TEACHER PLACEMENT

by

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INTRODUCTION

The purpose of this study is primarily to survey, and critically evaluate the organization, methods, and techniques employed by teacher placement bureaus of land grant colleges, state universities, commercial placement agencies, and selected institutions of higher learning in the western states. As a result of these evaluations, suggested changes and improvements in the placement practices of the institutions of higher learning in Arizona are recommended.

Since it was not possible to visit all of the placement bureaus of the institutions named, a questionnaire was sent to each of the land grant colleges and state universities located within the various states. At the same time a request was made for all of the office forms used by these institutions. Sixty-eight questionnaires were sent out and fifty-three, or 77.94 per cent were returned, forty-eight of which gave detailed answers.

A brief questionnaire was sent to eighteen widely distributed commercial teachers' agencies. Twelve or 70.58 per cent replied, and one agency gave data for four offices, thereby making sixteen replies that could be used. Eleven commercial agencies sent their registration forms. One stated that the same form was used in seven of its offices which are widely scattered; therefore it was considered defensible to assume that these offices represented the general practices of agencies in their districts. Data from the one sheet sent, therefore, will be considered as typical of those coming

from separate offices.

Dissertations, theses, books, magazine and news articles, unpublished papers, and conferences with placement directors and men in the field were also employed to supplement the information and for purposes of comparison.

The study is divided into five parts or chapters. Chapter I serves to orient the reader so that he will have a knowledge of the history and development of placement work, it also serves to show that there is a specific need for institutional placement bureaus.

Chapter II describes the types of organization that handle the work of the institutional teacher placement bureaus studied. It deals with the personnel of the bureaus and their fitness for the position. Comparison is made with the studies of other writers and with the organizations of commercial placement bureaus co-operating in this study. Another phase of placement work described in this chapter is the policies of the bureaus relating to costs, fees, and the selection or eligibility of those who are served by the bureaus.

Chapter III contains a summary of the data found on various office forms that are used by placement agencies co-operating in this study. It also includes reports on the methods used in filing information regarding candidates.

Chapter IV shows how the various directors reporting justify the existence of their departments. It also describes the methods used in obtaining notices of vacancies, appointment of candidates, procedure in supplying information to employers concerning candidates,

and the attempts that are being made in the guidance of prospective teachers.

Chapter V shows conclusions and recommendations according to the information developed in this study.

CHAPTER I

THE TEACHER PLACEMENT PROBLEM

The object of this chapter is to show the historical background of institutional teacher placement bureaus and to give the reader a comprehensive glimpse of the growth and development of such bureaus. An attempt has also been made to describe the contributing factors in Arizona that have created a condition which makes institutional placement important in the State.

By institutional teacher placement bureaus is meant those agencies established by institutions of higher learning for the purpose of assisting teachers and employers in finding each other. Such bureaus are not organized for the purpose of making a profit but are established and maintained as agencies of public service.

The data used in this chapter have been obtained from extensive reading of Masters' theses, Doctors' dissertations, recent surveys, current magazine articles, and from personal conferences with teachers and administrators.

Historical Background

Teacher Turnover: One of the principal reasons for the establishment of institutional teacher placement bureaus has been brought about by the great number of changes that annually occur in teaching positions. So great is the annual turnover of teachers in the United

States that the majority of teachers recognize that they may have to look for a new position each time their contract terminates.

In 1931, Russell L. C. Butsch,[1] summarized numerous studies on teacher tenure. As the result of his study he estimated that the average turnover of teachers throughout the United States is from ten to sixteen per cent of the total number of teachers employed.

A later study was made in the National Survey of the Education of Teachers.[2] An adaptation of the figures of E. S. Evenden, Associate Director of the Survey, is as follows:

TABLE I

PERCENTAGE OF TEACHING POSITIONS IN WHICH CHANGES OF TEACHERS WERE MADE IN 1929-1930

Type of Position	Percentage Changed
Elementary schools	20.5
Junior high schools	14.8
Senior high schools	20.5
Average of the three types of schools	18.6

1. Butsch, Russell C. "Teacher Tenure." Review of Educational Research, Bulletin 1, p. 121. (January, 1931).
2. Evenden, E. S. "The Supply and Demand for Senior High School Teachers." School Life, No. 5, 27:92. (January, 1932).
   Evenden, E. S. "The Supply and Demand for Elementary Teachers." School Life, No. 6, 27:112. (February, 1932).
   Evenden, E.S. "The Supply and Demand for Junior High School Teachers." School Life, No. 7, 27:132. (March, 1932).

Though Mr. Evenden has warned his readers that too much reliability should not be placed upon the exactness of the findings of the survey, the number of teachers reporting was sufficient to furnish a fairly reliable datum.

In all surveys of teacher demand and supply it has been noticeable that there was a large range between the states having the lowest and those having the highest turnover teachers. For example, in one survey it was found that Florida had an annual change of only four per cent, while Wyoming replaced forty-seven per cent of its teachers.[3]

In the case of the unemployed teacher the business of seeking a position is at best expensive, often humiliating, and usually damaging to morale and efficiency. The situation of the employer is little better. For every vacancy that he must fill he is bombarded with applications. Often he may receive dozens, and sometimes hundreds of applications for the same position. Since a large proportion of these applications frequently come from teachers who are already employed, especially if the position is particularly desirable, school trustees and some administrators get the idea that the available supply of good teachers is greater than is actually the case. This in turn fosters the practice of discharging teachers with the expectancy that a better teacher can easily be found to fill the position.[4]

Four Types of Placement Agencies: In order to improve the

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3. Schultz, J. S. "Professionalizing Teacher Placement." Nations Schools, 10:46-50. (August, 1932).
4. Frazier, Benjamin W. "When A Teacher Goes Job Hunting." Nations Schools, 16:25. (December, 1935).

placement situation, four types of placement agencies intended to assist schools and teachers in finding each other have developed. These consist of private agencies, placement bureaus connected with teacher training institutions, state departments, and state associations.[5]

> "During the last decade teacher placement has been definitely recognized and accepted as an essential service of institutions which prepare teachers. The recognition of this educational obligation has resulted in the rapid development of purposes and practices for guidance and operation of teacher placement." [6]

Early Placement Bureaus: In speaking of early organized placement work Brogan says:

> "The first teacher placement organizations were more commercial than professional. In 1835 there was organized in Philadelphia the American Association for the Supply of Teachers. Officers were elected from teaching members and the organization was more a teachers' association than a placement agency. However, the placement work gradually increased in importance until 1839, when a permanent secretary was appointed. Two and one-half per cent was paid by the employee and 2.5 per cent by the employer. The membership of this organization was made up chiefly of teachers." [7]

In 1846, a commercial teachers' agency was opened by Samuel Whitcomb, Jr.,[8] in Boston. Horace Mann and other educational leaders of the time welcomed the establishment of this agency, and under their sanction it enjoyed a good patronage.[9]

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5. Schultz, J. S. Op. cit., pp. 46-50.
6. Umstattd, J. G. "Institutional Teacher Placement." School and Society, 39:415. (March 31, 1934).
7. Brogan, Whit. The Work of Placement Offices in Teacher Training Institutions, pp. 3-4.
8. Ibid., p. 4.
9. Ibid.

Brogan, in quoting Hollis P. Allen, states that: "Between 1870 and 1890 there were nearly 200 commercial agencies operating in the United States."[10] He further states that Allen found the number of commercial agencies had been reduced by 1925 to one hundred and fifty. This reduction was due to consolidation and to the increased activities of placement work in educational institutions.[11]

During the time that the commercial agencies were obtaining a secure foothold and control of teacher placement, educational institutions were doing very little placement work.[12] Usually the work was handled by the president of the school or by the head of a department. Scholastic records were sometimes kept for reference but the methods used appear to have been unbusinesslike.[13]

In the smaller colleges the individual method was not so bad as it may now appear; for in such institutions the instructor and prospective teacher were often intimately associated. In the larger colleges and universities this method soon became inadequate. As college and university training grew in importance during the last of the Nineteenth Century, administrators of teacher training institutions began to recognize the need for more efficient institutional placement.

In 1900, Draper described the bureau of the University of Illinois:

"At the University of Illinois we opened, years

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10. Brogan, Whit. Op. cit., p. 4.
11. Ibid.
12. Ibid.
13. Draper, Andrew S. "Ethics of Getting Teachers and of Getting Positions." Educational Review, 20:30-43. (June, 1900).

ago, two filing cabinets in which we placed, almost daily, comprehensive statements showing the ancestral and educational pedigrees of such promising and possibly available teachers as come to our attention." 14

Brogan, in describing a typical bureau and its development, credits Mary Annette Anderson for the following statement:

"The Teacher Placement Bureau of the University of Nebraska is a typical example of such development, from 1892 until 1898 the Chancellor was head of the Bureau, but his secretary was responsible for its work. In 1892 a faculty committee of five was given the responsibility, but still the Chancellor's Secretary was the responsible party. She was also assistant registrar.....In 1907 the Bureau was turned over to a faculty committee of the teacher's college, with the high school inspector as chairman and his secretary as the actual head. Not until 1912 did the office have as its actual head a full-time person who was not secretary to either the Chancellor or some faculty member." 15

The selection of teachers was not on so high a plane as has developed within the last few years. School boards were generally composed of representative but untrained men; they regarded the selecting of teachers as an opportunity to exercise personal power and they rarely delegated that power to the school administrator. 16

The attitude of such trustees is best illustrated by Joseph C. Hendrix who wrote the following in 1892:

"He hugs his trifling power as a member of the board, and keeps a weather eye open for vacancies. He is flattered by the attention of applicants. He gets a vision of great personal popularity out of the small talk to which he listens from candidates. He can oblige his best customer, take care of a daughter or sister of a friend, do a return

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14. Draper, Andrew S. Op.cit., p. 41.
15. Brogan, Whit. Op. cit. p. 5.
16. Hendrix, Joseph C. "Best Methods of Appointing Public School Teachers." Educational Review, 5:260. (March, 1892).

> favor to the political power that placed him, cleverly help a relative, gladden with smiles some worthy young girl with family responsibilities, help an old college mate; in short dispense blessings like a painted sun shining on a painted ocean, and all in the name of Public Education." 17

Malpractice of Early Commercial Agencies: During the period when placement was dominated by the commercial agencies it is not surprising that there was considerable malpractice which was detrimental to the best interests of the schools. In speaking of such practices, in 1900 Draper of the University of Illinois wrote:

> "I make no sweeping allegation against these agencies. There is legitimate work for them. Educated, keen, conservative, and honorable men are in charge of some of them, but the business is peculiarly beset with temptations, and a man who can pursue it a long time, deal justly by the different interests he undertakes to serve, and keep his self respect is entitled to free transportation for heaven and to be assured that no annoying questions will be put to him at the gate." 18

Because of the practices of some of the commercial agencies considerable attention was given to the need of state controlled placement departments. Brogan states that Dr. Charles H. Judd of the University of Chicago, "has on several occasions taken a definite stand in favor of all teacher placement work being handled by the state." 19

Development of State Departments for Placement: Connecticutt formed the first state-operated placement bureau in 1900; by 1915 there were five such bureaus, and by 1920 there were eighteen. These were maintained either by state departments of education or operated by state educational associations. Five other states maintained bureaus

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17. Hendrix, Joseph C. Op. cit., p. 33.
18. Draper, Andrew S. Op. cit., p. 33.
19. Brogan, Whit. Op. cit., pp. 6-7.

which were less carefully organized.[20]

A study made in 1934 by Umstattd showed that at that time eight state departments of education were operating organized placement bureaus. They averaged one hundred and forty-five placements per bureau. The state departments operating such bureaus were Minnesota, Maine, Oklahoma, Alabama, Pennsylvania, Vermont, Idaho, Wyoming, New Mexico, and Mississippi. Six other state departments reported that they had once maintained placement bureaus but had discontinued them. Since 1925 five state departments have discontinued the operation of bureaus, and during the same time only two new bureaus were established.[21] Maxwell was of the opinion that the bureau operated by the State of Pennsylvania was the most active, because it was repeatedly referred to in school catalogues and also frequently mentioned in questionnaires returned from that state.[22]

Recent Trend Away from Placement Bureaus in State Departments: Apparently the trend has recently been away from the establishment of placement bureaus in the state departments of education. We have no way of knowing whether this discontinuance has been due to the past depression, to the forming of the National Institutional Teacher Placement Association, and state placement associations, or to the establishment of increased placement facilities in institutions of higher learning.

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20. Umstattd, J. G. "Institutional Teacher Placement." School and Society, 39:415-18. (March 31, 1934).
21. Ibid.
22. Maxwell, Elizabeth. College and University Placement Bureaus. Unpublished Thesis, New York University, 1932. ff. 89.

Umstattd also found from the replies of forty-six secretaries of education associations that eight were operating placement bureaus. These bureaus included Texas, California, Kansas, Nebraska, North Carolina, Michigan, South Carolina, and Montana. Five reported a charge of from one to three and one-half per cent of the salary of the first year. Only two of these bureaus have been established since 1925.[23]

Development of Institutional Bureaus: The growth of the first placement bureaus in the colleges and universities did not come altogether as the result of the evil practices of the commercial bureaus, nor did it come entirely from the desire to serve society. As indicated by the following statement of Arthur J. Jones, Director of the Appointment Bureau at the University of Pennsylvania, they were often governed by selfish motives:

> "Colleges have always been struggling to secure funds for maintenance and for development; there has been strong competition among them for students and prestige. In this struggle they have relied upon their alumni and have sought to capitalize loyalty to the institution in every way possible. One method used early and assiduously was to secure by help of powerful alumni, desirable and conspicuous positions for their graduates. The fact that good jobs awaited those who graduated from a certain institution was, and is, a powerful influence in attracting students. Again if a member of a graduating class secured a splendid position through the efforts of his college and the alumni, he would naturally feel more obligation to the institution and would be in a better position to give financial aid and influence sooner than if he had not obtained such a position." [24]

Such expressions echo the philosophy expressed by Draper twenty-

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23. Umstattd, J. G. Op. cit., pp. 415-18.
24. Jones, Arthur J. "Appointment Bureaus in Colleges and Universities." Educational Review, 63:367-78. (May, 1922).

two years previously when he wrote:

> "The universities which get the lead now will be likely to hold it....There are no university agents so effective as graduates in other colleges and universities and high schools. Universities understand this and try industriously to place these agents....It is not too much to say that one's standing in a university faculty is helped in considerable measure by his success in placing graduate teachers." [25]

Jones believed that much good was brought about by the earlier institutional placement methods, even though in some cases actual harm resulted in placing unfit men in positions when men from rival institutions were better fitted.[26]

The Increasing Need for Better Placement Bureaus: As institutions grew, the range of possibilities widened. It became increasingly difficult to take care of placement in the individual way. Even the loyal alumni began to demand efficiency of the graduates employed, regardless of source of training. Such recommendations as, "He is a fine manly fellow, of Christian character, the son of Senator Blank, etc., ceased to mean much."[27]

Since the World War placement bureaus have grown in number and efficiency.[28] The growth has been that of a gradual development, generally not in keeping with the times, for teacher output has increased rapidly. This is illustrated by the following statement:

> "In 1910 there was one prospective teacher in training for every 5.5 positions. In 1925 the ratio was slightly more than 2 positions for every teacher in

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25. Draper, Andrew S. Op. cit., p. 56.
26. Jones, Arthur J. Op. cit., pp. 567-78.
27. Ibid.
28. Ibid.

training and 1927-28 the ratio was 1.7 positions for each teacher in training." 29

Bulletin No. 14 of the Carnegie Foundation for the Advancement of Teaching, published in 1920, states that the placement practices of the normal training schools were not in keeping with the service that such institutions should render to the public. 30

> "The final purpose of a Normal School is fulfilled only as its fully prepared graduates are brought into effective relations with the state's youth in some permanent teaching position....Inasmuch as the success of this adjustment is likely to turn on the extent to which both teacher and position are clearly understood, an important responsibility devolves upon the school." 31

When we consider that this report of the Carnegie Foundation was supported by the names of Wm. S. Learned, Clyde C. Furst, William C. Bagley, Charles A. McMurry, George D. Strayer, Walter F. Dearborn, Issac L. Kandel, and Homer W. Josselyn we need not be surprised at the tenor of the reports of later investigators.

George A. Willett, in 1928, reported to the North Central Association that in response to requests for information concerning placement which had been sent to all colleges and universities in 1928, they had found:

> "Replies were received from eighty of these institutions. This number included a wide range of institutions, both private and denominational and public or state institutions. The enrollments varied from less than 200 to more than 10,000. A large share of those answering evinced an interest in the matter and many wished to receive the

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29. White, Garland M. Certification of Teachers With Special Application to Arizona. Unpublished Master's Thesis, University of Ariz.
30. "The Professional Preparation of Teachers for American Public Schools." Carnegie Foundation for the Advancement of Teaching. Bulletin 14, pp. 349-50. (1920).
31. Ibid.

