projects are in the large metropolitan areas of Virginia: Alexandria, Arlington, Richmond, Norfolk and Hampton. The one exception is the Harrisonburg/Rockingham project. The Harrisonburg/Rockingham project is in an area of strong supporters of vocational education; the Massanutten
Vo-Tech Center area also has a good mix of agriculture and other industries which has helped to counteract unemployment in many job areas.

5. The closing of the five exemplary job placement projects was due to local conditions, project director's role, lack of administrative support and community involvement.

6. The continuation of the six projects was due to the following situations:
   a. Administrators supported the projects.
   b. Administrators were willing to integrate projects into the general program.
   c. Projects gave attention to all students including special needs students.
   d. Public relations were emphasized.

7. The exemplary job placement projects were primarily designed as pilot or demonstration efforts to determine if it would be feasible for schools to act as an employment agency and to pave the way for additional placement programs. The projects could be used as models for other secondary schools. Fifty-five percent of the projects are functional today. Based on this small sample, it would appear that it is feasible for schools to act as employment agencies if appropriate funding is available. Technically, all six projects serve all students in the school division. Four of the projects expanded after their initial establishment. Employment counseling and placement procedures resulting from the Senate Bill 647 mandate, were modeled after aspects of the exemplary projects.
8. Senate Bill 647 introduced by Senator Hunter Andrews stopped the momentum of the exemplary job placement projects. The funding of additional placement programs under the Vocational Amendments of 1968 was not possible, according to vocational educators, after the passage of Senate Bill 647. All parties working for job placement legislation appeared to be sincerely interested in the effort but perceived that job placement in the schools could be accomplished in different ways. The passage of this bill ended plans of the Vocational Division, State Department of Education to request permanent funding for job placement positions and for expansion of projects in Virginia. Legislators and other vocational supporters saw job placement as a responsibility of the school and a necessity for vocational programs. Therefore, no additional funding was necessary.

9. Drop outs were among the most difficult students to place on a job, especially if they were under 18 years of age.

10. Job placement efforts at the secondary level in Virginia have been supported by business people in an effort to create more cooperation between the schools and the Virginia Employment Commission.

11. There was little involvement on the part of the State Department of Education, Vocational Division, with the placement projects after the passage of Senate Bill 647.

12. The exemplary job placement projects increased the interface between the schools and business community.

13. Senate Bill 647 resulted in the second period of interest in employment counseling and job placement in Virginia's secondary schools. This responsibility was added to the already existing work assignments
of counselors, thus overloading them. The placement service was available to all students.

14. There appeared to be a turf problem among vocational educators, counselors, cooperative education coordinators, and representatives from the Virginia Employment Commission during the early days of the projects. After the projects became functional, educators generally worked cooperatively. The working relationship between the projects and VEC personnel and between educators and VEC personnel has been limited.

**Informal Observations**

1. The planned Virginia Youth Employment Program appears to have been a more feasible program than Jobs for Virginia Graduates, since it would have served a larger number of students at a lower placement cost than Jobs for Virginia Graduates.

2. There is currently little direction due to lack of funding and personnel from the State Department of Education for the exemplary job placement projects or for employment counseling and job placement in Virginia's schools.

3. There was minimal support for the revisionists' views on placement/vocational guidance in the exemplary job placement project study. It was reported that some employers cooperated with the placement service for reasons of self interest; employers wanted the best student regardless of that student's interest. Screening students for employers wasn't always in the best interest of the students. One
source stated that the projects existed "for the sole pleasure of the business community" further supporting the position of the revisionists.

4. The momentum of Senate Bill 647 employment counseling tended to slow down after the McDaniels, Hinkle, Carrington study. Formal studies would have kept the focus on placement services and maintained interest in job placement/employment counseling.

5. Job placement projects housed in comprehensive high schools treat placement as a peripheral interest; the projects located in vocational-technical centers treat placement as a central interest.

Recommendations

The following selected recommendations have evolved from this study. Recommendations will be addressed to school divisions, counselor education and administrative training programs, the State Board of Education, and the General Assembly.

1. School divisions or other persons preparing to establish placement/employment counseling projects should review materials, methods, and organizational processes of the exemplary job placement projects on file at the State Department of Education, Research Coordinating Unit and information in Guidelines for Employment Counseling and Placement prepared by Guidance Services, State Department of Education. Forms, guidelines, and recommendations have been prepared and could save time, effort and money in the establishment of new programs. Visits to existing exemplary job placement projects or with any of the directors whose projects were phased out could provide information on
project methods suitable for a particular geographic region of Virginia. More attention should also be given to feasible, measurable objectives and planned public relations efforts.

