

Vocational Guidance in the United States

by

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The following article is a further contribution to the series of monographs appearing in the Review on vocational guidance¹, a subject which appears on the agenda of the next session of the International Labour Conference. It was in the United States that, 40 years ago the first organised vocational guidance service was set up, and the International Labour Office has therefore particular pleasure in presenting this outline, by a recognised authority on the subject, of the history and present developments of vocational guidance in the United States.

THE year 1948 is regarded by many authorities as the 40th anniversary of the beginning of the vocational guidance movement in the United States. In 1908 Mr. Frank Parsons, an energetic leader, writer and organiser, established the Vocational Bureau in Boston, Massachusetts, and although he died within a year, his services up to and including the organisation of the Bureau left an indelible imprint on the vocational guidance movement. Years of work by other people in various places contributed to the beginnings, but to Parsons goes the credit in the eyes of many for the actual inauguration of formal vocational guidance services.

HISTORICAL LANDMARKS

Two volumes will furnish the reader with scholarly histories of vocational guidance services in the United States.² It will be sufficient here to point out a few of the more important landmarks.

¹ Cf. "Vocational Guidance in New Zealand", by R. WINTERBOURN, *International Labour Review*, Vol. LVI, No. 4, Oct. 1947, pp. 393-407; "Vocational Guidance for Juveniles in the United Kingdom", by H. M. D. PARKER, *idem*, Vol. LVII, Nos. 1-2, Jan.-Feb. 1948, pp. 15-25; and "Vocational Guidance in Belgium", by E. LOBET, *idem*, Vol. LVII, No. 3, Mar. 1948, pp. 187-204.

² *History of Vocational Guidance*, by John M. BREWER and others (New York, Harper and Bros., 1942); *Guidance and Personnel Service in Education*, by Anna Y. REED (Ithaca, N.Y., Cornell University Press, 1944).

Local Beginnings.

Vocational guidance, although sponsored by organisations with industrial background such as the Consumers' League and the Chamber of Commerce, developed first in certain cities through the school systems. Cities which played a prominent part in this development in the early days are Boston, New York, Cincinnati, Grand Rapids (Michigan), Philadelphia, Chicago, St. Louis, New Orleans, Minneapolis, Hartford (Connecticut), Salt Lake City and Seattle. In each of these cities the school department, operated in many cases by civic and business organisations, began the work of acquainting the children about to enter employment with their opportunities in relation to their abilities. The first full-time State service established was the New York Bureau of Guidance, organised in 1929 under the direction of Mr. George E. Hutcherson. In Vermont, provision had been made by law in 1915 for a "course of study of vocational opportunities" but a full-time director was not provided to carry on vocational guidance work. These local and State beginnings did not all mature but have, nevertheless, provided a stimulus to the development of vocational guidance in the country.

Use of Tests.

Among the techniques early employed in vocational guidance was that of testing. The comprehensive testing programme engaged in on a vast scale by the military authorities in the first World War stimulated the general use of tests as an aid to matching men with jobs. Between the wars, many of the professional vocational guidance leaders continued, through their writings and teachings, to advocate a wider use of tests, and the introduction of group tests and improved methods of evaluation made this system available economically to thousands of agencies doing vocational guidance work. Those who are familiar with the system of tests used by the military authorities in the second World War agree that the millions of dollars spent will bear fruit everywhere in the progressive use of tests in all fields of vocational guidance.

Influence of the Economic Depression.

Another influence on the growth of vocational guidance came from the economic depression of the 1930's. Three agencies established to relieve or improve the conditions of widespread unemployment depended, each in its own way, upon vocational guidance

activities to make their programmes more effective. The Works Progress Administration published many volumes of occupational information and sponsored guidance activities, in many cases elaborate, which varied from State to State. The two agencies devoted to unemployed youth, the National Youth Administration and the Civilian Conservation Corps, made use of vocational guidance from the beginning. The efforts of these organisations were directed not merely at placing young people in the most appropriate work but also at counselling them in the more general sense of the term.

National Occupational Conference.