> return from the investigation. Many letters giving high points of success or lack of it, were perceived. Fifty-four institutions—twenty-two public and thirty-two private or denominational—submitted blanks of one sort or other. Several institutions reported that there were no bureaus as yet, but most of these were planning such a bureau for the near future. No institution of any considerable number in its graduation class gave indication that it felt that the problem of placement was being adequately met." [32]

Schultz,[33] in 1952, stated that about two-thirds of all teacher training institutions were attempting to carry out placement work varying in form and efficiency from the old haphazard organizations of the late nineties to those of carefully organized business institutions. Furthermore, he stated that at the present the institutional bureaus out number the other type of bureaus or agencies. He said that there then remained about one hundred commercial agencies, sixty-eight of which are organized into the National Association of Teachers' Agencies. It will be recalled that Brogan quoted Allen as having said that there were about one hundred and fifty commercial agencies. If both men were correct as to the number of commercial agencies at the time they wrote, it would indicate a decline of about fifty commercial agencies in three years.

A study of the trend toward organized teacher placement in educational institutions is shown in Table II which is taken from the

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32. Willet, George W. "Efficiency of Teacher Placement Agencies." North Central Association Quarterly, 3:187. A Committee Report. (September, 1928).
33. Schultz, J. S. Op. cit.

study of Adams.[34]

TABLE II

THE INCREASE OF ORGANIZED INSTITUTIONAL PLACEMENT BUREAUS DURING THE PERIOD 1920-1931

	Year	No. Institutions Reporting	No. with Placement Organized	Per cent with Placement Organized
Abel	1920	260	190	73.1
Anderson and Litchen	1925	243*	196	80.7
Adams	1931	465	403	86.7
Adams	1931	193*	181	93.8

*State institutions only.

Note: Adams was of the opinion that since Abel included smaller colleges and other colleges of heterogeneous nature that his per cent may have been too low.

Although Adams found that a very high percentage of the schools had organized bureaus, the figures may be misleading because it has recently been found, through the present study, that institutions claim to maintain placement bureaus which should rightfully not be dignified by the name. Such institutions still have the old type of organization with the head of a department or college carrying the official title of "Director," or some similar name, and the actual work being done by a part-time secretary.

A glance through current publications, surveys, and investigations relating to teacher placement will thoroughly demonstrate that the most

34. Adams, Walter H. The Placement of Students in Teaching Positions as Carried on by Higher Educational Institutions, Including Normal Schools, Teachers Colleges and Universities. p. 30.

serious thought has been given the subject during the last decade. Various suggestions received in answer to the survey used in this study indicate that placement is a live issue, by no means static, and also one that will receive much intelligent attention within the coming years.

Very few bureau executives who answered the inquiry blanks used in this study seemed to feel completely satisfied with their organizations. Details concerning the suggestions obtained from the bureaus reporting will appear in later chapters.

Although institutional bureaus have increased in numbers and efficiency since the World War, and especially during the past fifteen years, the teacher employment situation has gradually been growing more serious. This was partially due to the effects of the depression, but for the most part it has been the direct result of the over supply of teachers. Evidence of this is shown in the following statement:

> "In 1920 numerous immature and relatively untrained teachers obtained positions, taught a year or two, then left teaching for other occupations. Rapid increase in public-school enrollments and additions of new subjects to the curriculum resulted in the creation of many new teaching positions each year." 35

Over Supply of Teachers: This active demand for teachers was accompanied by increased teacher training facilities throughout the United States. By 1924 the supply had begun to meet the demand; by 1926 the supply began to approximate the demand, and in 1928, there was an increasing over supply of high school teachers in many sections

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35. Anderson, Earl W. "The Teacher Supply and Demand Situation." The American School Board Journal, No. 4, 84:49. (April, 1932).

of the country. This over supply was especially noticeable in the fields of English, history, and social sciences. Even in 1928 elementary school teachers could usually obtain positions, while in the rural schools there was still a shortage.[36]

> "Since 1928, the oversupply has spread from a few areas and subjects to a great many; until in 1931, virtually all major fields of teaching, with the possible exception of high school stenography and typing were supplied. This surplus of course was greater in some areas than others. Even the Ph.D. graduates found difficulties in securing positions, and applicants for college positions who did not have the doctor's degree found it an absolute requirement for most college vacancies. There still existed a shortage of teachers in certain specialized combinations of subjects, such as teachers qualified in Latin, home economics, music and art, and men capable in both public school music and band direction....According to Frazier (in the Biennial Survey of Education in the United States) the number of public school teaching positions between 1920 and 1928 increased 12 per cent in the elementary and 87 per cent in the high schools, whereas, the number of students in training for teaching increased approximately 100 per cent during the same period." [37]

According to Anderson, Professor Raymond Clark of Kent College[38] made a mimeographed report in 1931, from information received from one hundred and thirty-six teachers' colleges and normal schools in forty-three states, concerning teacher supply. A large majority of these schools either reported an existing oversupply or such condition approaching. The majority reporting were of the opinion that the oversupply of trained teachers would be permanent. The smallest surplus existed in the elementary and special fields, and the greatest in the high school subjects.

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36. Anderson, Earl W. Op. cit.
37. Ibid.
38. Ibid.

In 1932 the survey of Umstattd also indicated an oversupply of teachers.[39] Table III is adapted from the findings of this survey.

TABLE III

EDUCATION GRADUATES OF 1930-1931 AND THEIR PLACEMENT IN TEACHING POSITIONS BEFORE JANUARY, 1932

Type of Curriculum and Institution	Per Cent Placed	
Two-year elementary	61	
Four-year elementary	68	
High-school academic	42	
Special fields (high school and elementary)	64	
Average total below M.A. degree		58.75
*Master's degree	69	
Doctor's degrees	71	
Average total of all graduate degrees (M.A. and Ph.D.)		40.00

* Some of the recipients of Master's and Doctor's degrees were outside the field of professional education.

In summarizing the problems of one hundred and fifty-six institutional placement directors, Umstattd found that one hundred and forty-seven mentioned an oversupply. In a composite ranking of all problems he found that oversupply scored ninety-two points higher than any other problem mentioned.[40]

Importance of Placement Bureaus in Arizona

Dissatisfaction Caused by Oversupply: With such a visible oversupply of teachers existing and considering the large number of young people in various stages of preparation for teaching, there is but little wonder that disappointment and dissatisfaction began to appear

39. Umstattd, J. G. Teacher Placement in One Hundred and Sixty Educational Institutions, pp. 31-32.
40. Ibid.

in the ranks of the newly graduated and among those older teachers who had lost their positions or had been hopefully waiting for advancement. The problem became nation wide and manifested itself in many forms. In some instances state officials and the press demanded the closing of some of the teacher training institutions.

During and following the year 1927, extensive surveys were commenced for the purpose of studying supply and demand, placement, certification and other phases of teacher training which would throw light upon the situation. According to the information revealed by these surveys or studies, the problem was not confined to any particular area; it extended throughout the nation. Findings began to appear in Master's theses, Doctor's dissertations, and magazine articles to a greater extent than ever before. A representative list of recent articles dealing with the subject will be found in the bibliography of this study.

Supply and Demand for Teachers in Arizona: In view of the national situation it is not surprising that in Arizona, where the two normal schools had been changed to teacher's colleges in 1925, and given the privilege to train high school teachers, the problem of oversupply became apparent in the high school field.

In 1932, Dr. J. F. Walker, High School Visitor of the North Central Association, also indicated that Arizona was training too many secondary teachers. He said:

> "It is quite evident, however, that more young people are in training for high school positions in Arizona than are needed to keep the positions filled even though there were no importations into the state,

and at present fully half of the openings are filled by teachers trained outside Arizona." 41

A few years prior to the depression, even though many graduating teachers in Arizona did not find teaching positions, they were usually able to find employment in the commercial channels of the State. Such conditions, however, were not satisfactory. Business and industry demanded men with specific training for their various fields. When a young man or woman trained for teaching entered fields outside of teaching their training was discounted. They frequently found it necessary to work for salaries that were lower than those paid to high school graduates who had special training in industrial and commercial work.

After the depression many men and women who had once taught and had entered other fields began to seek teaching positions. Women who normally would have left teaching because of marriage, retained their positions, and to make the whole situation worse the colleges and university were continuing to graduate larger numbers of teachers.

Many who would have normally drifted into industrial and commercial work after leaving high school could not find employment. In order to be better prepared for any opening that might present itself in the future, these people continued to attend school in one of the institutions of higher learning. No doubt, because of economic conditions, the location of the various schools influenced those people who con-

41. Walker, J. F. "A Comparison of the North Central Association Schools of Arizona for the Years 1930-31 and 1931-32." Eleventh Biennial Report of the State Superintendent of Public Instruction. July 1, 1930 to June 30, 1932, p. 52.

tinued with college work. Some who would have not normally considered teaching were unable to attend the University of Arizona. Those in Northern Arizona found it less expensive to attend the Arizona State Teachers College at Flagstaff, while in Maricopa County many commuted to the Arizona State Teachers College at Tempe. These factors alone, probably led to the training of teachers who would and should normally have gone into other lines of training. Up to 1937 every student who met the legal requirements of the teachers colleges was supposed to graduate as a teacher because these colleges had no legal authority to grant any other type of certificate or degree. Some training was offered in agriculture, science, and domestic and manual arts, but the ultimate product was legally supposed to be a teacher. Regardless of the demand and supply, or personality of the graduate, if they graduated under the provisions of the law, it was assumed that they were entitled to teacher's certificates.

With such a stream of graduates certified for teaching returning to their homes, the bitterness of unemployment grew. Wherever teachers gathered the employment situation was discussed, often without recognizing the fact that teachers in other states were facing similar problems, and possibly without consideration of all the factors involved.

Arizona administrators were undoubtedly unjustly criticized for having such a heavy percentage of out-of-state trained teachers. Specific instances and documentary records on file in their offices show that they repeatedly attempted to obtain teachers trained within the State, but for various reasons could not. Included in the causes

for their inability to obtain Arizona trained teachers were difficult teaching combinations and the lack of experience of Arizona applicants. Those administrators who already had out-of-state teachers in their systems were naturally reluctant to dismiss them without justifiable cause.

Criticism of Arizona Placement Bureaus: The placement bureaus of the three institutions of higher learning were also freely criticized by graduates.

Graduate students attending the University attempted studies to investigate the situation. In the Spring of 1951, W. C. Sawyer, Superintendent of Schools at Willcox, presented findings of a survey of twenty-six high school administrators, who represented the larger high schools of Arizona. He listed eight principal reasons why these men did not use more Arizona trained teachers.

1. Best teachers available are secured regardless of alma mater.

2. A good geographical and collegiate composite is preferable to a lopsided employment from any single source or state.

3. Recommendation bureaus at Arizona training institutions are inadequate and inaccurate.

4. Experienced Arizona trained teachers are lacking.

5. Teachers are not trained in Arizona to meet the needs of Arizona.

6. The quality of Arizona teachers is poor.

7. Certain departments in out-of-state training institutions are outstanding and their graduates sought after.

8. Reputation of certain Arizona training institutions is unfavorable in certain communities.

While many who read the report were unwilling to accept the conclusions of Sawyer as an accurate picture of the situation, because it was too limited and the means employed in arriving at conclusions were too subjective, it must be acknowledged that the implications directed toward placement, preparation, and guidance, were not complimentary.

The conclusions of Sawyer relative to the attitude of school administrators in Arizona toward placement agencies were somewhat substantiated by a committee report to the North Central Association, September, 1928,[42] an adaptation of which is shown in Table IV.

Arizona Ranked High in Teacher Imports: The fact that Arizona ranked high in the imports was definitely shown in the National Survey of the Education of Teachers. Table V is an adaptation from these reports.[43]

In January, February, and March, 1931, School Life published three tables concerning the supply and demand and source of training of teachers who were filling "new" positions in the school year of 1930-1931. E. S. Evenden, Director of the National Survey of the Education of Teachers, defines "new" as teaching for the first time in a given position.[44] Table VI is adapted from the figures of Dr. Evenden. In

42. Willett, George W. "Efficiency of Teacher Placement Agencies." North Central Association Quarterly, 3:198. (September, 1928).
43. Evenden, E. S. Op. cit. (See footnote 2, page 5).
44. Evenden, E. S. "The Supply and Demand for Senior High School Teachers." School Life, No. 5, 27:92. (January, 1932).

TABLE IV

NORTH CENTRAL ADMINISTRATORS' REPORT REGARDING USE OF INSTITUTIONAL AND COMMERCIAL TEACHER PLACEMENT AGENCIES

	Administrators reporting favorably on use of private teacher's agencies.	Administrators reporting unfavorably on use of private teacher's agencies.	Administrators reporting favorably on use of institutional agencies.	Administrators reporting unfavorably on use of institutional agencies.
Arizona Administrators	19	20	15	20
Percentage	48.7	51.5	42.8	57.2
Total Administrators from twenty states	725	657	690	534
Percentage	52.4	47.5	56.3	43.7

interpreting these findings for 1930-1931, we see that in the high school field 2.7 per cent more teachers were imported into the State than were supplied from within the State. In the junior high school field, exactly as many teachers were imported as were supplied from within the State. In the elementary field almost half as many were imported as were supplied from within the State.

Unemployed Arizona trained teachers viewed the importation of teachers with bitterness. Although the State was beginning to produce a surplus of teachers, it appeared that the percentage of imported teachers showed very little if any decrease. To make matters worse, the State was suffering from the depression which was then at its

TABLE V

POSITION OF ARIZONA, AS RANKED FROM THE HIGHEST OF ALL STATES IN RESPECT TO THE USE OF OUT-OF-STATE TRAINED TEACHERS

Source of Teachers	Type of School		
	High School	Junior High	Elementary
From colleges and universities out of the state	7	10	2
From normal schools or teachers' colleges out of the state	9	*	16
Teachers imported from teaching positions in other states	7	5	6

* Arizona was one of fourteen states which did not import any junior high school teachers from normal schools or teachers colleges out of the state.

worst. It appeard that something was wrong somewhere; was it our administrators, weakness of our higher institutions or inefficiency of our placement bureaus?

In March, 1932, Austin C. Repp, then Head of the Department of Education of the Arizona State Teachers College at Flagstaff, called attention to the large percentage of teachers in Arizona who had been trained out of the State. Table VII has been adapted from his article.[45]

Dr. Repp suggested that there had been a time when it was necessary for Arizona administrators to go outside of the State to get good teaching talent. He stated that conditions had now changed and offered

45. Repp, Austin C. "Employment Policies and Their Effect on Arizona." The Arizona Teacher, No. 7, XX:201-206. (March, 1932).

TABLE VI

SOURCE OF SUPPLY OF NEW TEACHERS EMPLOYED IN ARIZONA SCHOOLS, 1930-1951

Type of Position	Source			
	Arizona	Other States	No. Reporting	All Other Sources
High School[46]				
New graduates from universities and colleges	19.7%	18.3%		
New graduates from normal schools	4.2%	2.8%		
Total from both sources	23.9%	21.1%		
Experienced teachers who taught last year	17.0%	22.5%		
Grand total from all sources	40.9%	43.6%	71	15.5%
Junior High School[47]				
New graduates from universities and colleges	16.7%	16.7%		
New graduates from normal schools	14.3%	0		
Total from both sources	31.0%	16.7%		
Experienced teachers who taught last year	14.3%	28.6%		
Grand total from all sources	45.3%	45.3%	42	9.4%
Elementary School[48]				
New graduates from universities and colleges	11.2%	8.6%		
New graduates from normal schools	8.6%	2.0%		
Total from both sources	19.8%	10.6%		
Experienced teachers who taught last year	32.3%	15.0%		
Grand total from all sources	52.1%	25.6%	304	22.3%

46. Evenden, E. S. "The Supply and Demand for Senior High School Teachers." Op. cit., p. 92.
47. Evenden, E. S. "The Supply and Demand for Junior High School Teachers." Op. cit., p. 132.
48. Evenden, E. S. "The Supply and Demand for Elementary Teachers." Op. cit., p. 112.

TABLE VII

SOURCE OF TRAINING OF ARIZONA TEACHERS

Trained in Arizona					Trained Out-Of-State			
Elementary			Secondary		Elementary		Secondary	
Year	No.	%	No.	%	No.	%	No.	%
1930	1557	56	174	25	1205	44	567	77
1931	1377	54	222	25	1228	48	668	75

the following reasons for using as many Arizona graduates as possible:

1. Arizona standards of high schools are improved.

2. Last year (1931), three persons were trained for high school teaching to every one who was able to get a job.

3. Eleven per cent of the elementary teachers who graduated in 1931 are still unemployed.

4. The employment of out-of-state teachers endangers our whole school system. 49

Dr. Repp acknowledged that the first obligation of a school was to supply the best teachers that could be obtained for the remuneration available, irregardless of source. He wanted administrators to give first consideration to those trained within the State, providing they were equal in quality and ability.