2. School divisions should utilize the experiences of placement project directors and counselors performing placement functions in updating curricula and making modifications to school programs as a result of the work with students, parents, business and industry.

3. Counselor education and administration training programs should continue to emphasize the dual role of counselors--counseling in academic and vocational or world of work settings.

4. There is a need for direction from the State Department of Education in order to expand job placement/employment counseling services preferably as a part of a career education program.

5. Professionals in the school who are assigned employment counseling and job placement functions should have time designated for that responsibility.

6. Funding should be provided to localities to implement educational programs mandated by the General Assembly.

7. Publish articles on job placement/employment counseling projects/activities in Virginia's secondary schools in order to foster good public relations.

**Recommendations for Research**

1. Initiate an evaluation of existing job placement and employment counseling programs to determine the effectiveness of the programs
in existence in providing job placement/employment counseling services to students.

2. Continue research on placement/employment counseling services which have been successful in secondary schools to determine additional factors that contributed to the success of the projects.

3. Continue research on placement/employment counseling programs that were discontinued to determine more in-depth reasons why they closed.

4. Further study is needed to determine why counselors don't seem to want to assume placement duties.
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Senior Vice-President, Jobs for Virginia Graduates. Personal interview held at JVG's Office, 519 East Main St., Richmond, Virginia, April 8, 1983.

Supervisor, Research Coordinating Unit, State Department of Education. Personal interview at the State Department of Education, Richmond, Virginia, April 8, 1983.


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APPENDIX A

Persons Interviewed
Persons Interviewed

**Virginia State Department of Education Personnel**

- Coordinator, Career Education
- Former Supervisor of Guidance
  - Co-Chairperson, Employment Counseling and Placement Committee
- Committee Member, Interpretation of SB 647
- Administrative Director, Vocational and Adult Education
  - Coordinator Professional Development, Teacher Program Approval and Community Education
- Retired, Director of Vocational Education
- Former Coordinator of Vocational Education, Research and Statistical Information
  - Committee Member, Interpretation of Senate Bill 647
- Exec. Dir., State Advisory Council on Vocational Education
- Former Director of Vocational Education
  - Assoc. Supt. for Curriculum & Instruction
- Supervisor, Research Coordinating Unit

**Exemplary Project Directors**

- Washington-Lee High School
  - Arlington, VA
- Waynesboro High School
  - Waynesboro, VA
- T.C. Williams High School
  - Alexandria, VA
- Massanutten Vo-Tech Center
  - Harrisonburg, VA
- George Wythe High School
  - Richmond, VA
- Hampton High School
  - Hampton, VA
- Maury High School
  - Norfolk, VA
- Massanutten Vo-Tech
  - Harrisonburg, VA
- Carroll County High School
  - Hillsville, VA
- William Fleming High School
  - Roanoke, VA
Exemplary Project Directors (cont'd)  Telephone communication:

E.C. Glass High School
Lynchburg, VA

W.T. Woodson High School
Fairfax, VA

Exemplary Job Placement
Secretaries

Washington-Lee High School
Arlington, VA

Massanutten Vo-Tech Center

Current Project Directors
(Exemplary sites)

Educational Specialist
(Placement Director)
Washington-Lee High School

Educational Specialist
(Placement Director)
Wakefield High School

Placement Director
T.C. Williams High School

Coordinator, Secondary School Guidance, State Dept. of Education

State AFL-CIO

Guidance Counselor
William Fleming High School

Career Education Specialist
Fairfax County Schools

, Research Division
Virginia Education Association

Guidance Counselor
Carroll Co. High School

Guidance Secretary
E.C. Glass High School

Asst. Supervisor, Innovative Prog.
Division of Research, State Dept. of Education

, Woodstock,
Va.

Labor Market Unit, VEC

Guidance Secretary
Waynesboro High School
Persons Acquainted With and Knowledgeable of Placement Projects

Patron who introduced Senate Bill 647 into the Senate

Retired Executive Director, State Advisory Council on Vocational Education

Chief Applicant Services, Virginia Employment Commission

Former Member, State Board of Education
Former Member, Board of Vocational Education
Former Member, National Advisory Council on Vocational Education

Retired VPI & SU, Distributive Education Faculty Member
Job Placement Consultant

The Job Center; Page County Schools
Job Placement Director (ESEA Title IV-C)

Former Job Placement Director, Newport News Public Schools, 1977-79; Asst. Professor, Human Nutrition & Foods, Virginia Tech

Executive Vice President, Virginia State Chamber of Commerce

Program Area Leader, Counselor Education, Virginia Tech
Committee Member, Guidelines for Employment Counseling and Placement