An important private agency appeared in 1933 in the form of the National Occupational Conference. This organisation, supported by funds from the Carnegie Foundation, was organised under the American Association for Adult Education. In the six or more years of its existence, during which it spent some half million dollars, the Conference had an extraordinary influence in many directions on the development of guidance services; it published half a dozen books which are still standard works and put on a firm foundation the magazine *Occupations*, the official organ of the leading vocational guidance body today; and by means of organised tours and conferences it convinced many school administrators of the great importance of vocational guidance, an important result, since the lack of administrative recognition has been one of the greatest weaknesses in the movement. Finally, in winding up its affairs, the Conference assisted in the establishment of the first organised service devoted to guidance work in the United States Office of Education, the Occupational Information and Guidance Service; this service became the Federal nucleus in a system of assisting State education departments in the establishment of State supervisors.

The Occupational Information and Guidance Service.

With the setting up of this Office, Federal funds under the George-Deen Act were made available to States by the Commissioner of Education, in order to cover a part of the cost of vocational guidance supervision. In 1938 Maryland became the first State to take advantage of this provision. Today 46 States have official State department units devoted to guidance work.

The importance of State organised and financed leadership can hardly be exaggerated. In the United States, Departments of Education do not universally provide leadership in every phase of educa-

tional endeavour. Many phases are left to the local education authority or to the teachers' colleges and their professional departments. The fact that vocational guidance became so nearly a universal provision in State departments is a remarkable tribute to the importance attached to this activity during the last ten years.

Role of the Federal Government.

Those unfamiliar with the organisation of education in the United States should be warned against attributing too large an administrative role to the Federal Government in the administration of State and local education. Education is considered a State function, and Federal prerogatives extend only to leadership and co-ordination; when Federal funds are used in State and local vocational guidance programmes, the Office of Education requires only that State activities should conform to the very general terms of the Acts concerning vocational education. The States, therefore, are free to organise guidance programmes according to their own philosophy and needs. National leadership has provided sufficient opportunity for community of thinking to ensure that certain minimum standards are generally observed. The amount of money available from Federal sources is in fact so small that this factor alone could not influence the growth of guidance in any arbitrary way.

Influence of Professional Organisations.

The three professional organisations [which probably most influenced the development of guidance work in the United States are the National Vocational Guidance Association, the National Education Association, and the American Vocational Association.

The National Vocational Guidance Association appeared soon after Parsons began in 1908 and has shown a steady growth since, particularly during the last 10 years. Its organ, *Occupations*, is the most widely known magazine devoted to vocational guidance, reaching some 6,500 subscribers. Its various divisions and committees constantly study the entire field of guidance and issue reports which affect professional progress and standards.

The National Education Association, although by its nature devoted to every phase of educational effort, has also issued a number of important reports and on one or two occasions has given special emphasis to the specific promotion of guidance work.

The American Vocational Association through its professional activities has always promoted vocational guidance, and to its influence in focusing public opinion on the need for Federal financial aid for vocational education, including vocational guidance, must be

ascribed the chief credit for the passing of the George-Barden Act of 1946, under which Federal aid became available to the States for this purpose.

More recently the American Psychological Association has set up a division for the guidance phases of psychology particularly. This body is interested in such things as raising the professional standards of counselling, promoting the status of the clinical psychologist as one of the important professional workers, and in establishing standards of certification.

The United States Employment Service.

Among other Federal agencies that have played an important part in furthering the development of vocational guidance, perhaps the most important is the United States Employment Service. The contributions of this service have been in three directions: it has conducted remarkable studies in job analysis, culminating in the *Dictionary of Occupational Titles*, an indispensable handbook for every vocational counsellor; it has made equally important studies of worker analysis; and it has established counselling activities as regular procedures in its offices, thereby making valuable contributions to the principles and practices of counselling. Some of its activities have had the assistance of private grants. All of them have had able leadership. There is no vocational guidance scheme in the United States which would not be poorer were it not for the activities of the United States Employment Service.

Other Government Agencies.

Other Government bureaux have issued material and made studies adaptable to guidance purposes, though it is not possible to give a complete list of them here. The publications of the Bureau of Labor Statistics of the Department of Labor are invaluable. In the Department of Commerce, regular census statistics, the periodical reports on domestic commerce, and publications designed to aid persons who wish to establish small businesses have furnished basic material for counsellors in the vocational guidance programmes. The armed forces have made many contributions, particularly in aiding the adjustment of ex-servicemen to civilian life. The Veterans Administration has done very important work, especially since the end of the second World War.

PRINCIPAL AGENCIES CONDUCTING GUIDANCE SERVICES

No complete account of all agencies conducting guidance services at present in the United States is possible within the compass of this article, but the activities of the most important are summarised below.

The Employment Service.