He favored the improvement of teachers in training and in service, and it was his opinion that when teachers are properly trained they should be placed so that they would be of the most effective service to the schools of the State. 50

Through the use of line graphs, Dr. Repp illustrated the source

49. Repp, Austin C. Op. cit.
50. Ibid.

from which vacancies in high school, grade schools, and rural schools were filled during the placement season of 1951.[51]

TABLE VIII

THE WAY IN WHICH VACANCIES IN HIGH SCHOOLS, GRADE SCHOOLS, AND RURAL SCHOOLS WERE FILLED DURING THE PLACEMENT SEASON OF 1951

High School Vacancies	
35% Arizona trained teachers	65% Out-of-state trained teachers
Elementary School Vacancies	
57% Arizona trained teachers	43% Out-of-state trained teachers
Rural School Vacancies	
72% Arizona trained teachers	28% Out-of-state trained teachers

Dr. Repp's conclusion from the above table was that many of the most desirable positions were being given to out-of-state teachers, and the lower salaried positions were given to those teachers trained in Arizona.

High School Visitor Report, 1952: Dr. J. F. Walker, High School Visitor of the North Central High School Association, in his report of June 2, 1952, stated that he had found the following condition in the high schools of Arizona:

51. Repp, Austin C. Op cit.

"a. Number of teachers who have been trained in whole or in part in Arizona institutions....320

"b. Number of teachers who have never attended the University of Arizona or either of the Arizona State Teachers' Colleges....480." 52

He also wrote:

"Only one high school in the State reports a 100 per cent imported faculty this year, but there are still 54 per cent of our high school teachers who are renewing their certificates in the same manner. How can teachers advise Arizona high school students in regard to further study in their State Institutions when they know nothing about these institutions themselves?" 53

Evidence that the High School Visitor was not prejudiced in the matter is shown by the following extract from his report:

"The High School Visitor welcomes well qualified teachers to the schools of Arizona wherever they have been trained, but he feels that when they have become teachers in Arizona they should become Arizonians and transfer their loyalties to Arizona institutions and not remain simply paid outsiders as many of them are doing. He also views with disapproval and apprehension the tendencies of some communities to swing to the opposite extreme and demand that only local candidates, whether well or poorly qualified should be employed. Arizona can neither afford to be the Mecca for teachers from other states to the exclusion of our own product nor can she afford to be crudely provincial in her attitude toward the teachers in her secondary schools." 54

Public and Legislative Demands for Arizona Trained Teachers: Such reported conditions as have been mentioned, became ammunition for those who sought to reduce school costs by closing one or both of the State Colleges. The situation resulted in the proposal of measures designed to build up a high "tariff against brains", as some described

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52. Walker, J. F. Op. cit.
53. Ibid.
54. Ibid.

certain measures which were designed to limit legally the per cent of teachers that could be imported annually.

In the May 1932 issue of The Arizona Tax Payers' Magazine,[55] an article appeared entitled, "Hire Arizona Teachers for Arizona Schools." This article called attention to the fact that while business organizations had made the "Buy Arizona Products" slogan popular, no consideration had been given to the increased use of Arizona teachers. The article also stated that while necessity had once justified the practice of employing out-of-state teachers, conditions were now changed because three state institutions were producing enough well-trained teachers. The magazine did not advocate the hiring of teachers on the sole basis of their being residents of the State, but it expressed opinion that other things being equal they should be hired.

The following statements from the article are interesting:

> "The objection is made, it is said, that the graduates of our colleges are not properly qualified to teach in our schools, and that teachers with superior training can be had from the educational institutions of other states. In view of the generous, if not lavish appropriations that have been made by Arizona legislatures for the benefit of our various institutions of higher learning, it would seem that if the product they turn out is unfitted for teaching in our public schools, it is high time to look into what sort of educational institutions we have anyway.
>
> "If the graduates of Arizona teachers' colleges are unfitted to take their place in our school rooms—and there are those who assert that they are not—then it would be good sense to close our teachers colleges and save the taxpayers' money." [56]

The circulation of the Arizona Tax Payers' Magazine is widely

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55. "Hire Arizona Teachers for Arizona Schools." Arizona Tax Payers' Magazine, No. 5, 19:6-7. (May, 1932).
56. Ibid., p. 7.

scattered among the tax payers throughout the entire State, and the article mentioned caused considerable comment.

Talbot Smith, in an article dated February 1, 1933, published in the Arizona Daily Star, states that the Arizona Senate had devoted the entire morning debating two bills which proposed to require ninety and eighty per cent, respectively, of all teachers in Arizona, "to bear the made in Arizona brand."[57]

On February 7, 1933, he wrote, that the bill, after being much amended had passed, providing that ninety per cent of the grammar school teachers must have attended Arizona colleges and eighty per cent of the high school teachers must have attended Arizona colleges.[58]

On February 15, 1933, Mr. Smith made note of the fact that the bill had been recalled because:

> "Through an error, the bill is so worded that if a teacher with 14 years of college work should happen to move to Arizona and live two years, she would have to go to school in Arizona 14 years more before she could get a certificate." 59

Five days later he mentioned the popularity of the bill when he wrote:

> "Happy Houston's school bill providing for employment of 80 and 90 per cent Arizona teachers may or may not become laws, but they have already had their effect. The State Board of Education drafted a new code of certification that will accomplish about the same thing." 60

Evidently in 1935 certain legislators were still thinking of the

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57. Arizona Daily Star, February 1, 1933, p. 1.
58. Ibid., February 7, 1933, p. 6.
59. Ibid., February 15, 1933, p. 4.
60. Ibid., February 20, 1933, p. 5.

problem that had been brought up in 1933, for on February 11, 1935, Mr. Smith wrote the following:

> "Caine and Pratt today introduced in the house a bill requiring public schools to employ at least 75 per cent of their teachers from graduates of Arizona high schools and colleges or who have been bonafide residents of the state five years. It would, however, not forbid employment of any teacher at present employed, and makes exception in the case where no Arizona teacher is qualified. This sometimes is the case where specialists are needed." 61

Arizona Trained Teachers Needed in the State: During the two sessions of the legislature in 1933 and 1935, schoolmen of the State led the fight to preserve the good standing of Arizona schools. It may be truthfully argued that a roll call of the older "fighting educators" would show that they are chiefly products of other states. But further investigation would show that most of them came to Arizona at a time when it was absolutely necessary to import teachers and administrators. The long residence of these men in the State place them almost in the category of educational pioneers. The leadership of these older men has been reinforced in many cities and villages by the influence of younger Arizona trained teachers.

Since the average high school graduate goes to one of the three institutions of higher learning in Arizona, it seems that the North Central High School Visitor was right when he asked:

> "How can teachers advise high school students in regard to further study in their State Institutions when they know nothing about these institutions themselves?" 62

Another factor to consider is whether teachers trained out of the State and who annually return to their former homes, have as active an

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61. Arizona Daily Star, February 11, 1935, p. 3.
62. Walker, J. F. Op. cit., p. 52.

interest in the educational problems of the State as those teachers who make the State their home. For example, if the passive, itinerant, type of teacher finds that school conditions are becoming unfavorable in Arizona, he can merely leave the State for another location without making sacrifices. At the same time he leaves educational matters to be handled by those who are more interested. Arizona needs men and women who are interested in the development and maintenance of their schools. If need be they should be willing to fight for the educational heritage of school children and the protection of teachers' rights.

Dangers of "Localism": In view of the surge of feeling against the hiring of out-of-state trained teachers, the average administrator consulted by the writer, has expressed a feeling that the State may be in danger of swinging to the opposite extreme, "localism". In regard to this evil, D. H. Cook of Philadelphia, seems to summarize the situation as follows:

> "Localism in education has retarded educational efficiency at least fifty years or more, especially in rural districts. Even city boards of education are passing resolutions making ineligible any teachers who are not residents of the community or county and almost insisting that candidates preferred are those who pay tribute, in tax or vote, to their local authorities." 65

The writer agrees with Mr. Cook regarding the danger of localism, and hopes that Arizona will not become so narrowly provincial as to prevent the bringing in of teachers trained outside of the State. However, in view of the large per cent of teachers who have been

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65. Cook, D. H. "Localism, An Educational Weakness." The American School Board Journal, No. 4, 85:26. (1932).

imported to the State, it seems apparent that more attention should be given to the use of Arizona trained teachers. Because Arizona is so large, there should be an opportunity for Arizona trained teachers to be used without restricting them to their own particular home communities. Perhaps one of the functions of an efficient placement bureau should be to prevent this danger. This might be done in the following manner:

1. Through close contact with administrators and trustees, an educational campaign might be conducted that would prevent local in-breeding of teacher talent.

2. By encouraging the use of more Arizona trained teachers at points outside of the teacher's own community, thus using teachers trained in the State without making it necessary for them to return to their own communities for a position.

3. By educating lay boards, through direct contact, to realize the necessity for filling every position with a person who is trained to meet the requirements of specific work.

4. By obtaining the co-operation of lay boards and administrators in the placement of inexperienced teachers so that such teachers can be absorbed without having to resort to political pull at home for their first position.

5. By educating the graduating students against the evils of localism.

CHAPTER II

ORGANIZATION AND BUSINESS POLICIES OF PLACEMENT BUREAUS

General Organization

The Number of Placement Bureaus Reported: From the fifty-three questionnaires returned it was found that forty-seven institutions, or 88.67 per cent, reported the maintenance of organized placement bureaus. One university reported that it had no bureau but expressed regret because it had none. One institution reported that the bureau was a part of the department of education and had no particular name; however, where questions were applicable to the institution, they were answered. One agricultural college reported no separate bureau, but answered some of the questions. One institution stated that the department of education "helps graduates when requested to do so" but had no bureau. A large technical college stated that most of the placement was in the industrial field and that teacher placement was only incidental. One university official merely returned the questionnaire with the statement that he was too busy to answer at that time.

In the findings there will be no consistent number of answers because some of the questions were not answered by a few of those reporting. However, the percentage answering the various questions is large enough to insure a representative sampling.

Department in Which Placement Bureaus are Located: Since it is desirable to know where the Teacher Placement Department is located,

in respect to the rest of the administration, the following questions were asked:

Location of Placement Bureau

Yes No Attached to College of Education
Yes No Attached to Registrar's Office
Yes No If attached to other departments or divisions of college indicate which department

A summary of usable responses is shown in Table IX.

TABLE IX

DEPARTMENT IN WHICH PLACEMENT OFFICE IS LOCATED

Department	Number	Per cent
*College of Education	30	58.80
No special department (Use departments of college or of the whole institution)	4	7.84
Independent office	4	7.84
Extension office	3	5.88
Registrar's office	3	5.88
President's office	3	5.88
Alumni office	1	1.96
Personnel department	1	1.96
Division of Office of Dean of Administration	1	1.96
Bureau of Educational Research (but independent)	1	1.96
Total Reporting	51	

*Includes training schools.

As in the findings of Umstattd[1] it is observed that the most

1. Umstattd, J. G. Teacher Placement in One Hundred and Sixty Educational Institutions, p. 6.

common practice is to place the department in or in connection with the College of Education or Training School. In this study it was found that 58.82 per cent of the placement bureaus were connected directly with the College of Education, while Umstattd[2] found 30.7 per cent similarly located in all types of schools. Umstattd[3] also found that directors of teacher placement in state universities are more frequently (35.9 per cent) responsible to the dean of education.

Name by Which Placement Departments are Designated: In order to determine the name most commonly applied to the department handling the records and recommendations of teachers the following question was asked: "By what name is your placement bureau designated?"

Usable answers were received from forty-six institutions. The answers are shown in order of frequency in Table X.

Anaylsis of Table X shows that the word "placement" is used nineteen or 41.30 per cent times; "appointment" is used eleven or 23.91 per cent times, and "recommendations" is used eight or 17.39 per cent times. The word "placement" is the most commonly accepted term, and since "Placement Bureau" ranked first in the findings, it will be used throughout this study.

Personnel of Placement Bureaus and Agencies

Title of the Director of Placement Bureau: It is also desirable to know the title by which the person in charge of placement is designated. Forty-three answers were returned to the following

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2. Umstattd, J. G. Op. cit.
3. Ibid.

TABLE X

NAME BY WHICH DEPARTMENT IS DESIGNATED

Name	Number	Per cent
Placement Bureau	8	17.36
Teacher Placement Bureau	4	8.68
Committee on Recommendations	4	8.68
Appointments Committee	3	6.52
Bureau of Recommendations	3	6.52
Committee on Appointments	2	4.34
Teacher Appointment Bureaus	2	4.34
Teacher Placement Service	2	4.34
Placement Service	2	4.34
College of Education Placement Bureau	2	4.34
No special name given department	2	4.34
University Placement Service	1	2.17
Appointment Office	1	2.17
Appointment Bureau	1	2.17
Appointments Division Bureau of Educ. Research	1	2.17
Teachers' Appointment Office	1	2.17
Committee on Appointments	1	2.17
Committee on Recommendations of Teachers	1	2.17
Office of School Service	1	2.17
Bureau of Educational Service	1	2.17
Department of Educational Service	1	2.17
Personnel Office	1	2.17
Teachers' Employment Bureau	1	2.17
Total Reporting --	46	

question: "What is the title of the person in charge of placement bureau?" Answers are shown in Table XI.

The word "director" was used fifteen times which is 34.88 per cent; the word "secretary" appears nine times which is 20.93 per cent; and the word "chairman" appears six times or 13.95 per cent. Because of these findings, the head of the placement bureaus will be referred to as the "Placement Director."

Importance of Placement Personnel: The effectiveness of an in-

TABLE XI

TITLE OF PERSON IN CHARGE OF PLACEMENT BUREAU

Title	Number
Director	9
Chairman	4
Secretary	3
Dean	2
Dean of College of Education	2
Appointment Secretary	2
Secretary in Charge of Placement	1
Secretary of Appointments Committee	1
Director and Secretary	1
Director of Placement Service	1
Director of Placement Service and Education	1
Director of Extension	1
Director of Teacher Training	1
Associate Director	1
Dean of Men	1
Dean of Head of Department of Education	1
Dean School of Education	1
Chairman, Committee on Appointments	1
Chairman and Secretary	1
Head Department of Education	1
Professor of Education	1
Registrar	1
Personnel Officer	1
Adviser in Teacher Training	1
President of University	1
Assistant to President	1
Placement Secretary	1
Total Reporting --	43

stitutional placement bureau is largely in proportion to the successful selection of the personnel and to the business policies pursued.

It would be a questionable practice to place people in charge who did not have a high sense of appreciation of its functions. It seems only logical that either a person trained especially in the field of placement, or one well-grounded in the field of education would

usually be the best adapted to hold the position as a director. Willet wrote that the Committee Appointed for the Study of Placement by the president of the North Central Association in 1926 made a careful study and found:

> "That the person in charge of a placement bureau should be someone with a knowledge of the field of public education and with the ability to meet men executives. Private agencies have long learned this lesson but some of our institutions still fail to see the value of personality and business ability of their appointee. This leads into the entire field of making contacts." 4

Another writer[5] mentions that even secretarys should also be especially trained in placement or in education.

In this chapter are shown the educational qualifications of placement directors, but there has been no way to measure their personality traits. It has been observed that very few of the directors have mentioned business experience of any type. Possibly this lack of business training or responsibility partially caused sixty-eight superintendents and principals out of eight hundred and fifty-three to say that institutional bureaus are "too slow", while seventy-six said they used private teachers in case of emergencies.[6]

Another thing which points to lack of efficiency of institutional bureaus is that principals use institutional bureaus most frequently in April and May, while commercial agencies report their most busy

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4. Willett, George W. "Efficiency of Teacher Placement Agencies." North Central Association Quarterly, 3:194, September, 1928.
5. Jones, Arthur J. "Appointment Bureaus in Colleges and Universities." Educational Review, 63:367-78, May, 1922.
6. Willett, Geroge W. Op. cit., p. 192.

months are July and August. The implication is that when in need of immediate service, administrators are forced to turn to commercial agencies.

The commercial agency is forced to use speed or it does not collect a commission, while if the institutional placement bureau delays and thereby fails to fill a position, there is no personal loss occuring to the personnel of the staff. Delay upon the part of placement officials has frequently resulted in well prepared candidates losing opportunities that were grasped by less capable teachers. The result was a personal loss to the candidate and a loss to the community that wanted the best teacher that could be obtained for the money offered.

Since one of the functions of the bureau is to place the best prepared teacher available, placement officials can not afford to forget that they are performing a business service and must observe business courtesy and methods. Where school trustees are hiring administrators and teachers directly without consultation or advice, as they are frequently required to do in the smaller schools, speed is essential. Trustees are frequently men accustomed to business methods and the delay of even a few hours may be the turning point in their decision.

Consequently, the placement director should be a good executive, capable of recognizing the need of business methods and dealing with the public.

While the "high pressure selling of candidates" to administrators

and school boards is not a desirable practice and is usually resented by administrators especially, according to the findings of Brogan,[7] there is no question that the director should possess some of the qualities of a salesman. Unless a director is able to present his candidates in a favorable and pleasing manner, there is danger that more aggressive directors will place less worthy candidates at the expense of the conservative, easy going director. A successful salesman expects the bulk of his business from repeat orders and as he obtains the confidence of his customers his sales efforts can become less strenuous. Mutual satisfaction comes from delivering goods that will measure up to the expectations of the customer. Hence, if a director has candidates that he can endorse, there is no reason why he should not present them as effectively and forcefully as possible.