Harrisonburg, Virginia

Senior Vice President, Jobs for Virginia Graduates

Superintendent of Appomattox County Schools
Committee Member, Interpretation of Senate Bill 647
Co-Chairman, Guidelines for Employment Counseling and Placement
APPENDIX B

Interview Guide

Virginia State Department of Education Personnel
Lead Interview Questions

1. What factors led to the development of the job placement projects in Virginia's schools?

2. What group of people were responsible for the organizational work on the exemplary project idea?

3. What were the overall goals for the exemplary projects in Virginia?

4. How were the project areas selected? (Criteria)

5. How were the number of projects for the three years determined?

6. How were the project directors selected?

7. How were the projects evaluated? By whom? How often?

8. What type of structure was provided for the operation of the projects? (responsibilities, objectives, accountability, development of materials)

9. What was the rationale behind a 3-year funding period? Was any consideration given to additional funding?

10. What effect did Senate Bill 647 have on the exemplary projects?

11. What were the strengths of the projects? The weaknesses?

12. Were some project areas more successful than others? If so, what factors contributed to the successes?

13. What contributions did the model job placement projects make to education, as a whole?

14. Why do you think so few school systems continued the exemplary projects past the three year period?

15. Who or what group of people were avid supporters of the placement efforts in Virginia? In opposition to placement efforts in Virginia?

16. Where do we stand now in Virginia in regard to placement activities in the secondary schools? What do you think needs to be done with respect to job placement in Virginia's secondary schools?

17. Were there peak periods of interest in job placement in Virginia? If so, when? How would you account for that heightened interest?

18. Who do you think should have the responsibility for placement in the schools? Why?
19. Which of the project objectives were most difficult to accomplish?

*20. How much money was allocated to Virginia for exemplary job placement projects? For each of the project areas? Were other projects funded under the 1968 Amendments Sec. 142d, Part D, after phasing out of the job placement projects?

*Question designated for the State Accountability Reports Division.
APPENDIX C

Interview Guide

Placement Directors and Secretaries
Lead Interview Questions

1. What factors led to the development of job placement projects in Virginia?

2. What was the size of the student body at your project site?

3. What job placement activities did your project provide? What group of students utilized placement services? Did any group receive priority in placement? If so, why?

4. What were the major achievements of your project? The major disappointments?

5. Did you have an advisory committee? If so, how did it function?

6. What problems were encountered in the functioning of your project?

7. On what criteria were you evaluated as a project director? How important was the number of placements?

8. What do you consider to be the major activities of a student job placement service?

9. Who were the supporters of placement in your school? In opposition to placement? (counselors? teachers? school principals? central administrators? school board members? the business community?)

10. What was your relationship with the local VEC?

11. What was the size of your placement staff? Was that adequate? Why or why not? Was the funding adequate? Were you assigned duties other than placement?

12. What were your plans for working cooperatively with the business community?

13. What interschool and community activities were you involved in relative to job placement?

14. What happened to your project at the end of the three year funding period? What reasons were given for phasing out the project? By whom? What job placement activities are at the project now? How did your job change? Was there any effort on the part of constituents to support the placement project when it was phased out?

15. Where are we now in Virginia with respect to job placement?

16. What do you think needs to be done now with respect to placement services in Virginia's secondary schools?
17. Overall, what do you see as the strengths of the projects? limitations?

18. Why do you think so few school systems continued the exemplary projects?

19. Have there been peak periods of interest in placement in Virginia over the years? If so, when? How would you account for the increased interest?

20. Which of the 8 original project objectives were most difficult to accomplish?
APPENDIX D
Interview Guide
Persons Acquainted with and Knowledgeable of Placement Projects
Lead Interview Questions

All Persons Acquainted with and Knowledgeable of Placement Projects:

1. What factors do you think led to the establishment of exemplary job placement projects in Virginia?
2. What do you think their accomplishments were, if any? Their weak points?
3. Why do you think school systems did not continue the funding for many projects?
4. What is the situation now in Virginia in terms of job placement activities? What do you think needs to be done with respect to placement services in Virginia's schools?
5. Do you think there has been an ebb and flow of interest in job placement in the schools over the past years? If so, when were the peak periods? What caused the increased interest?

Senate Bill 647 Interpretation Committee Members:

6. What factors led to the passage of Senate Bill 647? Do you think this legislation affected the continuation of the projects?
7. Why was the direction for placement given to counselors with the passage of SB 647?
8. What were some of the main concerns of the committee in interpreting SB 647?

Employment Counseling and Placement Committee Members:

9. How were the Guidelines for Employment Counseling and Placement determined?
10. What did the committee designate as long term goals for employment counseling and placement in Virginia's schools?
11. What do you consider the main accomplishments of SB 647?