The United States Employment Service has offered job counselling as part of its regular programme ever since 1933, although during the war the development of these services was temporarily halted. In the years 1945-1947 the service gave counsel to 1,880,425 applicants, of whom 1,300,000 were ex-servicemen. Job counselling service is given in each of the 1,800 local offices, in more than half of which there is at least one full-time counsellor; part-time counsellors, who have been provided with in-service training, are available in the remainder. The Federal office maintains a branch for employment counselling, selection placement and testing, and this has a counterpart in each of the State-operated affiliated services. At the present time the local offices counsel approximately 100,000 individuals.

The central office of the Employment Service, which is continually developing new techniques and methods, quotes the following as among the most important material published specifically to assist counselling activities in local offices: the *Basic Counselling Manual*; sets of training booklets, including instructors' guides, trainee workbooks and aids to training evaluation; the "General Aptitude Test Battery", a set of tests designed to measure ten basic aptitudes for 20 broad fields of work and over 2,000 specific occupations; occupational guides, designed to provide occupational and employment market information on the country's 100 most important occupations; a manual and a training guide on selective placement for the handicapped; studies on the physical demands of key occupations; physical capacities appraisals for major physical disabilities; a guide to counselling material, compiled jointly with the Office of Education, which gives important sources of material concerning the employment market and individual analysis; and manuals of information concerning the employment market.

The Veterans Administration.

The Veterans Administration, set up under two public laws¹ to deal with the rehabilitation of the ex-servicemen of the second

¹ Cf. *International Labour Review*, Vol. XLVIII, No. 5, Nov. 1943, p. 648.

World War, has an Advisement and Guidance Service which is responsible for developing and administering its counselling programme. This service acts in close co-operation with three other services, the Registration and Research Service, the Training Facilities Service and the Education and Training Service, which work together to provide and supervise the counselling, education and training and vocational adjustment of ex-servicemen.

Under the law every disabled ex-serviceman requiring vocational rehabilitation must take advantage of the counselling facilities provided by the Veterans Administration. Other ex-servicemen may avail themselves of the facilities if they wish.

The Veterans Administration states that ". . . the primary object of counselling services furnished the veteran must be to assist him in selecting an employment objective or vocational goal and the training courses best suited to effect his readjustment to civilian life, having special regard to occupational adjustment as a factor in this process". The Administration conducts its counselling in accordance with a *Manual of Advisement and Guidance*, which requires that ". . . each veteran . . . be counselled as a person regarded as a complete entity with reference to his needs". It is pointed out that the aid of social casework exchanges may have to be drawn on to solve difficult family and financial problems, and psychiatric care may be necessary in the treatment of personal and emotional problems. The system aims at developing in the ex-serviceman "an attitude of self-help in order that he may take the responsibility for deciding his own course of action".

The Advisement and Guidance Service has been established in centres—the Administration expected them to number 400—at colleges and universities.

The Administration gives great attention to the training of its counsellors. Three specific types of training are provided: (a) orientation training, (b) in-service training, and (c) professional training. Research is also conducted for the purpose of improving the counselling techniques and procedures and of measuring the effectiveness of the counselling service that is being provided. Up to the end of August 1947 more than a million ex-servicemen had availed themselves of the counselling services at some 700 nationally distributed centres.

The Office of Vocational Rehabilitation.

The Office of Vocational Rehabilitation is the Federal Government agency devoted to the training and placement in gainful employment of the civilian physically handicapped. The Office has branches in every State, and provides supervision and assistance to State personnel in their counselling work.

Although the number of cases handled by the Office of Vocational Rehabilitation is relatively small compared with that of the Veterans Administration or the Employment Service, its procedures make it an important agency in the development of vocational counselling. A recent statement lays down the general principles observed, namely that : (a) no case once undertaken is considered completed until the client is gainfully employed in accordance with the abilities remaining to him and (b) responsibility continues after the client has been placed in employment. " Counselling in vocational rehabilitation therefore becomes a combination of the measurement and guidance methods of the psychologist and the casework methods of the social worker, with the added feature of continuity of casework from referral through preparation for and placement in employment." ¹

Community Vocational Guidance Services for Adults.