It is true that some of the older and most firmly entrenched teacher-preparatory schools deplore anything that suggests selling.[8] Their reputation has been established. However, in institutions less widely known it is just as essential for their products to be favorably presented as it is for the manufacturer of a new commodity to advertise his wares.

The salesman of educational service must be tactful, sincere in the interest of those who need teachers, and resourceful in combating the practices of over-eager competitors.

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7. Brogan, Whit. The Work of Placement Offices in Teacher Training Institutions, p. 73.
8. Miller, Clyde R. "Policies and Practices of the Bureau of Educational Service of Teachers Colleges." Teachers College Record, Number 4, 31:356-63. (January, 1930).

"Just how far should this competition among institutions go; will it lead to a duplication of expense and efforts?" Undoubtedly it will! To a certain extent it already has! Probably such problems will be partially solved through state organization of placement agencies.

In order to find the type of preparation and experience of the directors, this question was asked:

"Academic training of the individual in charge?

Ph.D._____, M.A._____, A.B._____, B.S._____, No degree_____,

(Check degree held)."

Forty-seven answers were received; for the purposes of comparison these answers will be shown in the same table with those found by Adams,[9] who received one hundred and nineteen answers from five different types of institutions.

TABLE XII

HIGHEST DEGREES HELD BY PLACEMENT DIRECTORS

	Ph. D.		M. A.		M. S.		D. Sc.		A. B.		B. S.		None	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Longan	18	38.29	20	42.55	0	0	0	0	5	10.63	1	2.12	5	6.38
Adams	36	25.35	77	54.22	3	2.11	2	1.41	10	13.38	5	3.52	not shown	

It will be observed that in both studies it was found that the

9. Adams, Walter H. The Placement of Students in Teaching Positions as Carried on by Higher Institutions, Including Normal Schools, Teachers Colleges and Universities, pp. 80-81.

degree most often held by the placement director is the M.A. In the present study it was found that 80.82 per cent held either an M.A. or Ph.D. degree, while Adams found 79.57 per cent holding an M.A. or Ph.D. degree. The implication is that the placement director is a well prepared individual scholastically.

Further evidence of educational fitness and preparation is shown by the wide range of educational experience these people have had. This is illustrated below and on the following pages.

Degrees Held by Commercial Placement Directors: Information concerning sixteen directors of commercial agencies was received. Eight or fifty per cent stated that they held either an A.B. or B.A. degree, five or 31.43 per cent held M.A. degrees and three or 18.75 per cent held Ph.D. degrees. One reported "a degree in law" in addition to an A.B. degree. One did not mention any degree at all but answered the rest of the questions—therefore it is assumed he held no degree. If these figures can be said to be a fair sampling of all agencies we find that 11.53 per cent more of the institutional directors hold the Ph.D. degree than do the directors of commercial bureaus. Eleven and eleven hundredths per cent more of the institutional directors hold M.A. degrees, while there were 39.57 per cent more of the commercial directors holding A.B. degrees than in the institutional agencies. Of those holding no degrees in the commercial agencies, there were 6.24 per cent compared with 6.58 per cent in the institutional bureaus.

We are able to conclude that the typical commercial director holds an A.B. degree while the typical institutional director holds an M.A.

degree.

Previous Experience of Directors: The increasing success of institutional placement may partially be traced to the breadth of educational experience of the directors in charge. In most cases they were people, either specifically trained in the field of placement or having a wide spread of experience which fitted them as counselors for students and reliable sources of information to employers. Table XIII indicates the types of experience that forty-seven directors report as a background for their work in placement.

An indication that the placement director is not regarded as a "salesman of teachers' services" is indicated by the almost total lack of business experience shown. Indication that they are advisers who know field conditions is illustrated by the experience shown in the high school and elementary fields. Undoubtedly there were many others who could have reported "much travel", "church work", and various phases of community work had they chosen.

Experience of Commercial Directors: Because of the lack of details in answering and due to the small number of cases involved, it is not advisable to make a table of the experience of the commercial agents. The information will be shown case by case.

1. Superintendent of schools, and text-book salesman.
2. Fifteen years teaching.
3. "Years of teaching."
4. Twenty years and superintendent.
5. College President, High School and College teacher.

TABLE XIII

EXPERIENCE REPORTED BY FORTY-SEVEN DIRECTORS OF INSTITUTIONAL PLACEMENT BUREAUS

Experience	Number	Per Cent
*College Professor	36	76.57
High School Teacher	26	55.32
High School Principal	20	42.55
Superintendent of City Schools	17	36.15
Elementary Teacher	13	27.66
Rural Teacher	10	21.28
Grade School Principal	7	14.89
Extension Work	3	6.38
Journalistic or Reporting Position	3	6.38
Special Study in Placement Work Only	2	4.26
State High School Inspector	2	4.26
Personnel Work	2	4.26
Other Work in Placement Office	2	4.26
State Supervisor of Agriculture	2	4.26
County Superintendent of Schools	2	4.26
Director of Teacher College	1	2.13
Critic Teacher	1	2.13
College Fellowship	1	2.13
State Superintendent of Public Instruction	1	2.13
Business Administration Work Only	1	2.13
Business and Industrial Background	1	2.13
Registrar (at Present)	1	2.13
Taught in a Foreign Country	1	2.13
Secretary to Dean of University	1	2.13
Taught in Preparatory School	1	2.13
Assistant Director of Summer School	1	2.13
Assistant Director of Evening Session	1	2.13
School Surveys	1	2.13
Orthogenic Teacher	1	2.13
Dramatic Supervisor	1	2.13
Part-Time Supervisor of Schools	1	2.13
Athletic Coach	1	2.13
**County Agent	1	2.13
Director of an U.S. Army Hospital	1	2.13
Boys Work	1	2.13
Supervisor and Placement Officer in Re-habilitation Work of Veterans, U.S. Government	1	2.13
Considerable Travel	1	2.13
Much Church Work	1	2.13

* Includes experience in various positions.

** Directors in institutions giving special attention to agriculture.

6. Two years rural school, five years village principal, one year principal city high school, eleven years department head large high school, one year instructor state university.

7. Twenty-five years experience as superintendent.

8. High school, college, and teaching experience.

9. Thirty years teaching.

10. Eighteen years elementary and secondary teaching. Eighteen years as administrator.

11. Twelve years teaching and principal.

12. Ten years teaching.

13. Columbia University 8-10 years, superintendent, and normal school professor.

14. Ten years public and high school.

15. Teacher normal school, principal high school.

16. Experience in private schools and colleges.

The main point of interest in comparison with the directors of the institutional placement bureaus seems to be that the commercial directors appear to have spent a greater percentage of time in the public school field, while they have had less experience in the college field than the directors of the institutional bureaus.

Sex of Directors: In this survey forty-seven replies concerning the sex of the director were received. Thirty-eight or 80.85 per cent were men, and only nine or 19.15 per cent were women.

There was no attempt to ascertain why there was such a predominance of men, but conversations with numerous school administrators who, for the most part were men, indicate that they prefer to deal with other men. It is to be noted, however, that the directors of some of the

largest universities are women. Adams[10] found that the typical director was a man 45.8 years of age.

Assistants to the Director: An attempt was made to find the number of assistants used to help the director. Like Maxwell,[11] the writer feels that the results are not as successful as might be desired. This is partially due to lack of details in stating the question in the survey, and partially to the lack of accurate information in placement offices. This question was asked:

Number of assistants?
Total_____
Clerical_____
Field Workers_____

TABLE XIV

ASSISTANTS TO THE DIRECTOR OF PLACEMENT

Clerical		Field	
No. of Assistants	No. Bureaus Reporting	No. of Assistants	No. Bureaus Reporting
1	21	0	57
2	3	1	1
1½	2	½	1
5½	1	6	1*
4-5	1	6	1**
Total Bureaus Reporting	28	Total Bureaus Reporting	41

* The six members of the appointment committee did part-time field work.
** Six itinerant training school teachers were in the field.
Six other directors reported part-time assistants but did not state the time involved.

One director reported one part-time assistant during busy season.

10. Adams, Walter H. Op. cit., p. 79.
11. Maxwell, Elizabeth. College and University Placement Bureaus. Unpublished Thesis, New York, 1932.

One director reported one half-time assistant during busy season. Another stated that while he had no special assistants he was aided by the teaching staff of the training school.

That the work is of a seasonal nature is illustrated by six directors who report that they increase their staff during the busy season.

Only two directors state that they use student help, though it is possible that such help is used by others who listed part-time assistants.

If student help is used, such help should be very carefully selected because there have been cases reported where confidential information has leaked out of placement offices through part-time student helpers. Such "leaks" are detrimental to the candidates registered, and also make administrators reluctant to place recommendations on file with placement bureaus because they are not treated as confidential. Students who have been employed in placement bureaus have later graduated and after obtaining positions for themselves have been known to expose information that was actually dangerous.

Distribution of Duties of Directors

Percentage of Time Directors Give to Placement: It is difficult to obtain an accurate idea of the time that the directors give to placement. Where an executive is responsible for teaching and other work, he can usually only approximate the time used, and since placement is usually most important in the spring of the year and rather negligible in the fall, the accuracy of statements is still less

reliable. The following question was asked:

"Approximate percentage of time devoted to the department by the individual in charge?"

A summary of the answers is shown in the following table:

TABLE XV

PER CENT OF TIME GIVEN TO PLACEMENT BY THE DIRECTOR

Per Cent of Time	No. Reporting	Per Cent
5 - 10	3	8.10
11 - 20	7	18.91
21 - 30	5	13.78
31 - 40	4	10.81
41 - 50	8	21.62
51 - 60	1	2.70
61 - 70	3	8.10
71 - 80	1	2.70
81 - 90	0	0
91 - 100	5	13.78
	37	100.

The greatest percentage of placement officers estimate the time spent in placement work at from forty-one to fifty per cent. The median time spent is reported to be between thirty-one and forty per cent. Five directors stated that they were giving one hundred per cent of their time to placement. Several added that time given varied with seasons.

Other Duties of the Placement Director: Most of the directors who devote only a part of their time to placement have positions that place them in contact with the students of their institution. Twenty state that they do part-time teaching; the majority of these indicate that their teaching is done in the field of education. Five have no other duties; five are connected with the extension departments; three are deans of education; two are deans of summer school; one is in complete charge of the college; one is dean of the agricultural department, and others do various types of administrative or secretarial work. Details may be seen in Table XVI.

Cost of Operation of Placement Bureaus

Costs of Placement Bureaus: The attempt to obtain information concerning the cost of operating placement departments and the cost of individual placement were not successful for the following reasons:

1. The majority of bureaus do not keep accurate records of cost.
2. Bureau often operates on the same budget with some other department.
3. Time of director and assistants is split between two or more departments and not accurately accounted for.
4. A confusion as to what constitutes "Placement".
5. Some accounted for only such costs as postage, typing, mailing, and communications.

Some of the oldest bureaus are keeping accurate accounts of costs, and even went so far as to apologize for the fact that they had no way of estimating heat, light, etc.

Umstattd was able to obtain figures on "Budget Allowances" for

TABLE XVI

OTHER DUTIES PERFORMED BY DIRECTOR IN CHARGE OF PLACEMENT

No other duties	5
Professor of Education	3
Director of Extension Department	2
Secretary, College of Education (handles office management)	2
Director of Extension, practice teaching, teaches	1
Public Relations of College	1
General charge of the college	1
In charge of cumulative records, permanent placement and student loans	1
Licensing	1
Teaching	1
Dean of Summer School and teaching	1
Director of Non-resident Instruction and Associate Professor of Education	1
Alumni Secretary—Associate Professor Educ.	1
Director of Correspondence Study	1
Dean of Summer School and Head Dept. of Educ.	1
Secretary Summer Session and Instructor in Educ.	1
Teacher and Director Student Training	1
Associate Professor in College of Education	1
Dean and Instructor	1
Director of Summer Session	1
*Teacher and Dean School of Agriculture	1
Director of Extension and Teacher	1
Dean School of Education	1
Professor of Education	1
Alumni Secretary and Manager of Memorial Union	1
Professor of Education and Director of University High School	1
Teaching and Research	1
Recorder School of Education and Secretary of Faculty	1
Student Personnel	1
Administrative work in School of Education	1
Head of Department of Education and Director of Summer School	1
Registrar	1
Professor of History and Philosophy of Educ.	1
Teaches two classes, supervises one hundred practice teachers	1
Teaches 2/5 of time, Chairman Freshman Days Committee	1

TABLE XVI (Cont'd.)

**Teaches full time in Department of Education, Dean College of Education, Chairman of Graduate Committee, Chairman North Central Association, etc.	1	
Administration and Teaching	1	
Total		45

* This college devotes most of its time to agriculture.
** Actual physical work done by special appointment secretaries.

Teacher Placement from one hundred and four institutions. However, the present survey would indicate that his findings do not represent an accurate story of cost accounting. He says that over half of the institutions in his survey were unable to give accurate information, but one-fourth of the respondents gave a rather complete analysis. From the one hundred and four institutions that he studied he found:

> "The median size of budget for normal schools and teachers colleges was $1,250; for state universities, $3,250; municipal universities, $1,000; denominational institutions, $500; and other types $1,500." 12

Using the same cost figures, Umstattd attempted to find the average cost per placement; he found a range of from $1.00 to $75.00, with a median for sixty-three institutions of $11.72. He states that Anderson and Litchen found a range of $1.69 to $58.82 and a median of $10.93.[13] Since the present survey has developed the fact that there was no uniform conception as to what constitutes a placement and since inadequate accounting methods made total costs difficult, it is doubtful whether either Umstattd or Anderson and Litchen were able to

12. Umstattd, J. G. Op. cit., p. 18.
13. Ibid., p. 22.

obtain information which was accurate enough to form a basis for reliable facts.

An extreme example of what one director has chosen to term as a "placement" has been the placing of a man in a C.C.C. camp. Others have taken credit for placing teachers in positions where they have not even sent or been asked to send credentials.

One nationally known director of an appointment division in a large state university expressed himself in a personal letter to the writer as follows:

> "My experience in checking reported placements of placement offices has been that there are a great many liars in the business. There are a number of placement offices which take credit for any positions which any graduate from their university secures regardless of the sources of the position. In our office we attempt to discriminate between placements in which we have had the call and made the recommendation, and assists, in which we have been requested to furnish information regarding candidates."

In the same communication he also said that:

> "Many of our graduates secure positions entirely through their own activities. This is especially true in the case of home-town employment. In such cases our office takes no credit for these placements, since in many instances we had nothing whatever to do with the employment."

It is very evident that had this director chosen he could have thrown false credit upon his department by crediting his bureau with placements obtained through "assists" because he stated that:

> "Much of our service is in the nature of furnishing information. For example, last year we sent out 3800 sets of credentials. Many of these were sent at the request of employers who wished information regarding candidates."

Undoubtedly more attention should be given to accounting costs and a more uniform procedure in taking credit for placing applicants should be adopted.

Policies Concerning Fees: Some institutions regard placement as a state function and claim that no fees should be paid for such service. Others feel that the applicant should be willing to assist by the payment of a modest fee.

Brogan found that most institutions charging a fee did so because of economic necessity. He is of the opinion that Anderson's philosophy concerning free placement service is "an excellent statement of the points of free placement service." Partial extracts are as follows:

> "Charging a fee implies that the placement office is primarily the agent of the candidate, whereas the placement office should primarily consider itself the agent of the schools and communities, the society which calls upon it for teachers.
>
> "Putting it another way, in a state institution the placement service is merely a phase of the larger service of training and making available for the school officials of the state, teachers who best fit the needs of the individual community.
>
> "Accepting the above philosophy of placement offices, the duty of the placement office in a state institution is to furnish to school officials who are asking for help, considerable information concerning candidates...It is a little hard to justify charging a fee of a candidate when the efforts of the office may be primarily in the way to obstruct his securing a position.
>
> "Even though fully in sympathy with the above philosophy of the office, many institutions find it impossible to adequately finance the work which they like to do in appointment service. Hence, they charge a fee more or less on the logic that everybody concerned must help run the office and that in general the candidates are aided as the scope of

the office increases."[14]

To determine the general practice concerning the matter of fees the following questions were asked:

Yes No Applicant pays fees?

Yes No Employer pays fees?

..... Amount if a flat rate?

..... Percentage of annual salary, if on a percentage basis?

..... Annual service fee required to keep registrants on active list?

..... Is any special charge made to applicant for typing of recommendations and preparation of application forms?

Yes No Applicant pays cost of telegrams and telephone service between placement bureau and prospective employers?

Twenty-five, or 53.19 per cent reported that the applicant pays fees. Twenty-two, or 46.81 per cent reported no fees were paid by applicant. In no case was the employer required to pay fees. Thirty answered "No" and the others did not answer the question.

Amount of Registration Fees: By tabulating the reports of the twenty-five institutions charging the applicant fees, we find the results in Table XVII.