Placement Directors (other than the exemplary project directors):

12. When did your project begin?
13. How was it funded?
14. What student groups do you serve? What services are provided?
15. What are your major accomplishments? limitations?
APPENDIX E

Interview Guide

Legislators
Lead Interview Questions

1. What factors led to the introduction of Senate Bill 647 into the Senate?

2. Who were the interest groups and individuals for the legislation? Against the legislation?

3. What concerns were raised relative to previous job placement efforts in Virginia's schools?

4. What have the consequences of Senate Bill 647 been in secondary schools?

5. What do you think needs to be done now with respect to placement services in Virginia secondary schools?

6. Are you satisfied with the results of SB 647? If yes, why? If no, why not?

7. Anything else concerning secondary school job placement in Virginia you want to comment on at this time?
TO: Division Superintendents
FROM: George S. Orr, Jr., Director, Vocational Education
       Marguerite Crumley, Associate Director, Vocational Education
       Maude P. Goldston, Assistant Supervisor, Vocational Education
       Special Services
SUBJECT: Establishment of Student Job Placement Service

During fiscal year 1973-74, the Division of Vocational Education will fund six exemplary proposals for the establishment and operation of a Student Job Placement Service in six secondary schools. The selected schools will represent different local situations which offer programs in four or more occupational education fields. The occupational education fields are Agriculture, Business, Occupational Home Economics, Distribution, Health, and Trade and Industry.

The locations of schools for these projects will be in such areas as follows:

1. Comprehensive high school in a rural setting
2. Inner city secondary school
3. Suburban secondary school
4. Secondary school with a vocational center located on another site
5. Medium size and large schools evenly distributed around the State will be considered

Exemplary projects are approved and funded for not more than three years. Funding for the first year will be at 100% of the approved costs; for the second year at 80% with local matching funds at 20%; and at 60% with 40% local matching funds for the third and final year. At the end of the third year, the local school division is expected to continue this project as a part of the local school plan with regular vocational funding applying at that time.

If you are interested in applying for this project, an application, project proposal, and budget must be submitted for approval. Attached is a copy of the project proposal along with an application for this project. The proposal includes the essential aspects of this project.

The application with the proposal and budget must be submitted to Mrs. Maudie P. Goldston, Assistant Supervisor of Vocational Education-Special Services, by May 25, 1973. The selection of the six schools to receive the grant award will be announced by June 12, 1973. Funding will begin July 1, 1973.

MPO:wjm
Attachments
APPENDIX G

Map Showing Geographic Location of Projects
APPENDIX H

Letter Relative to Expenditures for Projects
To Whom It May Concern:

Please be advised that records of actual expenditures on each of the exemplary job placement projects are no longer available. At the time these projects were awarded the present system of financial accounting was not used, subsequently, accurate records of disbursements were not mentioned. Furthermore, much of the documentation from 1973-76 by Department of Education accountants was destroyed in February of 1980 upon the move to the James Monroe building. Those records which are available are housed in the Research Coordinating Unit and indicate only those amounts "approved for reimbursement not to exceed."

I shall be glad to discuss this matter further upon request to me at

Sincerely,

, Ed. D., Supervisor
Research Coordinating Unit

/iae
APPENDIX I

Proposal, Guidelines & Procedures
APPLICATION FOR VOCATIONAL EDUCATION

(Check one)

____ Special Program for the Disadvantaged
X Exemplary Program or Project
____ Special Cooperative Program

The (name of College, County or City School Division) hereby requests approval of this project and financial assistance as described in this application.

Title of Project: Establishment and Operation of a Student Job Placement Service

We propose to start this project by (Date)
We expect the project to be completed by (Date)

Estimated cost of the project $ 

Amount of aid requested (Total Project) $ 

Amount of aid requested for fiscal year ending June 30, 1974 $ 

Signed ____________________________ Title ____________________________

Date ____________________________

The application is approved for reimbursement not to exceed $ ___________ for fiscal year ending June 30, 19__.

Signed ____________________________ Director of Vocational Education

Date ____________________________

Signed ____________________________
Exemplary Project

I. Title of Project: Establishment and Operation of a Student Job Placement Service

II. Statement of the Problem:

For many years the school has accepted responsibility for seeing that its graduates who plan to enter college are accepted in a college, and preferably in a college of their choice. Untold manhours and great financial resources have been employed in this tremendous undertaking with a large measure of success. This great increase in the number of guidance counselors, their suites of offices and secretarial assistance, can be directly attributed to the schools acceptance of this responsibility.