The first vocational guidance service established at Boston catered essentially for adults. Since that time a number of communities have supported such services independently of Federal agencies, the local school system or any other organisations. During the 1930's when widespread unemployment produced many problems for displaced workers, the number of these centres increased. After the second World War, with the return of ex-servicemen, the number again increased until there were probably some 1,500 to 2,000. In many cases, communities organised guidance centres in order to assist ex-servicemen, often initiating a process which was continued by referring the ex-servicemen to the more specific services of the Veterans Administration. The centres were usually supported by local funds drawn from various sources, though some States such as Michigan and New York supplied State support. When the number of returning ex-servicemen decreased, many of these centres were continued with the object of offering vocational guidance to all adults. It is probable, therefore, that community adult counselling services will play an increasing part in vocational guidance.

The Public School System.

The public school system, which annually enrolls nearly 30,000,000 children, is the largest single vocational guidance agency in the United States. Among its resources are the Federal funds and professional assistance mentioned above and State officials

¹ Cf. the description of methods used in the United States in the vocational adjustment of the disabled in "The Placement of Disabled Workers", *International Labour Review*, Vol. LVI, Nos. 5-6, Nov.-Dec. 1947, pp. 533-542.

who supervise and promote vocational guidance in the local school systems. Thousands of independent local school systems have, independently of outside assistance or encouragement, incorporated guidance programmes into their curricula. A study recently completed¹ stated that 6,700 full- and part-time counsellors and guidance supervisors were employed in 29 States in 1947. In 44 States guidance supervisors are included in the State staff.

The comprehensiveness of the schools' guidance programme is one element in its importance. This programme includes, for example, the support of counsellor-training courses in colleges and universities and the provision of in-service itinerant training personnel. Approximately one third of the States require that school counsellors are to be certificated if public funds are used in paying their salaries. The larger localities are providing directors and supervisors to develop guidance services in their own systems. There is a growing movement to begin the guidance programme in the elementary school and to continue the programme throughout the pupil's career at the secondary school and after he has left school.

The practice of vocational guidance in the public schools is increasing. In compiling State and national educational statistics it is now a general practice to make specific enquiries concerning the provisions for guidance work. In many States only schools which conduct a vocational guidance programme are eligible to receive public funds for any school purpose.

PREVALENT PRINCIPLES AND PRACTICES

In the following statement of principles and practices which appear to be prevalent or emerging in vocational guidance in the United States, vocational guidance is taken as meaning a programme of activities which are not instructional in nature and which have as their ultimate purpose the vocational adjustment of the individual.

Multiplicity of Factors.

Vocational guidance aimed at vocational adjustment involves every necessary factor in the ordinary adjustment of the individual, with the additional obligation that these factors function in the work the person performs. Vocational guidance programmes are always considered to involve such things as the interest, aptitudes and ability of the individual and the occupational opportunities available to him according to these traits. Work, whether it is on

¹ *A Study of the Status of State Guidance Programs*, by Glenn E. SMITH (Lansing, Michigan, State Department of Public Instruction, Office of Vocational Education, 1947).

the farm, in the shop or in the home, involves the health of the individual, his personality, his social and economic background and that part of his education not devoted specially to job preparation. He takes to his daily work his hand and his brain but also the mood in which he left home, his attitude towards fellow workers and employers and all the other complex things which go to make up his physical and mental pattern. Vocational guidance cannot neglect any one of these factors in attempting the vocational adjustment of the individual.

Two Main Types of Programme.

The vocational guidance counsellor meets with two main types of guidance problem, namely the guidance of the adult who consults him at a time of emergency, and the school pupil. In the one case the counsellor will have to reconstruct his client's history as best he can, analyse his present status, and help him to arrive at a solution of his problems, taking as long a view as possible. This situation is common, for example, in the case of ex-servicemen, vocationally displaced persons and those recently physically handicapped. In the case of the school pupil, on the other hand, the counsellor has access to the cumulative records which have been kept throughout the school career of the pupil.

Continuity of Service.

Vocational guidance tends to be a programme which begins as soon as the child is available to public agencies (usually the school), and ends only when the adult has no further use for its services.

New Developments.

The vocational guidance programme requires and is continually developing new tools and techniques.

A few tests, a little occupational information and a casual interview are no longer sufficient. Thousands of professional workers are developing new tests, new counselling methods, new surveys and techniques, new plans for research and new evaluation schemes.

Status of Counsellors.

Standard qualifications are becoming universally required of vocational guidance counsellors.

Until recently only a few institutions and agencies made any attempt to train counsellors and not all of these based the training on a job analysis of the counsellor's work. With the recognition of the importance of the counsellor's task and the increasing complexity of his duties, there has grown a demand for adequate training of

counsellors. All the important agencies provide in-service training for their counsellors and many colleges and universities are offering new and comprehensive courses.