In the current study, which was made in 1934, it was found that 55.31 institutional bureaus made some type of fee charge. An established fee charge was made by 53.19 per cent of the bureaus, while one bureau, or 2.12 per cent depended entirely upon a commission

14. Brogan, Whit. Op. cit., p. 50.

TABLE XVII

REGISTRATION FEES CHARGED APPLICANTS

Amount of Fee	Number of Cases	Per Cent
$5.00	3*	12
4.00	2	8
3.00	1	4
2.00	4**	16
1.50	2	8
1.00	2	8
.50	1	4
Amount not mentioned	10	40
Total reporting fee charge	25	

* One also "made" a service charge.
** One added one per cent of last year's salary.

percentage, based on the salary of the persons placed.

Umstattd found that for all types of schools a fee was being charged by 41.8 per cent, with several more charging a commission which he thought would bring the percentage close to fifty.[15]

Annual Fees for Renewal of Registration: Some bureaus which charged registration fees reported that they also required the annual fees shown in Table XVIII.

Special Charges: Special charges for typing are not made by thirty bureaus; while one makes a five dollar charge for copying credentials and an additional charge of five cents for each extra

15. Umstattd, J. G. Op. cit., p. 21.

TABLE XVIII

ANNUAL RENEWAL FEE CHARGED APPLICANTS

Amount of Renewal Fee	Number of Cases
$5.00	1
4.00	1
3.00	1
2.00	2
1.00	3
Registration fee but no renewal fee	6
Registration fee not mentioned and no mention of renewal fee	10
Total reporting	24

letter written. One bureau makes an extra charge of a dollar for every five extra letters. Another reports a charge of twenty-five cents for every set of credentials, if independently requested by registrant. One office, which permits the applicants to make up their own list of credits, charges fifty cents for verification. Only one director mentioned transcripts; he stated that a dollar was always charged for extra transcripts.

Telephone and Telegraph Costs: Forty-six directors replied concerning the allocation of telegraph and telephone costs between the bureau and the employer. Thirteen or 28.26 per cent reported that the applicant paid the cost; twenty-eight or 60.87 per cent stated that they did not make any charge, and five or 10.86 per cent said that they usually charged the applicant. Two mentioned that applicants were

charged for telephone calls and telegrams between the bureau and applicant.

Institutional Fees Compared With Commercial Fees: In the current study it was found that the most common fixed charge or fee established by institutional placement bureaus was two dollars. Their service is therefore less expensive than that of the commercial agencies which not only frequently charge a registration fee of from one dollar to two dollars, but also charge a five per cent or more commission. See Table XIX. This is not said in criticism of the commercial agencies because they openly assert that the profit motive is behind their work, while the institutional bureaus are attempting to perform a service to society, and are, therefore, usually subsidized by institutional support.

TABLE XIX

FEES CHARGED BY COMMERCIAL AGENCIES

Registration Fee				Per Cent of Annual Salary
$0.00	.50	$1.00	$2.00	5
2*		4	2**	10

* One making no charges for registration did so on the provision that in case registrant accepted a position he was to pay six per cent of the annual salary instead of five per cent which was paid by those preferring to pay a $2.00 registration charge.

** One of these has four offices.

Another not listed in the table, except under per cent, states that a registration fee of fifty cents is made to inexperienced teachers within the state, $1.00 to experienced teachers within the state, and $2.00 from those outside of the state.

One stated that an annual renewal of $1.00 was charged.

While the sampling from the commercial agencies may seem small the writer feels that it is representative, for he obtained his data from agencies situated in cities scattered throughout the nation. Furthermore two of the agencies reporting have a number of branch offices located at strategic points and rather widely separated.

In most instances the registration change was demanded, not as a fee, but for the stated purpose of partially covering filing or research expenses. One stated that while its fee was only one dollar, their actual expense for handling each applicant's name varied from two dollars to three dollars.

Availability of Teacher Placement Services

In the first and fourth chapters it will be observed that the stated policy of institutional placement agencies is to assist all worthy graduates. Despite this, criticism from teachers and administrators has been occasioned by the fact that there is a general tendency to give more attention to new graduates, leaving the older alumni to "shift for themselves." Willet[16] found that sixty-six administrators out of eight hundred and fifty-three said that institutional bureaus nominated too many inexperienced teachers, while one hundred and forty-nine out of the same number stated that the private agencies had a large list of available candidates.

The writer has found Arizona administrators who have in the past criticized the placement bureaus of the three institutions of higher

16. Willett, George W. "Efficiency of Teacher Placement Agencies." North Central Association Quarterly, 3:193, September, 1928.

learning because they did not give enough attention to the supplying of experienced candidates. Several, however, have mentioned the fact that they are of the opinion that the bureaus are now co-operating to a greater extent in that phase of placement.

It is important that such placement service should be rendered to the experienced teachers of the State; otherwise it would be necessary for them to turn to the commercial agencies or to start a "door to door" canvass of administrators and board members.

Answers to the questions in Table XX illustrate the different standards of eligibility required for registration and the assistance of the placement bureaus.

It will be noticed that the majority of bureaus have rather liberal views regarding those who have attended the institution but have never graduated, but they do object to accepting registrations from those who have never attended. The indication is that placement bureaus wish to serve those who have been loyal to their institutions, but are unwilling to assist those who merely wish to avail themselves of their services without having shown any other good faith. Aside from the desire to be loyal to their own students, placement officials say that they are much better able to judge the abilities of a registrant if he has done class work in their school and has proved his ability to meet their standards.

Therefore, it would seem advisable that the bureaus which receive requests for placement of teachers who have never attended the institution should recommend their attending the school, at least during a

TABLE XX

THOSE WHO MAY USE SERVICES OF THE BUREAU

Question	Yes	No	No. Reporting
All graduates eligible for teaching positions?	46	0	46
Confined to those attending College of Education?	3	43	46
Those who have attended the institution but not graduated?	42	4	46

Minimum hours or requirements demanded of those who have attended the institution but who have not graduated:

Requirements	No. Reporting
No limitation to those attending or who have attended	8
One semester or one summer term	5
No set rule	1
Must have a college degree and must have done graduate work	1
One-fourth of residence work	1
Must have some sort of certificate	1
Must be eligible to teach and have enough work in the institution to warrant a recommendation	1
Must meet state certification requirements	1
Must be a graduate of some institution	1
Thirty quarter hours	1
Thirty hours	1
Fifteen hours toward a degree	1
Thirty-six semester hours	1
Eight hours	1
Two years or sixty hours	1
One summer term or one extension course	1
The service is extended only to those qualifying toward Smith-Hughes work (24 semester hours); reported by an agricultural institution	1
Did not specify requirements	14
Total	42

Is service extended to individuals who have never attended the institution? Yes 4, No 36

Qualifying answers to the above question are as follows:

Yes, we merely send credentials but do not recommend.

We make no distinctions but feel better able to help our own graduates.

Three claimed to make no distinctions but added that they gave preference to their own graduates.

Four mentioned giving distinctions to their own graduates.

One extends the service only to college and junior college teachers.

summer school, so that the applicant could become better known to the teachers and placement officials.

CHAPTER III

PLACEMENT RECORDS AND FORMS

Forms Used by Placement Bureaus

Forms Used by Institutional Bureaus: The request for record and office forms was not as productive as the request for information on the inquiry blanks. Some of the bureaus responding sent all of their placement forms, others stated that they were sending only the most important ones, but the majority did not comply with the request.

From the material received it was clearly evident that there were no standard forms. They varied both in type and number. Some of the bureaus merely keep a detailed record of the candidate's scholastic achievement together with ratings of his personality traits and his recommendations. Other bureaus have as many as forty-eight different blanks and forms which deal with every phase of placement, starting with the candidate's first registration with the bureau and continuing until a final report is made on his work in the field where he is placed.

It appears that the bureaus of the larger institutions depend upon the use of forms more frequently than those of smaller institutions. A great portion of the correspondence of the larger bureaus is handled with form letters, notices, and cards, whereas a more personal type of contact seems to be used by the smaller bureaus.

The forms are so varied in style and usage that it would be a

useless task to attempt to describe each one. However, there are some general types that seem worthy of comparison.

Registration, Enrollment or Application Forms: Most bureaus keep some type of record which is filled out by the applicant at the time he registers for a position. This includes personal data, preferences as to location, type of position acceptable, time available for work, and a list of credits.

Since the personal data on the institutional application forms are usually almost identical with the items mentioned on the information forms which are sent out to school officials who are seeking teachers, detailed comparison will be made of information forms only. Information which appears on the application forms but does not appear on the information forms is usually of such nature that it is of interest only to the bureau officials. However, the following items which appeared on the application forms only are worthy of note:

One bureau suggests that though no space is provided concerning religion, use of tobacco or alcohol, and father's occupation, such information might be desirable to employers, and if applicant wishes to mention these facts they will be worth while.

The question of religion often meets with legal opposition and it was found that many bureaus do not mention it either on their registration or information forms; however, it is occasionally suggested that such information is useful if available.

One bureau evaded the question of divorce on their information folders, but on their application forms wanted to know whether

applicant was "widowed" or "divorced." On the information form they merely said, "Married_____?" "Widowed_____?"

Seven of the fifteen registration forms studied contained pledges or statements of acknowledgment of certain obligations of the candidate to the placement bureaus.

The following examples seem typical of the pledges used:

"I hereby agree to notify the Chairman of the Committee as soon as I have secured a position."

"I hereby agree:

1. To pay the fee of two dollars ($2.00) for registration in the Placement Bureau for the year, 19__ immediately upon my election to a position of any kind, whether it has been secured through the College Bureau or not.
   (For students now enrolled in college.)

2. To reply promptly to all communications from the Bureau.

3. To inform the Bureau immediately upon accepting a position whether same has been secured through the aid of the Bureau or not.

4. To inform the Bureau at once, if for any reason, I wish to withdraw my name from the list of applicants.

5. To keep the Bureau notified of changes of address and telephone number as long as I wish my name retained on the active list.

6. To pay such special expenses as telegrams and long distance phone calls that the Bureau deems necessary.

Signature_____ Date_____"

"I hereby agree to keep in constant touch with the Placement Bureau. I agree to make prompt answers to the Placement Bureau. I agree to make prompt reports on all vacancies which I investigate, regardless of source from

which I receive information as to vacancy. I also agree to notify the bureau immediately upon accepting the position."

"I hereby pledge myself to inform the Teachers Appointment Bureau immediately upon accepting the position, whether it was secured through the assistance of the committee or not. Also to withdraw all other applications upon accepting a position.

Signature_____

Inform this office immediately upon changing address."

"Registrants are expected to notify the Committee immediately upon accepting a position whether received through this office or not. Do you agree to this?_____"

"As a registrant of the Bureau of Educational Service, I agree to keep my record in the Bureau up to date; to notify the Bureau when I complete additional graduate courses so that same may be listed on Page 3 of this folder; to notify the Bureau when I change my position and to give all essential information pertaining to the new position so that same may be recorded in the columns above (experience), to keep the Bureau supplied, at its request with such photographs and forms as may be required; to reimburse the Bureau for such occasional long distance telephone calls, telegrams, and other unusual charges as may be incurred in my behalf when I am an active candidate for a position.

Signature_____"

"I hereby agree to notify the Director of Educational Service as soon as I have secured a position giving all information requested; also of any change of address or class schedule.

Signed_____

Date_____"

"I hereby pledge myself to inform the Teachers Bureau immediately upon accepting a position, whether it was secured through the assistance of the committee or not. Also to withdraw all other applications upon accepting a position.

Signature_____

Inform this office immediately upon change of address."

"Are you willing to cooperate with this office, (a) by attending to correspondence promptly and in a business-like manner, (b) by keeping confidential the information about vacancies given you by this office, (c) by keeping this office promptly informed about any developments in your case, (d) notifying this office when elected to a position, (e) by notifying this office of vacancies about which you learn and are at liberty to tell, (f) by doing what you can to discover vacancies for yourself, (g) by notifying this office of applications you make independently in order that we may cooperate with you, (h) by notifying this office immediately in case of a change of address or absence from the city, (i) by filing with this office six small unmounted photographs, (j) by being business-like in all your relations with this office and with school officers? By signing below you indicate your willingness to cooperate with this office. Any neglect will cause your name to be stricken from the list.

Signed_____"

Information Forms Used to Supply Credentials to Employers:

Eighteen placement bureaus of institutions sent sample sheets that are used to supply information to prospective employers. Sixteen or 88.88 per cent of these were of the folder type, averaging 7 x 7½ inches in size when open. The bodies were covered with colored paper, with all sheets clipped together at the top. When folded once, they could be placed in a large business envelope. Only two sets of information blanks were on larger forms. Of the two types, the folder style seemed more convenient.

A. Confidential Information: That the placement officials regard their reports on candidates as confidential is shown by the fact that thirteen out of eighteen stated that information was confidential and requested return of credentials. However, five made no mention of this subject.

B. Importance of Personality Traits: The importance that place-

ment directors place on personality traits is indicated by the following facts found on the eighteen forms available for study:

1. In seventeen cases photographs appeared as soon as the folders or forms were opened.

2. Personal data appeared either on the first sheet of twelve forms or on an attached fly leaf.

3. In only four cases were personality data on the second sheet.

Personal items listed on information forms are shown in Table XXI.

Summary of Experience and Credentials: Although a summary of experience and credentials of the candidate appeared to be given a prominent place in the information forms, it is to be noted that out of the eighteen studied, this information appeared only eleven times on the first sheet, in contrast with the prominent place given to photographs, and to the twelve bureaus who placed personal data ahead of other credentials.

Educational Preparation and Teaching Experience: Statements on the information sheets were furnished regarding the following in the order listed in Table XXII.

Extra-curricular Activities: All eighteen forms received offered some information concerning extra-curricular activities. The details concerning these activities was usually very meager. Some bureaus divided the list according to "those participated in", and "those you can direct". The activities mentioned are listed in Table XXIII according to the number of times mentioned.

TABLE XXI

PERSONAL ITEMS LISTED BY EIGHTEEN BUREAUS

Photograph	18
Name of applicant	18
Permanent address	18
*Date of birth	16
Temporary address	13
If married number of children	11
Religion or preference	11
*Age	9
Date of enrollment or application	9
Birth place	6
Health	6
College distinctions	6
Subjects preferred	6
When position is desired or candidate available	4
Nationality	3
Physical defects	3
Societies and organizations	3
Lowest salary acceptable	3
Ages of children	2
Citizen	1
Condition of eyes	1
Widow	1
Fellowships	1
Use of tobacco	1
Salary expected	1

* Either the age or date of birth was requested on all forms. In one case both questions were asked.

TABLE XXII

EDUCATIONAL EXPERIENCE MENTIONED ON EIGHTEEN INFORMATION FORMS

Full details concerning secondary education	18
Full details concerning higher education	18
*Subject matter arranged according to majors and minors	18
Teaching experience, where, when, and type of work	15
Type of certificate held or expected	9
Special subjects emphasized and segregated	6
Salaries in former positions	5
Kind of non-teaching work done	4
Courses in education listed separately	4
Grades received	2
Directed teaching work	1
Name of supervisor in directed teaching work	1
Grade obtained in directed teaching work	1

* Though supposedly arranged according to major and minor subjects, the organization of some forms was very difficult to understand. A few bureaus attempted to organize the subjects so that an employer could see at a glance the relationship between the subjects taken and the teaching subjects. Where such organization was undertaken the information appeared to be more impressive.

TABLE XXIII

EXTRA-CURRICULAR ACTIVITIES LISTED ON EIGHTEEN INFORMATION BLANKS

Various types of sports, listed separately	8
Orchestra and specific information concerning instruments played	6
Chorus work	4
Glee Club	4
Debate and Speech	4
Journalistic	4
Singing	2
Band	2
Piano	1
Military	1
Playground	1
Scouting	1
Library	1
School office	1
Social	1

Other Achievements Mentioned on Information Sheets: Information concerning the following were furnished in the order listed:

Foreign languages spoken . . . . . (Two said fluently or rapidly)	4
Books and articles published	3
Travel abroad	3
Foreign languages read	2
Subject of Master's thesis and Doctor's dissertation	1

Types of Reference Forms: There is apparently no commonly accepted form used for the purpose of obtaining and transmitting letters of reference. Some bureaus use separate forms for those outside of their institution and others use the same forms for their own instructors as they do for outside recommendations. Some bureaus ask for specific ratings on traits and characteristics. Some merely suggest certain descriptions that may be used as a guide for the writer; others merely supply a blank on which the recommendation can be written. The forms studied indicated that specific ratings are more commonly used for references from instructors than from outside people. However, no complete analysis could be made of this practice because there was no way of knowing whether the bureaus reporting had furnished all types of forms used.