Repeated concern has been expressed about the need for education to assume an equal responsibility for assisting its students to enter the world of work and to satisfactorily hold a job. The National Advisory Council on Vocational Education states that "Employment is an integral part of education...every secondary school should be an employment agency...and this practice must become universal." A systematic job placement program, in the opinion of many, would create needed communication channels between schools, business and industry, and other agencies. Such communication could result in a reduction in youth unemployment, an assessment basis for determining the school's success with every student, making learning something other than academic achievement valued only in the school, a new basis for excellence in education, youth finding entry jobs which would lead to better career options, and youth being employed in fields or related fields for which they were trained. The type of job placement program being advocated is more intensive and broader than job placement normally has been conceived. It is more than helping students obtain a job; it is helping them obtain the best jobs based on training and to obtain jobs which provide for continued growth and development.

In past years, only those students enrolled in cooperative education programs have had the services of the school in finding satisfactory employment, and the need for these services for all students is urgent. A student job placement service which will provide services to all students seeking part-time, temporary, and full-time employment should become an important focus for secondary schools now.

III. Related Research or Background Information:

A recent review and synthesis of research concluded that "...secondary schools, teachers, and counselors are typically not credited with being greatly helpful to students moving to jobs rather than to college..." and that...the research dealing specifically with placement activities was practically fruitless."
It was reported that job placement typically is viewed as a separate activity from the educational program with few secondary schools conceiving of job placement as an integral part and logical extension of education. A research study by the Great Cities Project concluded that few cities have assumed responsibilities for placement and that few have assigned anyone to this function. The lack of job placement systems also is evidenced even in specialized vocational schools.

If formal education is to devote a significant portion of its total efforts to readying students for work, better means must be found to aid students in the transition from school to work. It would appear necessary for systemic, coordinated, and comprehensive job placement programs to be established through the joint efforts of formal education, the public employment service, and the occupational society itself.

The technology, the tools, and the know-how required for accomplishment of this task are already present. The funds required to use these in a workable job-placement program have, as yet, not been available. More important has been a deficiency in philosophy and vision. The schools have thought their task completed upon handing out a diploma. Employers have made some use of both the schools and the employment services on an unsystematic basis. If education is to attain its ultimate goals, follow-through must occur to provide continuing help and to gain feedback from the placement efforts to modify and improve school programs. Feedback is vital. Nothing changes a school program as rapidly or as radically as does knowledge that students have been hurt by sins of omission or commission. Fear of obtaining such knowledge is a major factor inhibiting feedback.

Job placement must be expanded to include follow-through and linkage—the assistance necessary to move through a career sequence. The concept of follow-through and linkage is broader and more extensive than the traditional concept of follow-up. The term follow-up normally has been used to label techniques designed to find out what happens to graduates of educational programs. The term follow-through and linkage, however, implies providing both personal monitoring and marshalling assistance necessary to insure that students succeed. The intensiveness of the follow-through and linkage function for dropouts should equal the investment that is made for those who remain in school and graduate. This suggests that school systems would retain responsibility for their students until they are either graduated and adjusted to employment or further education, or have reached an age at which they are legally regarded as adults. Such efforts will require action oriented people so that follow-through and linkage can be a continued activity.

Provisions are needed for local, state, regional, and national systems of communication between employers and educational institutions. Such communication networks must include current, accurate, and continuous data regarding areas of need for employees, the sources
of trained employees who are ready for work, and the means by which those employers needing trained workers can communicate with the prospective employees seeking work—and with those who have assumed responsibility for preparing the prospective employee for his work.

As a by-product of a school job placement service, schools could perform an "outreach" function aimed at youth outside the school system and designed to return them to an appropriate learning situation or to part-time training and related employment. Many youth have become so alienated that they are not likely to seek additional education on their own. For many it is important that they be returned to programs that help them to progress. The staff who engage in an outreach program must guard against the belief that minority and disadvantaged youth are fit only for the unskilled occupations.

J. Kenneth Little, in his "Review and Synthesis of Research on The Placement and Follow-Up of Vocational Education Students", covered the following topics:

"This review of follow-up studies of graduates of vocational-technical education programs includes studies published since 1965 and covers the major fields of vocational technical education at secondary, post-secondary, and adult levels. Programs for special groups of individuals are also included. Two purposes of the review are (1) to identify the job histories of graduates and (2) to provide base line data for program evaluation. The review is organized around the following topics: The Role of Follow-up Studies, General Surveys, Studies of Specific Programs, Summaries of Placement Information, Studies of Special Groups, Benefit-Cost Studies, Follow-up Studies Procedures, and Evaluation Summary—A 101-item bibliography is included. A related document is VT 010 176."