The standard demanded in the public schools is normally certification. In other public agencies the required standard is set forth in civil service examination statements. In private agencies professional associations are striving to set up similar standards.

Evaluation of Practical Results.

There is a movement to assess the practical value of vocational guidance on the basis of enquiries into the standards of the procedures, staff and administrative provisions, and of the effects that the programme has had on individuals and the economy.

Guidance, Not Selection.

The vocational guidance programme aims at enabling the individual to make his own decisions regarding his better vocational adjustment.

The principle is firmly established. The guidance programme is not a recruiting device, no matter how worthy the cause. The needs of industry are presented as job opportunities from which the individual should choose sensibly in view of his own aptitudes and of elements in the opportunities such as number, local availability and permanence which make his choice realistic. A distinction is made between industrial selection programmes and guidance programmes. The principle holds that an unwise choice by the individual is more to be tolerated by a democratic society than another choice made through the decision of others, however sound such a decision may be.

THE TRAINING OF COUNSELLORS

The training of a vocational guidance counsellor falls into two parts: pre-employment training at a university or college; and in-service training provided by the agency employing him or the supervisory staff of State personnel attached to the agency.

Pre-Employment Training.

Relatively few of the 1,700-1,800 universities, colleges or similar institutions in the United States offer regular courses during the academic year which are directly or indirectly related to the training of vocational counsellors, though a considerable number of summer courses are held every year. Only lately have institutions of higher education as a whole considered the necessity of organising a comprehensive sequence of courses designed to make the vocational counsellor competent in all the duties which will fall to him. There

has been a tendency to emphasise one side of the counsellor's work at the expense of other sides, whereby training is thrown out of balance. For example, one institution gives great emphasis to tests and measurements, another to mental hygiene problems, while still another concentrates on the occupational sides of the programme. More recently attention has been paid to analysis. There is also the strong movement already mentioned to standardise the qualifications required of candidates for the post of vocational counsellor. One of the best descriptions of the counsellor's work is contained in a pamphlet issued by the War Manpower Commission.¹ Other descriptions emphasise the duties of the counsellor in a particular situation, for example in a public school or a centre for ex-servicemen. All these descriptions of the counsellor's duties agree, however, on the necessity for training in certain essentials; upon these essentials the counsellor would base his further studies according to the place and type of work in which he was later engaged.

The basic training which is generally considered essential involves the study of (*a*) methods of obtaining, recording and interpreting information about the individual; (*b*) information about the training and qualifications necessary for the various types of employment; (*c*) the technique of counselling; (*d*) the organisational and administrative aspects of vocational guidance. Each of these subjects can be divided into separate courses which are often elaborate, *e.g.*, tests and measurements, occupational and worker analysis, or the relationship of the vocational guidance programme to school and community organisation.

Along with the training in these subjects there are usually courses in basic psychology, the problems of labour and management, statistical methods and other subjects. There are, furthermore, more specialised courses to prepare counsellors for the supervisory and administrative positions which occur as vocational guidance develops, and courses for those who wish to specialise as clinical psychologists (a doctor's degree is necessary for these) or who wish to specialise in tests or the mental hygiene aspects of vocational adjustment.

National conferences have been held during the last few years by institutions interested in the training of counsellors. The conferences are sponsored by State supervisors in co-operation with the Office of Education and are supported by universities and colleges. The object of the conferences is to establish standards in the training programmes of counsellors as regards content, method and level of professional achievement.

¹ U.S. WAR MANPOWER COMMISSION: *Training of Vocational Counsellors* (Washington, D.C., 1944).

In-Service Training.

In-service training has three objectives : (a) to enable an inexperienced person to cope with an emergency situation ; (b) to enable experienced workers to carry out the prescribed activities of the agency for which they work ; (c) to up-grade trained workers.

Great progress has been made in in-service training. The great national agencies such as the Veterans Administration, the United States Employment Service and the Office of Vocational Rehabilitation have their own schemes. In the public school system, in-service training is conducted largely by the supervisors by means of group training and individual visits to counsellors. Great importance is attached to in-service training as it is realised that, whilst both young people and adults require as much guidance as can be made available, the supply of trained staff is quite inadequate ; in-service training is called upon to effect practical if partial provision in places where fully trained staff will not be available for years to come.

PROVISION OF EQUIPMENT

The legitimate and logical claims of vocational guidance workers for adequate materials have gradually been recognised, and manuals and text books are now beginning to specify requirements, for example, a private room for the interview and supplies of tests, forms and reference materials. In plans for school buildings, provision is now made for facilities for the counselling staff and clients, and funds for guidance services are included in the general budgets of administrations.

EVALUATION

Attempts are being made by various bodies in the United States to assess the efficacy of the guidance procedures used in particular organisations and to discover to what extent counselling has affected the lives of the people who have received it.

One such attempt was made by a group called the Committee for the Co-operative Study of Secondary School Standards in a pamphlet published in 1939¹, which includes a section devoted to methods of guidance, and lists nearly 250 criteria which should be applied to guidance methods. This pamphlet, although a private publication, has great influence through the regional associations which work at raising and maintaining the standards of secondary schools and colleges.

¹ A revised edition is to appear shortly.

Research into methods of checking the value of the guidance practices used in the schools is also being conducted by the national organisation of State supervisors of guidance services. The supervisors are co-operating with the Committee for the Co-operative Study of Secondary School Standards.

Much information which is useful in assessing the practical value of counselling is gained by "follow-up", *i.e.*, the practice of keeping contact with former clients after they have taken up employment, though the evidence collected is admittedly very often subjective, and it is sometimes hard to prove that progress in employment has been caused by anything that has happened in the vocational counselling interview. A serious study of this problem is being made by professional workers in a wholesome spirit of self-criticism.

INFLUENCE OF INDUSTRY

The importance attached by industry to the techniques of vocational guidance is shown in the elaborate and expensive provisions for the use of tests and measurements, interviewing, and job and worker analysis used in personnel offices of some large industrial organisations. It has been realised that the happiness and satisfaction of the worker in his work is an important element in increased production.

The personnel office in the industrial undertaking makes use of the data available at the schools and State employment offices from which it draws its labour supply in order to obtain accurate information whereby applicants may be placed in the posts most suited to their abilities and personalities. Moreover it is now customary for members of the staff of personnel departments in industry to be members of professional organisations of vocational guidance, and there is a free exchange of guidance workers in schools, employment agencies and similar groups and the personnel offices of industry. In spite of these common interests, however, an important distinction must be made between the interests of the vocational guidance services and the interests of the personnel departments [in industry; the main interest of the personnel office is the success of the industrial concern; the object of the vocational counselling office is to preserve the rights of choice, adjustment and progress for the individual. The interests of the two groups are quite reconcilable, but the distinction remains important in a society which fosters above all the freedom and initiative of the individual whenever these tend to become subordinate to the interests of corporate organisation, whether political or economic.

INFLUENCE ON EDUCATION

The fact that the techniques of vocational guidance can give so clear a picture of the individual on the one hand and the possibilities of vocational employment and adjustment on the other is having important repercussions on the structure of education. In a country in which the State has undertaken the responsibility of offering education to all from the first years in which an individual can take advantage of it up to an age limit which constantly tends to rise, the guidance programme raises some very pointed questions : is this education to be limited by the demands of tradition, the requirements of some superior educational level such as that of a college or university, or the confines of a programme outlined with some rigidity by the State or local authority ? Or is this education to be adjusted to the needs of the individual in the community in which he expects to live and work and in terms of his powers to take advantage of it ? If the second of these alternatives prevails, to what extent can education of this kind meet the need for passing on a common understanding of cultural, social and economic matters ? Further, if a common understanding is to be taught, how can it be made available to all the individuals of various levels of ability ? More specifically, how can the use of the mother tongue, the understanding of democracy and the skill of earning a living be made available to the boys and girls placed lowest in the grouping according to ability (to use only one example of the kinds of individual difficulties) ? How, at the same time, can the same things be taught to all the others, including those placed in the highest group ? The total enrolment of a school is representative of the total adult group in the nation. The pupils will distribute themselves throughout society in all the categories of employment into which the labour force enters ; they will vote, support the arts, raise their families and engage in all the other pursuits which together make up the life of the nation. Educators are beginning to see that to enable citizens to do better the desirable things which they are going to do anyway—to quote a familiar definition of the purpose of education—the techniques of vocational guidance must be used in analysing the problems of the individual and of the community and in building the educational curriculum.

The vocational guidance movement in the United States has implications far beyond the simple question of how to get an individual into suitable employment. It appears inevitable that the larger question involved will affect all the relationships, not merely between education and industry, but also between the individual and the best life possible for him in his community, in his nation and in the world.