Information on Rating or Reference Sheets: Twelve of the eighteen rating or reference sheets received either supplied information of specific nature or made an attempt to guide those who answered so that they would report on certain characteristics or traits. These can be compared as to frequency of mention. Some of the rating sheets were very complicated because of the use of codes and symbols;

they were carefully worked out, but difficult to interpret. The traits and characteristics mentioned on these forms are listed below in Table XXIV according to their frequency in the twelve forms:

TABLE XXIV

INFORMATION ON TWELVE RATING OR REFERENCE SHEETS

Co-operation	12	Physical vigor	4
Personal appearance	11	Resourcefulness	4
Leadership	8	Native ability	4
Faithful and trustworthy	8	General personality	3
Self control and poise	6	Health	3
Sense of responsibility	5	Knowledge of subject matter	3
Judgment and tact	5	Sympathy	3
Scholarship	5	Courtesy	2
Discipline	5	Voice	2
Ability to express thoughts	5	Alert and responsive	2
Social qualities	5	Capacity for growth	2
Preparation and planning	4	Pupil response	2
Initiative	4	Attention to individual needs	2
Enthusiasm	4		

The following characteristics or traits were mentioned one time only:

Physical defects
Capacity for growth
Refinement
Community interest
Insight into school problems
Integrity
Energy
Intellectual alertness
Forcefulness
Ability to interest students
Specific knowledge
Skill in diagnosis
Originality of subject matter
Interest in work
Interest in pupils
Sense of humor
Industry
General education
Teaching ability
Interest in education
Skill in questioning
Carefulness
Application
Ability to use knowledge
Attendance and punctuality
Classroom routine
Interest on part of pupils
Thoroughness
Adaptability of personality
Neatness and appropriateness of dress
Understanding of pupils
Evidence of professional growth
Attention to classroom routine
Economy of classroom time
Ability to economize effort
Evidence of pupil participation
General achievement
Attitude of pupils toward work
Attitude of pupils toward teacher
Willingness to participate in community interests

TABLE XXIV (Cont'd.)

Activities	Use of supplementary material
Ability to gain good will of community	Skill in directing study
Willingness to abide by community ideals	Provision for socialization
Ability to stimulate thought	and group work

Sources of References: In order to determine the sources of recommendations and the policy concerning the use of certain types of information, these questions were asked on the inquiry blank. Forty-eight partial replies were received:

"In supplying information to prospective employers do you obtain information concerning the candidate's fitness from the following sources?"

1. Present Employer?

Answers	
Yes	46
No	2

2. Professional Associates?

Answers	
Yes	36
No	8
Sometimes	2
Avoided when possible	1
For college positions	1

3. Former Instructors?

Answers	
Yes	46

4. Acquaintances not in teaching profession?

Answers	
Yes	20
No	15
Rarely	4
Sometimes	5
For character references	1
Names of references are on record so employer can write to them	1

5. Previous Employers?

Answers	
Yes	44
No	2

6. Are "Open" or "To Whom It May Concern" letters of recommendation used?

Answers	
Yes	4
No	40
Rarely	2
For character references	2
Avoided when possible	1
If sent to office directly and it is impossible to obtain any other type of reference due to death of writer.	1

Use of References

Policies Concerning References: Since references come from so many sources it seemed probable that institutional placement bureaus might find it necessary to protect candidates, otherwise a good teacher who had either made mistakes or created enemies might be handicapped throughout their professional career. In order to determine the policies of the various bureaus, the following questions were asked on the inquiry blank. The questions were answered by forty-three to forty-eight directors; the percentages are figured on the number of answers returned regarding each question.

1. "Should all letters be copied and presented to prospective employer: When there are several favorable and but one unfavorable letter?"

Answers	Per cent
Yes	65
No	21
Would be governed by circumstances	10
Would prefer to investigate thoroughly and then omit the letter if justified	2
Would attempt to explain the letter	2
Would omit the letter from record	2

2. "Should all letters be copied and presented to a prospective employer: In case letter is highly unprofessional?"

Answers	Per cent
No	79
Yes	9
Would be governed by circumstances	8
Would attempt to explain the letter	2
Would omit the letter from record	2

3. "If you feel a letter of recommendation is unfair do you attempt to explain it to possible employers?"

Answers	Per cent
Yes	54
On rare occasions	25
No	15
Would omit such a letter from record.	6

4. "Should letters of unfavorable nature be investigated by the office?"

Answers	Per cent
Yes	87
In certain cases	9
No	2
If sent out to employers they should be investigated	2

5. "Should letters of reference be entirely unguided, thus leaving the writer to make such statements as he sees fit?"

Answers	Per cent
No	57
Yes	51
To the extent of giving information regarding certain characteristics.	12

6. "Is it ever permissible to change wording or context of a letter?"

Answers	Per cent
No	55
If grammar and spelling are incorrect	14
Yes	11
Make omission of irrelevant facts	6
To make thought clear—but not context	6
Alter for clearness and brevity	2
No alterations should be made over writer's signature	2

No aterations without writer's permission 2
Prefer to omit such letters 2

One placement bureau answered that they "applied common sense" to any recommendation referred to in any of the above questions. Another director stated that they sent all letters, but added that their bureau was newly established and they were not sure whether they were correct in this policy or not.

Withdrawal of Recommendations From Files: Capable teachers have been known to withdraw from the bureaus of the college or university in which their credentials were originally filed because it was necessary to avoid certain recommendations on file there. By changing to another bureau they were able to obtain new recommendations and thereby escape from those which were damaging. This seemed to be especially true of teachers who had either made mistakes or had otherwise acquired unfriendly recommendations.

The question immediately arises, "How does the candidate know anything about his references; he should not!" However, every administrator knows that as long as human nature is as it is, candidates with unfavorable recommendations will sooner or later be "tipped off" by some one who has received their credentials for inspection. It only seems logical that a teacher who knows that he is eternally damned in one bureau will either cease to use that bureau or take some other method to protect his livelihood.

In order to determine the policies of various bureaus, this question was asked:

"Should a candidate ever be permitted to request the withdrawal or cancellation of any letter of recommendation? If so under what circumstances?"

Forty-two replies were received to the above question. They are listed according to the number of answers:

Yes	28
No	12
Uncertain	2

One director who said "No" stated that he was doubtful if he was right in the decision, because their bureau was newly established. Two directors who said "No" based their decision on the fact that a candidate should not know anything about his credentials.

Circumstances under which the directors would permit the withdrawal of references are listed in order of frequency:

Carefully investigate first	4
Where letter is unfair	5
If candidate makes a reasonable showing of prejudice	2
When candidate feels that recommendation is an unfair estimate of his ability	1
Anytime	1
When letters become too old to be of value	1
When individual has several letters from an individual covering a period of years	1
When recommendation is utterly condemnatory when additional contact will probably change the writer's opinion	1
To substitute another	1
Generally a person enrolled should have the right to name his references	1
Request need not be fulfilled but often a candidate may have a personal reason for not desiring recommendation of a certain individual	1
In case letter is highly personal and unprofessional	1
In case office knows that the writer of the unfavorable letter has poor judgment	1
Where there are several favorable and but one unfavorable letter	1

When doing advanced work under an instructor who has already written a recommendation . . 1
If a candidate is trained in two subjects and wishes to emphasize but one—but in withholding the secondary recommendations they should be retained in folder 1
Replace with a new one if strong reason to believe unfair 1

Forms and Blanks Used by Commercial Agencies: There appeared to be no standardized type of forms used by the commercial placement agencies. The forms that were most commonly used seemed to be a registration form which was filled in and signed by the candidate, information blanks or folders, and forms for obtaining and transmitting recommendations.

Registration Forms of Commercial Agencies: Twelve commercial agencies sent registration forms, but since one agency has seven widely scattered offices, it is felt that it can be said to be typical of each district in which it is established; therefore, it is possible to report data on eighteen.

The most noticeable difference between the registration forms of the commercial agencies and those of the institutional bureaus is the compactness of the commercial type. In twelve of the commercial forms, small clear-cut type is used so that complete summarization appears on one 8½ x 11 sheet. The paper on one commercial form is 8 x 14, but when duplicate contract copy is torn away by registrant, the form is 8½ x 11. One agency has a form 8½ x 15, but when the duplicate contract is removed for filing, the remaining form is 8½ x 11 3/4; this is further reduced by tearing off a 4½ inch strip of details which is apparently placed in a special file. One agency used a form 8½ x 12.

One form which was especially interesting because of its careful organization was printed on cardboard, 9¼ inches wide and 4 inches deep. On the top of this form are twenty-four numbered finder knotches. The card contains all the details concerning the candidate for a rather complete and quick analysis, and although small in size, it is more complete than some of the larger forms used by other commercial agencies and institutional bureaus. Apparently this form facilitates speedy location of teachers and becomes a part of their filing unit. It is to be noted that the agency using this form has an enviable record for speedy replies when teachers are requested by administrators.

Information on Commercial Registration Forms: The following is a list of the information which appeared on commercial registration forms. Items are arranged according to frequency found on the eighteen which were available for study, see Table XXV on the following page.

Types of References Presented in Commercial Recommendations: As was the case in the institutional bureaus, the commercial agencies have no commonly accepted form of reference blanks. Only thirteen were received for the purpose of analysis; seven of these represented the home office and branches of one agency. Apparently the same forms were sent to all names that the candidate chose to list in their references, and none were separately adapted for instructors or those in the field. The indication was that the commercial agencies probably considered information from the field as important as from the classroom. Possibly this may indicate that commercial agencies more

TABLE XXV

INFORMATION ON EIGHTEEN COMMERCIAL REGISTRATION FORMS

Name	18
Date	18
Present address	18
Permanent address	18
Telephone and telegraph addresses	18
Request for permission to charge telegrams and phone calls	18
Age	18
Height	18
Weight	18
Married	18
Details of all schooling above high school	18
Details concerning past experience	18
References	18
Subjects applicant is capable of teaching either underlined, numerically indicated if checked	18
All subjects taken in schools above grades	18
Special types of work	18
Time available to work	18
Preference of locality	18
Preference of type of work	18
Details concerning type of certificates, etc.	15
Hours of credit (specific, quarter or semester)	15
Salary expected	15
Lowest salary considered	14
Religion or preference	14
Salary received at present	13
Number of children	12
Ages of children	10
Health	6
Bodily defects or deformities	6
Widowed	2
Number of teachers in system	2
Divorced	1
Living with husband or wife	1
Protestant, Catholic, or Jew	1
Use of tobacco	1
If defects what is effect on your work	1
Limitation of temporary address	1
Do you expect to remain in present position if a better one is not secured	1
Do you take an active part in church work	1
Color of hair	1
Suggests a transcript be furnished at once	1

TABLE XXV (Cont'd.)

Have you fully decided to change location	:	1
Shall we consider your present position open next year	:	1
If uncertain as to eligibility for credentials write the State Department for information	:	1
Are you a member of another agency; if so how many	:	1
Highest salary ever received	:	1
Foreign travel	:	1

often work with teachers of experience rather than with beginners. The types of references used by commercial agencies are listed below:

Guided information blanks	2
Specified ratings for each question	1
Space for comment on each quality suggested on the blank	2
*Unguided blanks	8
Total reporting	13

* Seven unguided blanks were from one agency which had a home office and six branch offices.

The five forms that attempted to guide the writer in the type of information wanted or specified contained the following information in the frequency indicated in Table XXVI.

Commercial Information or Recommendation Forms: Because of having received so few commercial information or recommendation forms which are used to supply information to employers, it is impossible to make any comparison of information on such sheets. The type or form preferred seemed to be the folder style which was so popular with the institutional bureaus.

TABLE XXVI

INFORMATION REQUESTED ON FIVE COMMERCIAL REFERENCE SHEETS WHICH ATTEMPT TO DIRECT THE WRITER IN TYPE OF INFORMATION DESIRED

Personal appearance	5
Ability as an instructor	5
Source of knowledge regarding candidate	4
Ability to discipline	4
Co-operation and tact	4
Personal characteristics or personality	4
Scholarship	4
Leadership	3
Initiative	3
Social standing or qualities	3
Moral and religious character	2
Success or rank as a teacher	2
Influence on students	2
Character	2
Physical defects	2
What grade or studies taught	2
Attitude toward superiors	2
Attitude toward fellows	2
Habits and pecularities that interfere with work	2
Taste in dress	2
Method of control	1
Ability in subject to be taught	1
Kind of work best fitted to handle	1
Predominating type of class instruction	1
Method of instruction	1
Attitude toward work	1
Ability to handle extra-curricular subjects	1
Voice	1
Power of expression	1
Type of mind	1
Persistance	1
Initiative and energy	1
Adaptability	1
Interest in student activities	1
Avocational interests	1
Would you recommend candidate for position in your own school	1

One agency requested the person who filled the recommendation blank to give information "which would be helpful" to the person inquired about.

Filing Systems

Methods of Locating Candidates from Institutional Files: Since speed is one of the essentials in making successful placements, it is desirable to have information concerning all available candidates at the placement director's immediate command. In order to see what methods are used to locate the names of candidates in the files, the following question was asked on the inquiry blank:

> "Kindly describe in detail the method used to facilitate speedy service in picking out candidates who will meet all qualifications requested by employer."

The following answers are listed in numerical order:

Card Files--Usually cross indexed	19
Kardex System--With colored tabs	6
Findex System--With punch rods	5
Visible Index records	5
Knowledge of candidate and permanent record cards	2
Classified Loose Leaf Register	1
Card Index with notched numbers	1
Chart of detailed subjects	1
Check with department heads	1
Credential sheets	1
Check with various professors	1
Booklets divided into teaching divisions	1
Total institutional bureaus reporting -	42

The users of the Kardex System did not go into detail to describe its use but generally expressed satisfaction. One user stated that he could locate two candidates in from ten to twenty minutes from four thousand cards.

Some of the users of the Findex System seemed equally satisfied. However, the placement director of one large university, not reported in this study, reported that he had discarded the Findex System and was now using a Card System.

The users of the various card systems explained in detail how they used their systems. Usually they had a cross index system especially adapted to their purpose.

In practically all systems the method was to select a prospective teacher by first checking through some sort of filing device that listed him by his major teaching subject.

Filing Systems of Commercial Agencies: The commercial agencies were asked the following question on the special inquiry blank sent to them:

> "What filing system do you consider most efficient for quickly obtaining information concerning candidates?"

The replies are listed in numerical order:

Card System	8
Findex System	2
No special system	1
Shaw, Walker and Marley	1
Work direct from application blanks	1
Knotched Finder System on application blanks	1
Enrollment cards and folders	1
Total -	15

The card systems were apparently adapted to suit the special needs of each agency using them. One agency manager indicated that though he was using the card system he had observed that the Findex System was very satisfactory. Another agency manager stated that he had used the Findex System twenty years and had never had any reason to change.

Importance of Filing Systems: The majority of both the institutional bureaus and the commercial agencies indicated that details concerning each person registered were kept in separate folders that could be found through reference to the master filing system. This

permits the important facts to appear in the master file so that they can be quickly traced to the detail files.

The bureaus and agencies which do not have a master filing system apparently are forced to depend upon a tedious search through numerous and cumbersome filing folders, thereby using a great deal of time as well as delaying the candidate's application and credentials from going forward with the greatest speed.

Some commercial agencies indicate that they file applications by the years in which the person registers. This would indicate the importance of the registrant keeping his registration up to date.

In bureaus where the heads of departments and professors are consulted instead of using an organized filing system, it is very probable that if many teachers are registered, that a teacher in service who has not recently attended the institution will be overlooked. This results in criticism from those who are seeking experienced teachers and is a definite handicap to the teachers in the field who wish to obtain promotion. Such type of placement no doubt contributes to the mad scramble for positions referred to in Chapter I, and helps build up the false impression among lay boards that good teachers can easily be replaced.

A good filing system seems essential. The graduates of teacher-training institutions should demand it of their alma mater.

CHAPTER IV

FUNCTIONS AND ACTIVITIES OF PLACEMENT BUREAUS

Educational, Economic, and Social Functions

How Placement Directors Justify Their Bureaus: In Chapter II it was shown that the majority of bureaus either served or preferred to assist students who had attended their own institutions.

In order to see how the directors of institutional placement bureaus justified the existence of their bureaus, this question was asked:

> "If you were asked to justify the expense of a placement bureau what would be the three most defensible points in its favor? Kindly list in order of importance."

On the following pages the answers are listed first according to the total number of times that the answer was given, then in columns 1, 2, and 3 are indicated the relative order in which the answers were given.

Types of Work Engaged in to Encourage Placement

Method of Contacting Employers: In order to learn the methods that bureaus use to keep in contact with those who employ teachers, the following questions were asked:

> "Does director or assistant make visits to superintendents, principals, and boards of education for the following purposes?"

1. "To study needs in the field?"