IV. Objectives:

The over-all purposes of this project are to demonstrate the feasibility of schools assuming responsibility for the placement of secondary students at every exit level and to establish a systematic, effective job placement capability that will serve all students in the secondary school. More specific objectives are to:

1. Assist in the placement of dropouts and arranging for their continued education where feasible.

2. Assist in the placement of high school graduates.

3. Assist in the placement of high school students who want part-time jobs, work experience.
4. Work closely with coordinators of the various cooperative education programs in placement of students.

5. Work closely with the guidance personnel in their efforts to assist students with education for employment.

6. Assist students to advance in positions.

7. Advise students at every level about continuing education opportunities.

8. Make provision for pre-placement training for students seeking employment.

V. Procedures:

A. This project will be under the direction of the Local Director of Vocational Education if there is one in the school division.

B. The following procedures will be followed:

1. A full-time Placement Director will be appointed who is qualified for the position and approved by the Assistant Supervisor for Vocational Education, State Department of Education.

2. A full-time secretary or clerk-typist will be employed.

3. The Placement Director and secretary shall be employed for 12 months, and the placement office shall be open 12 months each year.

4. In-service training for placement officers and their secretaries will be provided through the Department of Vocational Education, Virginia Polytechnic Institute and State University, and is required of those participating in this project. Expenses will be included in this project.

5. The Placement Director will establish a system of communications with the business community and with the school system to keep interested persons informed about the placement services of the school.

6. Placement Director will establish a filing system for student personnel information.

7. Placement Director will establish a filing system for job openings.

8. Placement Director will establish a step by step procedure whereby students may use the placement services.
9. Placement Director will plan a program of mini-courses to prepare students for job application and interview.

10. Placement Director would set-up a procedure for coordinating the work of the placement service with coordinators of work-training programs, local employment commission, local employment agencies, and personnel offices.

11. Placement Director will establish a Placement Service Advisory Committee.

12. Placement Director will prepare publications for and about the placement service.

B. A systematic plan will be developed by the Placement Officer which might include activities such as the following:

1. Mail placement office brochure to employers in the community which explains the purpose and function of the Placement Service. This communication is followed by a visit to employers by the Placement Director. On this visit, the Placement Director makes a report which will be used for future reference.

2. With the opening of school, the Placement Director communicates with the staff, faculty, and student body explaining the services and availability of the Placement Service.

3. Students may request interviews with the Placement Director.

4. The Placement Director will send form for reference to teachers named by the student and contact the guidance office for student data.

5. The student is sent an interview schedule. At the interview, the student completes a registration card provided by the placement office.

6. For each job opening, an Employer Request Card or Form is completed by the Placement Director. Students who meet qualifications stated by the employer are selected for interview.

7. Follow-up Forms are sent out at six, twelve, and eighteen-month intervals on all placement, part-time and full-time job placements.

VI. Qualifications of a Professional Placement Director:

The Placement Director shall meet the following qualifications:

A. Be a fully qualified teacher in an occupational field.

B. Have or working toward a Masters Degree in Vocational Education, a vocational field, or in the area of personnel.
C. Have had three to five years successful teaching experience in a vocational field, preferably as a Cooperative Education Coordinator for at least two years.

D. Gainful employment in business or industry for at least 480 hours (one full summer).

In addition to these qualifications, the Placement Director shall be (or become) familiar with the school and community; and shall be able to meet the public in a professional manner. Such a person must show concern for people, and be able to attract people because of personable qualities.

VII. Other Information Pertinent to the Project:

A. This project is limited to one high school with one Placement Director and a full-time secretary or clerk-typist.

B. The involvement and cooperation of the school principal is necessary for the operation of a successful Placement Service. The principal must be willing to provide office space, the time necessary to advise and help direct the development of a system for placement, and interpret the program to students, faculty, parents, central administration, and the public.

C. The cooperation of the guidance staff is necessary since the information that is needed about students for proper placement must be shared.

D. If possible, the Placement Office should be located in or adjacent to the school administration offices. An outer space and reception area for the secretary and a private office for interviewing and counseling are required.

E. The following equipment and supplies are vital to the operation of the office:

1. At least one (preferably two) telephone line for the exclusive use of the Placement Office. The telephone should also include an intercom line between the secretary's office and the Placement Director's office.

2. Office equipment should include in addition to the regular furniture a typewriter, a dictation-transcription machine, regular and special file cabinets, card file. The office should have ready access to an adding machine, copying machine and other duplicating equipment.

3. The Placement Office should be provided special stationery and expendable supplies. A large quantity is used, especially during career interest surveys and follow-up activities.
4. Special forms and cards used by the Placement Office.

F. The Placement Director works cooperatively with each coordinator of a cooperative education program within the school. The Placement Officer and coordinators can share information pertaining to jobs.