	Total Times	In order mentioned 1	2	3
Obligation or service to educational system and children of the state	29	21	5	3
Obligation or service to graduates or individuals and students	21	4	14	3
Protects teachers from high cost of placement agencies, etc.	5	1		4
Means of contact and advertisement for the institution	4		2	2
Service to the University as a whole	4	1	1	2
Service Rendered	3	1	1	1
Service rendered students in completing vocational guidance	2	1		1
Knowledge of educational system and graduates enables it to serve both	2	1		1
Avoids waste of good teachers and helps school officials	2			2
To secure employment for the ablest students in spite of political bias	2		1	1
Service rendered state by aiding its citizens to find their rightful place in society	2		2	
Unfair to teachers to pay for this service when receiving such low salaries in light of requirements demanded	2		1	1
All or a majority of progressive schools attempt to place their products	2	1		1
Centralization and systematization of placement work	2			2
That graduates may not be at a disadvantage with graduates of other institutions	2	1	1	

	Total Times	In order mentioned 1	2	3
Responsibility could not be avoided for whether there is a placement bureau or not, some one would have to furnish information concerning graduates	2	2		
To increase interest in college attainment	1		1	
To assist employment situation	1			1
Provides opportunity for the institution to place its products	1	1		
Brings institution and the people of the state together. The advantages are mutual	1	1		
Makes contacts with schools which furnish students for institution	1		1	
Teacher training and placement should be combined	1	1		
One's judgment should not be complicated by fees	1		1	
Fosters a more ethical and progressive method or procedure in the selection of teachers	1		1	
Continued service to students who have been trained at state expense	1	1		
Co-operative effort between college candidates and public school solve teacher placement	1			1
Aims to improve the quality of teachers now employed by placing best qualified person in a position	1	1		
To act as an intermediary between those who train teachers and those who use them	1			1

	Total Times	In order mentioned 1	2	3
A part of our state's program for improving teaching in public schools. It is important that teachers be placed in accordance with training	1	1		
Prevents or reduces the number of weak candidates	1			1
For the reaction on future attendance	1		1	
An integral part of teacher training	1			1
Justifiable per capita expense--	1			1
If spending money for education is worth while, so is placement	1	1		
Education is a vocational service to the student youth of the state	1	1		
Expense to state is very small as compared with the service rendered those being trained	1			1
Raises placement of teachers to a professional and educational plane not possible with commercial agencies, or as when teachers attempt to locate themselves	1			1
"Prevents the commercializing of the teaching profession. Actual cost to taxpayers is less than it would be, were it necessary to secure all instructors through commercial placement agencies. The cost must be borne one way or the other."	1			1
"There is much that is valuable by way of suggestions which come from the field through the office of the Placement Bureau. Such suggestions are very important in determining programs of study to be carried on by students in preparation for their life work. In some cases (perhaps not often enough) suggestions for modification of the college curriculum come				

	Total Times	In order mentioned 1	2	3
from that source. Therefore the bureau is responsible to the needs of industry and the profession."	1			1

Answers

Yes	24
No	20
Occasionally	2

2. "To endorse candidates' "Applications?"

Answers

Yes	17
No	25
Occasionally	4

One director who said "No" considered that such practice is not wise. Another said, "I do not believe the function of the placement department is to go out and aggressively 'sell' the candidate."

3. "To investigate success of teachers placed?"

Answers

Yes	33
No	15

Four directors were of the opinion that they would like to do more of this type of work.

One director who answered the above questions with, "No," explained that all field work was done through their research division. He explained that as many contacts were made as possible, "but not for the purpose of placement." One stated that the laws of his state prevent the University from going into the field to study the needs, endorse candidates, or to investigate teaching success of those placed.

In studying the above answers, as they were recorded from the various question forms, it was noticeable that the bureaus which did no field work were the ones which usually hold annual meetings for

administrators at a time of year when placement is at its peak.

4. "Does the bureau furnish superintendents, principals, and boards of education with lists of available candidates each year?"

Answers	
Yes	21
No	29

Six who answered, "Yes," explained that such lists are not furnished unless requested by school administrators. One director reported that certain administrators always kept an order with them for outstanding teachers. One director who does not send out a list of available teachers invites the superintendents to the campus for the purpose of interviewing teachers. It is very likely that most bureaus issue invitations of a similar nature.

5. "Does your institution pay expenses of commencement speakers when their services are requested by schools in your placement fields?"

Answers	
Yes, generally	6
No	40

6. "Is the attempt made to supply newspapers of your own state with copy which is designed to stimulate interest in employment of your graduates?"

Answers	
Yes	21
No	28

Of the twenty-one institutions which said "Yes" three reported that such work was done only to a slight extent. Another answering "Yes" said that they generally made some effort in supplying publicity.

7. "Do you use display advertising to further the interests of your placement bureau?"

Answers

Yes	26
No	24
Occasionally	1

Four directors who answered "Yes" said that display advertising was used in "only a small way" or to a slight extent. Three who used display advertising said that it was of a very conservative nature. One who did not use display stated that bulletins were used extensively. Several did not mention bulletins but included them with their literature and forms returned. Two bureaus reported that all of their advertising was done by direct mail, and that neither display or news publicity was used.

8. "Does your institution hold annual educational meetings which will be of interest to superintendents and principals at a time of year when vacancies are being filled? "

Answers

Yes	26
No	24
Occasionally	1

One director said that while their institution held meetings for administrators at a time of the year when placement activities are most important, these meetings were not designed or intended to stimulate placement. Another institution holds annual meetings for administrators but at a time when placements are not commonly being made. According to pamphlets inclosed, they prefer to hold their meetings at a time when administrators have more leisure to attend them.

Appointment of Candidates for Positions

Individuals or Departments Which Nominate Candidates: As soon as

the bureaus are notified of a vacancy a search for the best fitted candidate is started. Often the details of such a search through the files is first placed in the hands of filing clerks who in turn hand their findings to the director or other person or persons responsible for the final nomination of candidates. In order to know the common practice of making nominations this question was asked:

"Who nominates candidates to fill positions?"

Answers	
Director or Assistants (confers with departments)	8
Director or Secretary	5
Chairman	5
Placement Office	4
Director	5
Secretary of Placement	8
Placement Office or Department Heads	2
Faculty of Education	1
*Departments	5
*Dean	1
*Major Advisor	1
*Co-operative opinion of Education Staff	1
**Personnel Officer and Department Concerned	1
***Depends upon type of position (Departments)	1
Chairman and Secretary	1
Total reporting -	47

* Bureaus having no central placement office.
** Bureau in Personnel office.
*** Bureau in general office of Registrar.

The significance of these findings is that nominations for placement are usually made by the officers of the placement bureau. In schools where placement is handled by departments, nominations are handled by the departments concerned.

Number of Candidates Nominated: Practically all bureaus limit the number of candidates nominated for each position. The following question was asked:

"How many candidates do you usually nominate for each position?"

Answers

No. Nominated	No. Reporting
3	15*
2-3	7
3-4	5**
3-5	3
1-3	3
2	3
1	2
1-5	1
4-5	1
Total -	38

* One director said, "We notify others who might be eligible."
** Two others reported 3 to 4 but added that they had no fixed number; it depends upon the position to be filled.

Other Registrants Not Nominated Are Frequently Helped: It frequently happens that a person not nominated learns of a vacancy and wishes to apply for the position. The method of handling such situations was learned through this question:

"If a registrant learns of a vacancy without your aid and applies for the position, do you assist him even though you have already nominated others for the position?"

Answers

Yes	44*
No	4**

* Four reported that that individual was assisted if qualified.
Six said, "We send credentials".
Two said, "It depends upon circumstances".
Two said, "We send credentials upon request of employing person".
One said, "Only if he is as good as the first mentioned".
One said, "Unless requested to nominate only one".
** Two who reported no, qualified their answer by saying "not usually".

One University President said, "We tell our students to find jobs for themselves but to ask us to write as many letters as there are prospective employers."

Policy Concerning Applicants Already Employed: Many teachers in the field wish to retain their present positions while looking for

others. They know that it is usually easier to obtain better positions if they are already working. The following question developed information that demonstrated this is the general practice:

"Do you actively attempt to obtain better positions for individuals already employed?"

Answers	
Yes	55
No	12
Occasionally	1

Furthermore, it was found that the bureaus did not generally consider themselves obliged to inform the employer that applicants were looking for new positions. Possibly this is due to the fact that administrators in large systems have occasionally been reluctant to let their teachers look for other positions. The philosophy of the bureaus apparently is that a teacher has the right to do as he pleases. To learn the attitude relative to this practice, the following question was asked:

"Do you nominate individuals already employed without first notifying present employer?"

Answers	
Yes	52
No	8
Occasionally	4

In qualifying their answers regarding the above question, the following comments were made:

"Yes, but we explain that they are already employed."

"Yes, prior to formal selection for coming year."

"Provided he has placed his renewal on file."

"If candidate is on active list."

"Write to individual and ask him to confer with employer."

"We are very careful about this."

"Yes, if he has been two years in present position."

"If employed candidate so requests."

"If on active list and desire change."

"If position would be a promotion."

"If renewal fee is paid."

Provisions for Co-operation With Other Placement Agencies: Since one of the stated functions of the placement bureaus is "service to the children and schools", it was desirable to know how far this service was extended, therefore the following questions were asked:

"If you have no available candidates for a position do you notify:

1. "Commercial teachers agencies?"

Answers	
Yes	0
Occasionally	2
No	58

2. "Notify other colleges and universities?"

Answers	
Yes	18
Occasionally	6
No	19

3. "Merely notify employer that you have no one you can recommend for the position?"

Answers	
Yes	24*
Occasionally	5
No	1

* Eight directors qualified their answers by saying that suggestions were made to employers regarding other sources.

Other Sources of Teacher Supply: In cases where bureaus had no suitable candidates to fill vacancies some first turned to the following sources:

	No. Reporting
Heads of departments and teachers	8
Old files in placement office	1
State departments and school superintendents	1
School men in the field	1
Those already employed and known	1
Special schools and training institutions in the field	1
*Vocational officials	1

* This institution furnished vocational teachers only.

Keeping Placement Records Up-to-Date

Policy in Regard to Keeping Individual Records Up-to-Date: Some bureaus attempt to keep all registrations up-to-date, while others immediately forget a candidate after he has been placed. This question was asked:

> "Are your placement records kept up-to-date for the purpose of assisting former graduates in obtaining better positions?"

1. "Only when requested by the candidate?"

Answers	
Yes	31
No	15

One director said that their budget did not permit this extra work.

2. "Through contact by letters written to registrants each year?"

Answers	
Yes	25
Occasionally	1
No	19

Checking Success of Those Placed: Earlier in the chapter it was shown that thirty-three directors reported that they made trips

into the field to check the success of teachers placed. At the same time fifteen reported that they did not make such trips. Another method of checking on those placed is to request rating sheets or letters from administrators after a teacher has been placed and in service. Some bureaus use both methods. Responses to the following questions are shown below:

"Do you check the success of those placed by:

1. "Use of rating sheets sent to principals and superintendents?"

Answers

Yes	25
No	16

Comments

One reported that rating sheets are used the first year only.

One sends rating sheets to members of boards of education when requested by applicant. It is to be noted that this same bureau permits the withdrawal of any recommendation.

2. "Ask for unguided letters from superintendents or principals?"

Answers

Yes	25
No	20

Comments

One bureau has candidate send unguided letters to bureau. Another says that rating sheets are only used at time candidate enrolls or re-enrolls. One bureau uses both rating sheets and unguided letters.

3. "What other method do you use?"

Answers

Personal inquiries made of school dfficials	5
Chance inquiries	1
Reports of High School Visitor	1
No attempt to check success is made	1

Efforts in Guidance

Because of the reported oversupply of teachers, especially in certain fields, it was desirable to learn what effort was being made toward assisting students in the selection of their teaching field. The following questions were asked:

"Does your office enter into the field of vocational guidance of students through any of the following methods?"

1. "Advising students concerning supply and demand in the various teaching fields?"

Answers

Yes	42
No	3

Comments

"Yes, but only in answer to individual inquiries which are quite numerous."

"Yes, slightly," reported by two directors.

"As far as facts are available."

"No, except in a general way."

"A great deal," reported by one of the largest bureaus.

2. "Do you keep a record to show demand for various teaching combinations from year to year?"

Answers

Yes	38
No	9

Comments

Two said, "Yes, in a general way."

"Yes, and publish them."

3. "Attempt to select those who shall enter *teacher* training work?"

Answers

Yes	21

Slightly 5
No 21

Comments

"Interview every candidate when registering on campus."

"No, we train teachers only."

"No, but we think it should be done."

"No, but we try to discourage unfit in conferences."

Two said, "We attempt to guide some out."

"Expect to do more," was the report of two directors.

Where placement is made through a central bureau not connected with the department of education, two directors said that such guidance was attempted in education department.

4. "Evaluation of student's record to obtain information relative to his probable success as a teacher?"

Answers

Yes 42
No 5

Comments

Three directors qualified "Yes," by saying, "slightly."

"No positive policy, but on strict scholarship basis."

"An average of 1.5 required for all teacher training courses."

"Subjectively, yes."

One bureau stated that all of these questions were discussed in a general assembly of graduating students in the fall of the year.

CHAPTER V

SUMMARY

Institutional Teacher Placement Bureaus are the outgrowth of necessity occasioned by the growth of teacher training institutions, the number of teachers in training, the frequency of teacher "turn-over", and the importance of placing of properly trained teachers in positions for which they are best qualified.

The first institutional placement agencies were loosely organized and informal. Usually they concerned themselves with the placement of newly graduated people in their first positions. Older teachers in the field were forced to hunt for positions themselves or to resort to commercial agencies. During the past ten or fifteen years the institutional agencies have commenced to recognize their obligation to the educational system as a whole and are giving more attention to the placement of experienced teachers as well as newly graduated teachers. Administrators and lay board members have been quick to recognize this new phase of service and are turning toward the institutional bureaus for teachers of all types. As a result, commercial agencies have declined in number.

The teacher-placement office is most commonly found in the College of Education or under its direct control. This seems to be due to the fact that the departments of education are better able to advise teachers and employers than a central placement bureau which

does not have mutual contacts.

The directors of placement are usually men of considerable educational experience with scholastic preparation equivalent to or beyond the M.A. degree. They are usually mature in years as well as educational experience, for it was found by Adams that in all types of institutions the median age of the placement directors was 45.8 years.[1]

The degree most commonly held by directors of commercial teachers agencies is the A.B. or B.A., though a large percentage hold degrees equivalent to or above the M.A.

An analysis of the educational experience of the institutional directors indicates that a large per cent of them have had experience as college professors as well as considerable experience in the lower schools. The commercial directors have had most of their experience in the public school field.

Both educational and commercial directors have had very little experience in commercial pursuits.

Only a small per cent of the institutional directors devote their entire time to placement. It is most common for them to give approximately half of their time to placement.

Most of the directors are employed in other positions that place them in contact with the students of their institution; most commonly in the field of education.

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1. Adams, Walter H. The Placement of Students in Teaching Positions as Carried on by Higher Educational Institutions, Including Normal Schools, Teachers Colleges and Universities, p. 78.

The directors usually are assisted in their office by one assistant. This varies according to the size of the office and the season of the year. Very few have field assistants.

Even though previous studies attempt to analyze the costs of placement, this study indicates that accurate cost accounting has never been reported because of the confusion as to what constitutes a placement, and lack of definite budgeting for the department.

Those bureaus which prefer to charge some type of fee or commission are about the same in number as those who do not. Brogan indicated that those which charged fees did so because of the economic necessity.[2] Indications point to the fact that there are some bureaus which justify fees on the ground that the payment of such fees keeps candidates more interested and more responsive to the regulations of the bureaus, and not for economic reasons alone.

The commercial agencies frequently charge lower registration fees than the institutional bureaus, but invariably charge a higher rate of commission.

The services of the institutional bureaus are open to all worthy graduates of the college of education. In most cases its use is confined to those of the college of education. It is also usually available to those who have attended the college of education but who have not graduated from it. Some bureaus register candidates who have never attended the institution, but it is usual to give their own students or graduates preference.

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2. Brogan, Whit., The Work of Placement Offices in Teacher Training Institutions, p. 50.

The office forms used by institutional placement bureaus vary in number and type. One bureau sent forty-eight sample forms used in various phases of the work; others used no forms at all. It appeared that the larger bureaus use forms more frequently than the smaller ones.

The most common form in use is some type of registration summary which includes personal data, list of credits, preference as to location and type of work, and a statement or agreement to be signed by candidates.

Information sheets sent to supply credentials to employers are most commonly of the folder type, which fit into a legal size envelope. On information sheets personality traits seem to be of as much importance as educational qualifications. Information furnished employers varied in many respects, showing that there is no uniform agreement as to the information thought most important to be sent employers. The same is true of the rating sheets or guided reference sheets sent out in request for references. Guided types of references are the most common types used.

The most common source of references are present employers, professional associates, former instructors, and previous employers. Open or "to whom it may concern" letters of recommendation are not commonly used.

References which seem unfair are usually subject to investigation and if found to be biased and unfair are accompanied by an explanation, if included in references sent to employers. The only changes which seem to be permissible in letters of reference are

corrections of spelling and grammar. In case that a candidate wishes to withdraw certain letters or references, twenty-eight of the forty-two directors prefer to permit withdrawal; twelve do not permit such practice; and two are doubtful. However, many of those who would permit the withdrawal of letters qualified their statements, and would be governed by circumstances.

The forms and blanks used by commercial agencies show that they also have no generally accepted forms; however, the information furnished prospective employers is similar in nature to that of the institutional bureaus. As was found in institutional forms, personal items are given as much attention as educational preparation. Indications are that commercial agencies generally prefer to use unguided letters of recommendation, whereas institutional bureaus ask for more specific information.

The filing systems used most commonly by the institutional bureaus and the commercial agencies are some type of card file which lists teachers by major and minor subjects. A good filing system is essential for the speedy handling of requests for teachers and information concerning teachers.