G. Depending on the size of the Placement Office Staff and the time available the Placement Office make provisions for mini-courses on job application, interview procedures, etc. Video tapes, film strips, and other programmed materials on this subject should be provided for the placement office if possible.

H. Students withdrawing from school prior to graduation should know of the availability of placement services and should be referred to the Placement Director prior to withdrawal.

I. The Director of the Placement Service is a full-time position. The Placement Director shall not be expected to teach regular classes; issue work permits; or to have other teacher or administrative duties.

VIII. Major Goals and Objectives for the three-year project are:

1973-74 Participate in in-service education programs.

Establish system for placement services.

Develop brochure giving information about placement office.

Establish system of communication with the business community.

Establish system of communication with students, faculty, parents, and administration.

Develop working relationship with coordinators of the various vocational programs and with guidance personnel.

Try-out system for placement for part-time jobs and graduates, evaluate, revise.

Establish advisory committee for placement of students (other than cooperative students) in part-time jobs and placement of graduating seniors.

1974-75 Participate in in-service education programs.

Seek additional placement opportunities for part-time, seasonal, and full-time employment.
Bring placement of drop-outs into the system, try-out, evaluate, and revise as necessary.

Coordinate the offerings of mini-courses and pre-placement training.

Follow-up placements and determine training needs.

Provide assistance to students regarding employment. Continue the operation of the placement system, evaluate, and revise as necessary.

Continue making community contacts for job opportunities.

Publicize activities of placement service.

1975-76 Participate in in-service education programs.

Evaluate the Placement Services in terms of value to students and to the business community.

Evaluate each component of the Placement Service:

1. Filing system
2. Public relation activities
3. Pre-employment training
4. Advisory Committee
5. Placement
6. Follow-up

IX. The Placement Director will prepare a report of operation and activities by January 15 and by June 10 of each year, and send a copy to the Assistant State Supervisor of Vocational Education, State Department of Education. The final report should include evaluation of every aspect of the project.

X. Materials Used (Examples):

A. Making the Most of Your Job Interview - Supplied free of charge by the New York Life Insurance Company.

B. How to Get and Hold the Right Job - Supplied free of charge by Virginia Employment Service.

C. Assorted pamphlets, recruitment materials, etc. provided by Virginia Employment Service, government, various training centers and schools, and private employers.

D. Tapes, audio-visual materials, programmed material on job interview, working relationships, etc.
XI. To be completed by school division. (See application for assurance statement)

XII. Consultation services and in-service training will be provided. The in-service education provided for this project by Virginia Polytechnic Institute and State University is required of participants in this project.

XIII. To be completed by school division. (See application for assurance statement)
ORGANIZATIONAL STRUCTURE OF PLACEMENT SERVICE

CENTRALIZED PROGRAM

Superintendent

Assistant Superintendent

Director of General Education

Director of Vocational Education

Principals

Supervisors

Teacher

Coordinators

Placement Officer

Note: Model (one school-based placement service)
There should be a Placement Director for each secondary school.
Assurances and Non-Commingling of Funds
(See Items XI and XIII, Page 9 )

It is necessary that we receive statements of assurances related to
the participation of students in nonprofit private schools and non-commingling
of funds for the 1973-74 school year.

I. Assurance

Participating of Students in Nonprofit Private Schools. Each application
for a special program of vocational education shall include assurance
that, to an extent consistent with the number of students enrolled in
nonprofit private schools in the area to be served whose educational needs
are of the type which the program or project is designed to meet, provision
will be made for the participation of such students.

Such assurance shall include:

(a) a description of the manner in which determination was made
of the need for participation of students in nonprofit private
schools;

(b) a description of arrangements for their participation and copies
of agreements between the local educational agency and the non-
profit school;

(c) a description of measures to be take to assure that such parti-
cipation will be genuine and meaningful;

(d) provisions for assuring proper supervision and evaluation of
such participation;

(e) provisions that service for students in nonprofit private
schools will be under public control and direction;

(f) provisions that no expenditure of federal funds will be used
for private school construction, equipment, (except mobile or
portable), or for salaries of personnel for regular duties;

(g) provisions that forming classes that are separated by school
enrollments or religious affiliation will be avoided.

II. Assurance

Non-Commingling of Funds. In accordance with established auditing
procedures, each school division receiving funds for a special program
of vocational education shall assure that accounting methods will
be used which will assure that each expenditure of federal funds
made available can be separately identified as such and will not
be commingled with state or local funds.
APPENDIX J

Proposed Accreditation Standards
PROPOSED STANDARDS

1. Guidance programs and services shall be provided at appropriate grade levels, K-12 to achieve the following:

   1. Ensure that individual and group counseling services are provided to meet the needs of each student;
   2. Provide opportunities for parents, teachers, and other adults to participate in planned activities which encourage the personal, social, educational, and career development of students;
   3. Include employment counseling and placement services to furnish information relating to the employment opportunities available to students graduating from or leaving school;
   4. Provide for the coordination of a testing program which includes orientation to test-taking, use of test data, and the interpretation and use of student records data;
   5. Provide for the evaluation of the guidance program by the principal, counselor(s), staff, and parents;
   6. Ensure that a majority of the guidance staff's time shall be devoted to counseling of students.

SUPERINTENDENT'S RECOMMENDATIONS

1. Ensure that individual curriculum planning is provided to assist each student to select appropriate courses;

PRESENT STANDARDS

STANDARD D

THERE SHALL BE IN OPERATION THROUGHOUT THE SECONDARY SCHOOL A WELL-ORGANIZED GUIDANCE PROGRAM WHICH PROVIDES FOR THE ESTABLISHMENT AND ADMINISTRATION OF A TESTING PROGRAM; MAINTENANCE OF ACCURATE AND COMPLETE INDIVIDUAL, PERMANENT, AND CUMULATIVE STUDENT RECORDS; VOCATIONAL AND EDUCATIONAL GUIDANCE; PERSONAL COUNSELING; AND INDIVIDUAL CURRICULUM PLANNING.

Guidance services shall include counseling; orientation; individual inventory; information for self-understanding and educational and occupational planning; placement in appropriate program or curriculum; and follow-up.

Accurate and complete individual, permanent, and cumulative records for students shall be maintained in a safe place where they can be used conveniently by members of the school's professional staff. These shall include records of student scholarship, attendance, health, extracurricular activities, work experience, vocational preference, and special aptitudes and interest.

Guidance counselors, in cooperation with teachers and administrators, shall assist each student in planning a program of study. The number of subjects and type of course taken by a student should be determined through guidance and should be related to the individual's needs and abilities.

Pupil Records

A cumulative and/or confidential record shall be maintained for each student. (See Management of the Student's Scholastic Record in the Public Schools of Virginia. Sups. Memo. No. 7557, July 1, 1975.)
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EXEMPLARY JOB PLACEMENT PROJECTS IN VIRGINIA'S SECONDARY SCHOOLS,
1968-1982
by
Ruby Wildman Laughon
(ABSTRACT)

The study investigated the events that led to the establishment of the exemplary job placement projects, the organizational process of the projects in the secondary schools, the objectives most difficult to accomplish, and the current status of the projects. This study resulted from the awareness that no single accumulation of materials exists on exemplary job placement projects in Virginia's secondary schools.

A review of the literature revealed that early job placement efforts for school students began with the work of individual teachers, settlement workers, vocational bureau counselors and community organizations. In 1914 the Placement Bureau of Roxbury, Massachusetts, which had been established by a civic group, was the first placement office to be incorporated into the public schools (Brewer, 1942).

In the early 1960's, attention was drawn to the high unemployment rate of youth. In an attempt to reduce the high level of youth unemployment, Congress passed the 1968 Vocational Education Amendments (P.L. 90-576) which provided for exemplary activities to bridge the gap between school and work. In Virginia, the Vocational Education Staff, State Department of Education, chose to develop exemplary job placement projects to help students in the transition from school to work.
By means of interviews and document analysis, the following findings relevant to the four major research questions were obtained. Findings of the study show that five events led to the development of the exemplary job placement projects: (1) a resurgence of interest in vocational education and placement as a part of the comprehensive vocational program; (2) a need for skills re-training due to a shift away from a manufacturing economy; (3) a demand for education to assume an equal responsibility for assisting students to enter the world of work as had been done with college bound students; (4) the equality of educational opportunity movement; and (5) a grass roots movement to upgrade public education (Caruthers, 1983).

Eleven projects were organized across the Commonwealth within a three year period. The projects were funded for a three year period on a diminishing basis. Procedures and guidelines for organizing the projects were mailed to project directors. In-service workshops provided a time for sharing and developing materials.

Eight project objectives established by the State Department of Education, Vocational Division were to: (1) assist in the placement of dropouts; (2) assist in the placement of high school graduates; (3) assist in the placement of students on part-time jobs; (4) assist students to advance in positions; (5) work closely with cooperative education coordinators; (6) work closely with guidance counselors; (7) advise students about continuing education opportunities; and (8) make provisions for preemployment training. The most difficult objectives to accomplish, according to project directors, were assisting in the placement of dropouts and preemployment training.
Six of the eleven exemplary job placement projects are still in operation. Four projects were discontinued at the end of the three year funding period and a fifth project was phased out in 1982.