The establishment and maintenance of institutional placement bureaus was most frequently justified because of service rendered to the educational systems of the state, and as an obligation or service to graduates or individuals in the teaching profession. A few

directors justified the bureaus as a protection to teachers from the high cost of commercial agencies, means of contact and advertisement for the institution, and as a service to the institution as a whole; thirty-four other reasons were listed.

Officials in the public school field are usually contacted by direct visits for the purpose of studying the needs in the field, rather than for the purpose of stimulating placement. Thirty-seven per cent of the directors favored making trips into the field to directly assist in making placements, nine per cent stated that such was the occasional practice and fifty-four per cent were not in favor of it. Usually the bureaus who do no direct field work hold some type of annual meeting which will draw administrators to the institution during the season when teachers are in greatest demand.

Many directors expressed themselves in favor of making more contacts in the field for the purpose of checking those placed and to become closer associated with the public school needs; this while not directly a method of advertising would stimulate confidence and acquaintanceship with placement officials.

Attention of school officials is directed to the bureau by thirty per cent of the bureaus, by means of sending out lists of available candidates each spring. Fifty-eight per cent do not send out lists, and twelve per cent send such lists only on request.

Forty institutions reported that they did not attempt to encourage placements by means of paying the expenses of graduation speakers, while six reported that they generally paid such expenses,

but not for the purpose of stimulating the work of the placement bureau.

Fifty-two per cent of the bureaus reported that they use display advertising to create interest in their placement bureaus, while only forty per cent used free newspaper publicity. This would indicate that placement bureaus are neglecting the most valuable type of publicity, for properly handled news items are more effective than direct advertising and can be obtained without expense to the bureau.

The appointment of candidates for positions is most frequently made by the directors of the bureaus. In the larger bureaus the assistants select the candidates from the files and from these, the most suitable candidates are selected by the director.

It is the most common practice for three candidates to be nominated for each position to be filled. However, the number varies according to circumstances. The greatest number nominated by any bureau is five. Forty-four directors out of forty-eight stated that they also send other credentials if requested to do so by other registrants who have learned of the vacancy.

If bureaus are unable to supply candidates for a position, they usually inform the person that they have no candidate and let him use his own judgment about the use of other teacher sources, unless requested for further information.

Institutional placement bureaus have been subject to criticism on the ground that they give more help to recently graduated students than to older alumni. The very fact that only 29.55 per cent of the

bureaus keep their records up-to-date, unless requested to do so by candidates, indicate that they are not altogether active in regard to keeping an extensive list of experienced candidates on hand. Only 55.55 per cent of the bureaus make any attempt to keep in contact with registrants by annual letters.

Further indication that the placement bureaus need to give more attention to the matter of permanent records is shown by the fact that less than fifty per cent make any attempt to visit the teachers placed, and in many instances no check is made on their success either through rating sheets or through requests for unguided letters regarding their work. It seems evident that permanent files should be kept for the purpose of giving former graduates a safe storage place for all credentials, and that such files could be used for locating and encouraging experienced teachers to obtain better positions.

The trend of recent studies shows that some fields are overcrowded while other fields present attractive opportunities for teachers. Such conditions would lead one to assume that the guidance in institutions of higher learning might be improved. Forty-two directors out of forty-five stated that they attempt to advise students regarding the supply and demand, and thirty-eight out of forty-six directors reported that they keep a record to show the demands for various teaching combinations in which there are openings each year. These contrasting facts leads one to wonder just at what period this guidance service is given to students during their educational career;

indications seem to point that such guidance is usually not until the junior or more especially senior year--after it is too late to be of the greatest service to the students.

It was found that approximately only fifty per cent of the institutions attempt to select those who entered the teaching field, while the other half do nothing to prevent the profession from becoming overcrowded with improper candidates. However, 89.36 per cent attempted to evaluate the student's record in order to obtain information relative to his probable success. This again gives the appearance of waiting too long to start proper guidance. If a student is permitted and encouraged to devote his time to the field of education, it seems logical that he should have the benefit of intelligent and trained guidance before he has wasted a great portion of his time in college or university.

Recommendations

At the time this study was planned in 1933, there was a definite need for the improvement of placement facilities both at the Arizona State Teachers College in Tempe and at the University of Arizona in Tucson. Although both institutions were giving considerable attention to the placing of their new graduates from year to year, their organization and filing systems were of very little assistance to school officials who wanted experienced teachers. Furthermore, both bureaus met with some disfavor because they were not always prompt in sending credentials to school officials. Furthermore, there was criticism that teachers were frequently recommended who were not

prepared for the positions which were open. The Arizona State Teachers College at Flagstaff was at that time perhaps giving the most effective service to school officials and to candidates.

Since 1933 both the Arizona State Teachers College in Tempe and the University of Arizona have made changes which have placed them in a more favorable position. The University has completely re-organized its placement bureau, taking it from the Office of the Registrar, and placing it under the direct control of the Department of Education. The State Teachers College at Tempe has also removed its placement bureau from the training school to the administrative offices and placed it under a trained director who gives most of his time to placement. Both institutions have re-organized their filing systems so that experienced candidates are readily available and easily located, along with those who have more recently graduated.

It is recommended that all three institutions should endeavor to maintain their present placement service on a high plane, constantly endeavoring to be of service to school officials and worthy graduates, both experienced and inexperienced. The filing systems should be kept up-to-date so that when demands are made for candidates they will be able to get in immediate touch with teachers of all types. Furthermore, complete alumni files should be maintained so that the bureaus may be used as a permanent filing place for all records and recommendations, whether such teachers are on the active list or not.

An obligation rests on the people registered as well as on the placement bureau. It is essential that those registered with place-

ment bureaus should co-operate to the fullest extent in the following matters:

1. The placement bureau should be notified of any change of address or telephone number.

2. If applicant is on a vacation of even a few days the placement bureau should be given the temporary address so that he can be reached without delay.

3. Those registered should answer immediately all correspondence coming from the placement bureau.

4. If a person registered obtains a position either through the bureau or through his own efforts he should notify the placement bureau at once.

Placement officials have complained that they have been unable to get in immediate touch with those registered because they have neglected some of the above suggestions. They also have been embarrassed by finding that those registered on the active files have failed to notify them when they have obtained positions.

At best the placement officials have a difficult job, and as the number of names increase in the files of the bureaus it becomes increasingly important that the applicant gives the fullest co-operation.

When openings come, an efficient bureau must act quickly; a delay of a few hours may prevent a candidate from obtaining a better position and at the same time create disfavor towards the placement bureau.

At the present, school officials throughout the State seem to feel that the three placement bureaus are giving much better service when requested to nominate teachers and to send credentials. Very little, if any, complaint has been heard regarding this during re-

cent years. This speedy and reliable service must be maintained if the institutional bureaus expect to compete with commercial bureaus.

There is perhaps a need for a better follow-up system on teachers placed. More field work on the part of the three institutions will be of material assistance in keeping a sympathetic understanding between school officials and teacher training institutions. Furthermore, if the placement bureaus expect to maintain a listing of teaching candidates who have had a wide range of experience, this field work is important in making contacts with those who are qualified. If they do not maintain a listing of experienced teachers, school officials will again be forced to turn to commercial agencies.

Although all three institutions do some work in guidance, it seems that it might be well for more attention to be given this phase of teacher training. This may not be a direct function of the placement bureaus but it should be encouraged by placement directors. For the purpose of guidance, the directors should keep a careful record of the types of vacancies, with the various teaching combinations which occur each year, so that students in training could be kept informed regarding the fields in which there is either a scarcity or an oversupply. Guidance in the selection of a teaching field should begin at a period before the student seriously begins specialization.

Since personality, good judgment, and the maintenance of professional ethics seem to be of as much interest to school officials as academic training, it would seem advisable for that phase of training to be given more attention than it is at present in institu-

tions of higher learning. This is again perhaps not a direct function of placement officials, but since they come into daily contact with the demands for teachers with such qualifications, they can be instrumental in seeing that their institutions provide this instruction somewhere in the training of teachers. The importance of personality is indicated by several studies which indicate that more teachers are placed through personal interviews than by any other manner.

At present there seems to be a need for a more uniform type of recommendation sheet to be used by all three of the State institutions. Possibly it would be well for the directors of the three bureaus to make a survey of the school field for the purpose of determining the data most frequently wanted by school officials, and from this information a standard recommendation or information sheet could be developed. In event that such a study can not be made, much of this information could be obtained from various studies which have already been made.

Many school officials express a fear of "localism" which seems to be developing since the depression. Some method of educating school boards and the general public regarding this phase of employment seems to be essential. If "localism" develops to the extreme, there is danger that the present high standards of the public schools of the State may be endangered. "Localism" leads to an "inbreeding of learning" and frequently retards the development of teachers, who may tend to lean on local political favor rather than to the development of their own efficiency. After all, the schools of the

State are maintained for the welfare of the children of the State, rather than to provide employment for teachers. Placement officials are frequently tempted to place teachers in their home districts, regardless of the preparation of the candidates for the positions which are open. Such practices should be guarded against, even though it may bring temporary criticism to the placement official. No parent will hesitate to make personal sacrifices to give his child a good education, and if parents are aware of the dangers of localism they will cease to demand the use of local teachers without regard to preparation and fitness.

It is questionable whether it is wise to use student help in the placement bureaus. In case no other help is available, student help should be carefully selected. School officials who have known that information concerning recommendations has leaked from placement offices are reluctant to trust them with confidential and reliable information.

School officials now generally respect the placement bureaus of Arizona institutions. If such respect is to be maintained, placement officials must continue to remember that their bureaus are organized and publicly supported for the mutual welfare of their registrants and for the public schools of the State. They must be constantly alert to the philosophy that service to the State comes before prejudice or loyalty to their own institution.

Suggestions for Further Study

The wide range of information furnished on information or

recommendation sheets indicate that there is a need for the placement bureaus throughout the United States to adopt a more uniform type or recommendation sheet. Countless items of information are furnished by the various bureaus, indicating that on the whole the placement directors do not know or agree on information which school officials want to know about candidates. This would point to a need for a study of traits considered essential by those who employ teachers. Such information might be gained through a study of the information already accumulated by previous studies or through a job survey. At any event, there is a need for more standardized information which will guide school officials in getting a clear cut idea of a candidate's qualifications, without cluttering up the information sheets with irrelevant and non-significant facts.

It is traditional that students who obtain high grades are frequently given more attention by placement officials than those who do not rank so high. Studies have been made which indicate that the selection of teachers based on grade accomplishments is frequently not the best way of judging their teaching success. There is a definite need for further studies which will indicate those qualities which may be used in indicating the probable success of teachers.

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APPENDIX

PLACEMENT PROCEDURE

Name of institution reporting.....
Approximate total enrollment.....
By what name is your placement bureau designated?.....

Personnel of the Placement Bureau

What is the title of the person in charge of placement bureau?.....
What other duties does he perform, if any?.....
.....
Approximate percentage of time devoted to department by the official in charge.....
Academic training of the individual in charge: Ph.D.___, M.A._____, A.B._____, B.S._____, No degree _____. (Check degree held).
Sex of individual in charge: Man ____, Woman _____.
His experience previous to time put in charge: Check all positions he has held: College Professor ___, High School Principal ___, Superintendent of City Schools ___, County School Superintendent ___, Grade School Principal ___, High School Teacher ___, Elementary Teacher___, Rural Teacher ___, What other experiences?.....
.....
Number of assistants: Total .....
Clerical .....
Field Workers .....

Cost of Department

These figures are approximate ___, exact ___. (Check correct response).
What was the total cost of the department in 1932-33?.....
What was the total number of active registrants in files in 1932-1933? .....
Total new registrations during 1932-1933? .....
Total number of placements during last year, 1932-1933? .....

Fees for Registration or Placement

Circle correct answer:

Yes No Applicant pays fees.
Yes No Employer pays fees.
..... Amount if flat rate.
..... Percentage of annual salary, if on a percentage basis.

..... Annual service fee required to keep registrants on active list? Is any special charge made to applicant for typing of recommendations and preparation of application forms?.....

Yes No Applicant pays cost of telegrams and telephone service between placement bureau and prospective employers.

Location of Placement Bureau

Yes No Attached to College of Education.
Yes No Attached to Registrar's Office.
Yes No Is established as an independent department.
If attached to other departments or divisions of colleges indicate which department.....

Those Registered by the Bureau

Yes No Are all graduates eligible for teaching positions entitled to use the service?
Yes No Is service confined to students graduating from the college of education?
Yes No Are those who have attended the institution but who have never graduated given the privileges of placement service? If so, what are the minimum hours of work which entitles them to use your placement service?.....
Yes No Is service extended to individuals who have never attended your institution?
Yes No If so, do you make any distinction between outside registrants and your own former students?
If distinction is made what is its nature? .....
.....

Nomination of Candidates for Positions

Who nominates candidates to fill positions?.....
How many candidates do you usually nominate for each position?.....
Yes No If a registrant learns of a vacancy without your aid and applies for the position do you assist him even though you have already nominated others for the position?

Provisions for Co-operation with Other Placement Agencies

If you have no available candidates for a position do you notify:

Yes No Comercial teachers' agencies?
Yes No Other colleges or universities?
Yes No Or do you merely notify employer that you have no one you can recommend for the position?.....
To what additional sources do you turn to aid employer, if you are unable to fill his request for a teacher?.....
.....

References

In supplying information to prospective employers do you obtain information concerning the candidate's fitness from the following sources:

Yes No Present employer of registrant?
Yes No Professional associates who are acquainted with registrant and his work?
Yes No Former instructors?
Yes No Acquaintances of registrant not in teaching profession?
Yes No Previous employers?
Yes No Are "open" or "To whom it may concern" letters of recommendation used?

Should all letters be copied and presented to prospective employer:

Yes No When there are several favorable and but one unfavorable letter?
Yes No In case office knows that the writer of the unfavorable letter has poor judgment in such matters?
Yes No In case letter is highly personal and unprofessional?
Yes No If you feel a letter of recommendation is unfair do you attempt to explain it to possible employers?
Yes No Should letters of unfavorable nature be investigated by the office?
Yes No Should letters of reference be entirely unguided, thus leaving the writer to make such statements as he sees fit?
Yes No Is it ever permissible to change the wording or context of a letter?

When registrant enrolls in another placement office do you contribute letters which you have concerning the candidate from:

Yes No Professors in your institution?
Yes No From outside persons?
Yes No Should candidate ever be permitted to request the withdrawal or cancellation of any letter of recommendation? If so, under what circumstances?.....
.....

Types of Work Engaged in to Encourage Placement

Does director or assistants make visits to superintendents, principals and boards of education for the following purposes:

Yes No To study needs in the field?
Yes No To personally endorse candidate's applications?
Yes No To investigate the success of teachers placed?
Yes No Does bureau furnish superintendents, principals and boards of education with lists of available candidates each year?
Yes No Does your institution pay expenses of commencement speakers when their services are requested by schools in your placement field?
Yes No Is the attempt made to supply newspapers of your state with copy which is designed to stimulate interest in employment of your graduates?
Yes No Do you use display advertising to further the interests of your placement bureau?
Yes No Does your institution hold annual educational meetings which will be of interest to superintendents and principals at a time of year when vacancies are being filled?

Do you check the success of those placed by:

Yes No Use of rating sheets sent to principals or superintendents?
Yes No Ask for unguided letters from superintendents or principals?
What other methods do you use?.....
.....

Are your placement records kept up to date for purpose of assisting former graduates in obtaining better positions:

Yes No Only when requested by the candidate?
Yes No Through contact by letters written to registrants each year?
Yes No Do you actively attempt to obtain better positions for individuals already employed?
Yes No Do you nominate individuals already employed without first notifying present employer?

Guidance

Does your office enter into the field of vocational guidance of students through any of the following methods:

Yes No Advising students concerning supply and demand in the various teaching fields.
Yes No Do you keep any record to show demand for various <u>teaching combinations</u> from year to year?
Yes No Attempt to select those who shall enter teacher training work?
Yes No Evaluation of student's record to obtain information relative to his probable success as a teacher?

Filing System

Kindly describe in detail the method used to facilitate speedy service in picking out candidates who will meet all qualifications requested by employer.

Just how would you proceed to locate a candidate with the following qualifications: Vacancy reported from small town for an unmarried woman to teach Spanish and Mathematics in high school. Salary $1500. Must be a Protestant.

To be answered only by institutions receiving state support.

If you were asked to justify the expense of a placement bureau what would be the three most defensible points in its favor? Kindly list in order of importance.

If you are contemplating any changes or care to make any constructive suggestions please write on reverse side of this sheet.

Questionnaire Sent to Commercial Agencies

Please:
Return in self-addressed envelope with other materials requested.

1. What filing system do you consider most efficient for quickly obtaining information concerning candidates?

2. In what month of the year do you make the greatest number of placements?

3. How many candidates do you recommend for a position?

4. About how many names do you usually have in your active files?

5. About how many teachers do you place annually?

6. If information relating to fees is not included on the forms which you are sending me, please state the registration fee and placement fee.

7. If you can not fill a position from your own files what do you do to assist employer?

8. Do you or any of your representatives cover the field of placement with personal visits?

9. Do you want a summary of this study?

10. Comments: