



## League of Women Voters of Minnesota Records

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such person or group of persons or of the prospective occupants or tenants of such real property in the granting, withholding, extending, modifying or renewing, or in the rates, terms, conditions, or privileges of any such financial assistance or in the extension of services in connection therewith; or

- (b) to use any form of application for such financial assistance or make any record or inquiry in connection with applications for such financial assistance which expresses, directly or indirectly, any limitation, specification, or discrimination as to disability or any intent to make any such limitation, specification, or discrimination.

#### EXCEPTIONS TO THE LAW

Housing provisions exclude rooms in a single sex residence home run by a non-profit organization. The owner or occupier of a one family accommodation in which he or she resides is permitted to select tenants on the basis of sex, marital status, status with regard to public assistance or disability.

A person or group of persons selling or renting property is not required to modify the property in any way or to exercise a higher degree of care for a person having a disability. Special consideration need not be given in the fulfillment of the terms and conditions of a written lease, rental agreement or contract of purchase or sale.

#### UNFAIR DISCRIMINATORY PRACTICES

**Public Accommodations.** It is an unfair discriminatory practice for a taxicab company to discriminate in the access to, full utilization of or benefit from service because of a person's disability.

**Educational Institution.** It is an unfair discriminatory practice:

- (1) To discriminate in any manner in the full utilization of or benefit from any educational institution, or the services rendered thereby to any person because of disability.
- (2) To exclude, expel, or otherwise discriminate against a person seeking admission as a student, or a person enrolled as a student because of disability.

- (3) To make or use a written or oral inquiry, or form of application for admission that elicits or attempts to elicit information, or to make or keep a record, concerning the disability of a person seeking admission, except as permitted by regulations of the department.

#### EXCEPTIONS TO THE LAW

It is not an unfair discriminatory practice for a religious or denominational institution to limit admission or give preference to applicants of the same religion. Also excluded from the law are private educational institutions in which students of only one sex are permitted to enroll.

#### RIGHTS OF EDUCATIONAL INSTITUTIONS

Educational institutions are not required to provide any special services or to modify buildings, grounds, facilities or admission procedures because of a person's disability.

#### RELIEF

A person who experiences discrimination as defined by the Minnesota Human Rights Act may contact the department and file a discrimination charge. The charge is thoroughly investigated. If the investigator's findings support the charge, action is taken to stop the discriminatory act and to provide relief for the person who has suffered the discrimination. In any discrimination cases, relief may include compensatory damages, and a punitive damage award of not less than \$25 nor more than \$500.

A charge of an unfair discriminatory practice must be filed within six months after the occurrence of the practice.

IF YOU HAVE BEEN DISCRIMINATED AGAINST  
IF YOU HAVE QUESTIONS ABOUT YOUR RIGHTS

call or write:

Minnesota Department of Human Rights  
200 Capitol Square Building  
St. Paul, Minnesota 55101

## the minnesota human rights act

## as it applies to mental and physical disabilities



## DEFINITIONS

Beginning August 1, 1973, the Minnesota Human Rights Act prohibits discrimination because of disability.

As defined in the Act, a "disability" means a mental or physical condition which constitutes a handicap.

## UNFAIR DISCRIMINATORY PRACTICES

**Employment.** Except when based on a bona fide occupational qualification, it is an unfair employment practice:

- (1) For a labor organization, because of disability
  - (a) to deny full and equal membership rights to a person seeking membership or to a member;
  - (b) to expel a member from membership;
  - (c) to discriminate against a person seeking membership or a member with respect to his hire, apprenticeship, tenure, compensation, terms, upgrading, conditions, facilities, or privileges of employment; or
  - (d) to fail to classify properly, or refer for employment or otherwise to discriminate against a person or member.
- (2) For an employer, because of disability
  - (a) to refuse to hire or to maintain a system of employment which unreasonably excludes a person seeking employment;
  - (b) to discharge an employee; or
  - (c) to discriminate against a person with respect to his hire, tenure, compensation, terms, upgrading, conditions, facilities, or privileges of employment.
- (3) For an employment agency, because of disability
  - (a) to refuse or fail to accept, register, classify properly, or refer to employment or otherwise discriminate against a person; or
  - (b) to comply with a request from an employer for referral of applicants for employment if the request indicates directly or indirectly that the employer fails to comply with the provisions of this chapter.

(4) For an employer, employment agency, or labor organization, before a person is employed by an employer or admitted to membership in a labor organization, to

- (a) require the person to furnish information that pertains to disability, unless, for the purpose of national security, information is required by the United States, this state, or a political subdivision or agency of the United States or this state, or for the purpose of compliance with the public contracts act or any rule, regulation or laws of the United States or of this state requiring information pertaining to disability is required by the United States or a political subdivision or agency of the United States; or
- (b) cause to be printed or published a notice or advertisement that relates to employment or membership and discloses a preference, limitation, specification, or discrimination based on disability.

## RIGHTS OF THE EMPLOYER

An employer can look for information which will determine whether a person can safely and efficiently perform the duties of the position for which he or she applied. This may include requiring a person to undergo a physical examination and conducting an investigation of the person's medical history. However, the employer must be able to prove that the information sought is job related.

Many employees desire to institute and maintain an affirmative action program to combat discrimination. The Human Rights Act is in no way intended to bar such a program.

Information on a person's disability may be kept in a place separate from the personnel file. Such information should play no part in an employment decision.

## EXCEPTIONS TO THE LAW

The law does not apply to individuals employed by a parent, grandparent, spouse, child or grandchild; to individuals employed in domestic service or to religious or fraternal organizations which require that employees be of a specific religion.

## UNFAIR DISCRIMINATORY PRACTICES

**Real Property.** It is an unfair discriminatory practice:

- (1) For an owner, lessee, sublessee, assignee, or managing agent of, or other person having the right to sell, rent or lease any real property, or any agent of any of these
  - (a) to refuse to sell, rent, or lease or otherwise deny to or withhold from any person or group of persons any real property because of disability;
  - (b) to discriminate against any person or group of persons because of disability in the terms, conditions or privileges of the sale, rental or lease of any real property or in the furnishing of facilities or services in connection therewith; or
  - (c) in any transaction involving real property, to print, circulate or post or cause to be printed, circulated, or posted any advertisement or sign, or use any form of application for the purchase, rental or lease of real property, or make any record or inquiry in connection with the prospective purchase, rental, or lease of real property which expresses, directly or indirectly, any limitation, specification, or discrimination as to disability, or any intent to make any such limitation, specification, or discrimination.
- (2) For a real estate broker, real estate salesman, or employee, or agent thereof
  - (a) to refuse to sell, rent, or lease or to offer for sale, rental, or lease any real property to any person or group of persons or to negotiate for the sale, rental, or lease of any real property to any person or group of persons because of disability.
- (3) For a person, bank, banking organization, mortgage company, insurance company, or other financial institution or lender to whom application is made for financial assistance for the purchase, lease, acquisition, construction, rehabilitation, repair or maintenance of any real property or any agent or employee thereof
  - (a) to discriminate against any person or group of persons because of disability of

## PARTIAL LIST OF SUPPORTERS

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## MINNESOTA COMMITTEE FOR GAY RIGHTS

HUMAN DIGNITY,  
CIVIL RIGHTS,  
AND EQUAL JUSTICE  
FOR ALL IN OUR  
SOCIETY

## ISSUES:

FAIR EMPLOYMENT  
LEGISLATION FOR  
GAY PEOPLE

CONSENTING ADULTS  
LEGISLATION

M.C.G.R., BOX 4226, ST. ANTHONY FALLS STATION,

MPLS., MINN. 55414

# DO YOU SUPPORT THESE EFFORTS FOR HUMAN RIGHTS?

## RIGHT TO FAIR EMPLOYMENT

LEGISLATIVE PROPOSAL: INCLUDE GAY PEOPLE IN THE STATE HUMAN RIGHTS ACT FOR EMPLOYMENT, HOUSING AND PUBLIC ACCOMMODATIONS PROTECTION

Gay people do not face the same sorts of discrimination as do Blacks---we can hide. We can pretend that we are heterosexuals, laugh at anti-Gay jokes or slurs such as 'damed faggots'. But to do so is to internatize the guilt and hatred society places on Gay people; self-hate is destructive. For Gay people to hide is to admit, if only to oneself, that there is something wrong with being who we are. Hiding requires that people deny their feelings and deny themselves.

Those who refuse to hide or are discovered to be Gay may well lose their jobs or their housing or be denied equal access to public accommodation without legal recourse until the state Human Rights Act includes Gay people. Such inclusion would: (1) provide legal recourse to arbitrary discrimination, (2) alleviate the alienation caused by being forced to live a double-life in order to maintain one's livelihood, and (3) begin to create a climate of openness which would break down the ignorance and stereotypes that cause discrimination and bigotry.

## CONSENTING ADULTS LEGISLATION

LEGISLATIVE PROPOSAL: TO REPEAL THE SODOMY LAW (AND FORNICATION LAWS AS WELL) AS IT PERTAINS TO CONSENTING ADULTS IN PRIVATE

- (1) RIGHT TO PRIVACY---The American Law Institute stresses the all-importance of privacy and of freedom for the individual to chose his or her own course of action as long as it does not infringe on the liberty of others. In the view of the prestigious ALI, private sexual acts between consenting adults cannot be shown to have a sufficiently adverse effect upon society to warrant limiting an individual's freedom or invading his or her privacy.
- (2) SIN VERSUS CRIME---Sin and crime are not always identical; Gayness may or may not be a sin, but it should not be a crime; guilt and penalties are matters between the person and her/his spiritual advisors.
- (3) INEFFECTIVE AND UNENFORCEABLE---(a) Leads to discriminatory, arbitrary, and capricious enforcement, (b) Could require the police to employ objectionable methods if they were to enforce the laws against private consensual sexual activity, (c) Takes valuable time from the important and serious problems of violent crime enforcement, and (d) Leads to a disrespect for such laws in particular and a breakdown of respect for the law in general.
- (4) By repeal of the present sodomy law you not only remove the stigma of 'criminal' for one whose only crime is preference for the same sex, but also eliminate a law that restricts what a man and woman (including married) may do legally in the privacy of their own bedroom.

# THE "HR" UMBRELLA

## I Equality of Opportunity - LWVMN

A. No discrimination on basis of: - Maggie

1. Sex
2. Race
3. Religion
4. Welfare Status
5. Handicap
6. Affectional Preference - Hall
7. Age
8. Criminal Record

B. Support of Human Rights Department - Lois

C. Indians

1. Support of Indian Affairs Board
2. Support of special Indian programs

D. Migrant Workers

## II Human Resources - LWVUS

A. Unemployment - manpower training

B. Minimum wage

C. Welfare

D. Social Services

E. Day Care

F. Housing - Lucas

G. Food stamps and food programs

H. E.R.A. - Maggie - Jeanette + Dolores

I. Education - equality of opportunity

1976-78 National Program Item - "Cities in Crises" - Enders

[1965]

MINNESOTA'S CHANGING PATTERNS



HUMAN RESOURCES

# **Human Resources** **Minnesota's Changing Patterns**

League of Women Voters of Minnesota  
 State Organization Service  
 University of Minnesota  
 Minneapolis, Minnesota 55455

## ACKNOWLEDGEMENT

The time, effort, and knowledge of many busy people made this publication possible. The League of Women Voters of Minnesota gratefully acknowledges the cooperation and assistance of:

### The State of Minnesota

Department of Education and its Division of Vocational Education

Department of Employment Security

Department of Conservation

Department of Welfare

Department of Business Development

Office of the Governor

State Commission against Discrimination

The Governor's Human Rights Commission

Bureau of Apprenticeship and Training

University of Minnesota

Agricultural Extension Service and other departments

Twin Cities Metropolitan Planning Commission

Upper Midwest Research Council

Urban Leagues of Minneapolis and St. Paul

Representatives of business, labor, public and private welfare agencies, and many individuals who are both concerned and knowledgeable.

Thank you all.

League of Women Voters of Minnesota  
State Organization Service  
University of Minnesota  
Minneapolis, Minnesota 55488

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## INTRODUCTION

The League of Women Voters shares the growing interest of all citizens in the question of inequality of opportunity in education and employment. We have looked at these problems wherever we have found them to exist in the nation—in New Haven, in Harlem, in Appalachia, in Minnesota. We have explored the contributions of government, industry, labor, universities, and all other groups working with problems of the development of human resources.

On the face of it, we may have reason to be complacent about Minnesota where the problems do not seem as apparent nor as acute as the Negro fighting for the vote in Mississippi, the unemployed coal miner in Kentucky wondering how to feed and clothe his family, or the migrant in California attempting to better his wages and deplorable living conditions. Yet, can we afford to be complacent?

To what extent do problems of inequality of opportunity for education and employment exist in Minnesota? In what areas or communities are they most serious? Are barriers of limited schooling, obsolete skills, and discrimination being eliminated in Minnesota? How much needs to be done before each individual has the opportunity to become a responsible contributing member of society rather than a cost in welfare, delinquency, and crime?

What has the state done and what is it doing to further opportunity for all its citizens? In what ways is it participating in federal programs for expanded vocational education and other educational aids, for worker training or retraining, for employment services, for strengthening the economies of depressed areas, for eliminating discrimination against minority groups? These questions are the concerns of this publication.

## **CHAPTER I** **The State We Live In**

The term equality means many things to many people. In our time it has become synonymous with the struggle of the Negro for recognition as an individual and for his lawful rights. Just as the Negro is no longer satisfied to be the "Invisible Man" depicted by Ralph Ellison in his book by that title, there are, if we but look, many "invisible men" in our country. They include the school drop-out, the unskilled and un-schooled, the worker with the obsolete skill, minority groups, the socio-economically deprived—all those who, because of who they are or where they live, do not have the kind of education or training necessary to develop their talents and abilities to fit this rapidly changing world of work.

The patterns of our time—the rapid population increase, the movement from farms to urban areas, the increase of technology—are presenting challenges to Minnesota as well as to our nation as a whole.

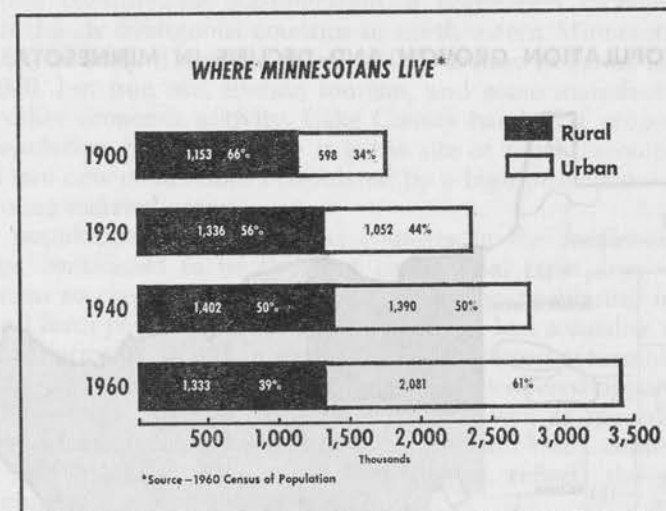
### POPULATION GROWTHS AND SHIFTS

In a little over one hundred years the transition from wilderness to a thriving economy has taken place in Minnesota—from slightly over 6,000 people in 1850 beginning the task of development to over 3.4 million today. The vast natural resources of forests, minerals, and agricultural land, the building of a statewide network of railroads and the continuous inflow of people helped in this rapid settlement as did the expansion of business—the flour industry, lumbering, mining, and manufacturing.

Today Minnesota is the eighteenth most populated state in the nation with a total population of 3,414,000.\* The average annual rate of population increase since 1930 has been about 9 per 1,000 in Minnesota compared to about 13 per 1,000 for the nation, showing that although the population growth has been a continuous one, it has not been equal to that of the nation as a whole.

The population growth in the state has been due primarily to a higher than average birth rate and a lower than average death rate. Based on the 1950-60 ratio of growth, conservative estimates project the state's population to be about 4 million by 1970, so Minnesota too will be faced with considerable population growth if this rate continues.

\*1960 census.



### Trend to Urban Living

Since 1900, Minnesota has shifted from a predominantly agricultural economy to the highly complex, balanced, and diverse economy of the present day. Marked changes in employment and residence have accompanied the decline in agriculture.

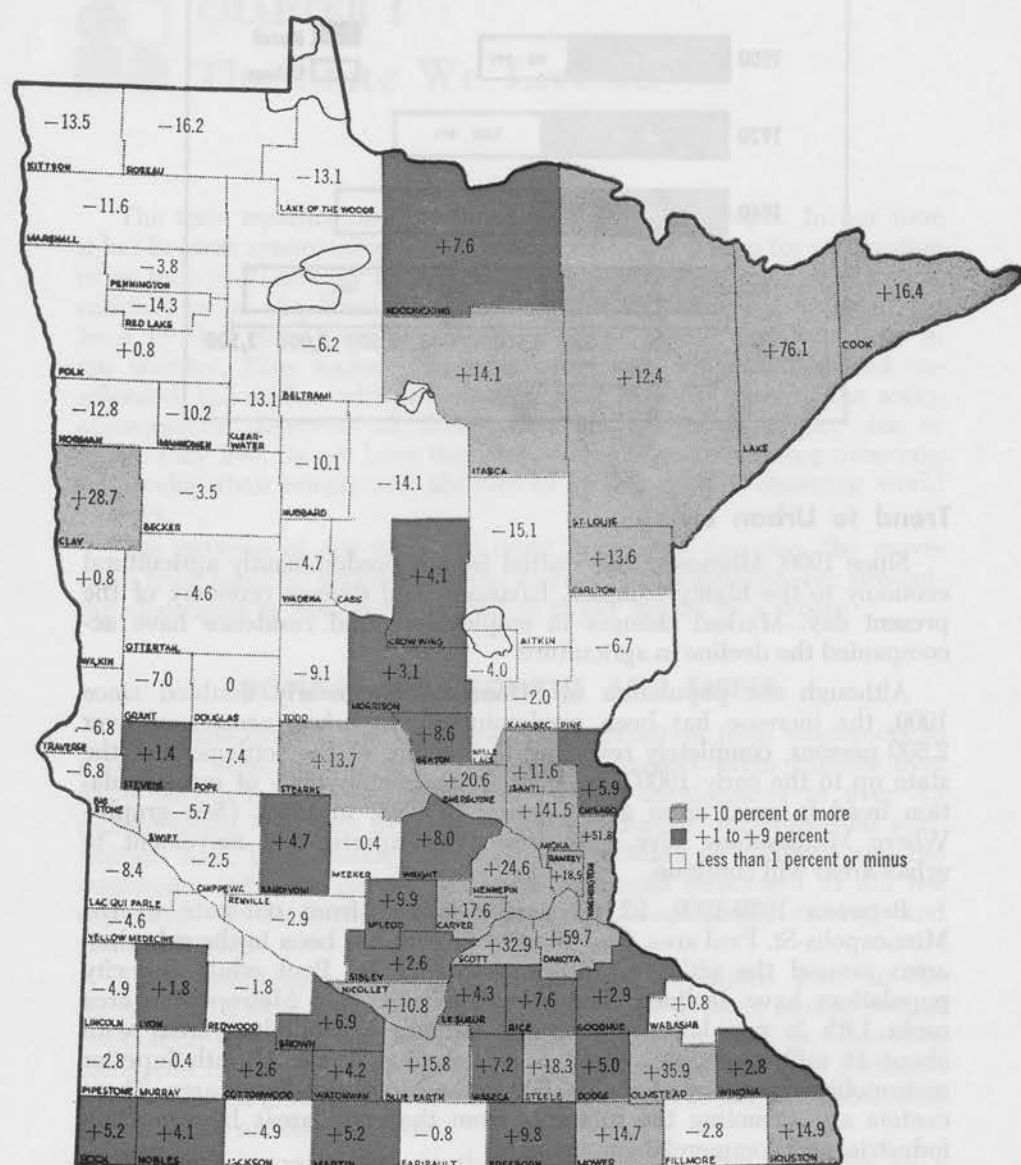
Although the population in Minnesota has nearly doubled since 1900, the increase has been predominantly in urban centers of over 2,500 persons, completely reversing the picture of the settlement of the state up to the early 1900's. In 1900 approximately 66% of our population lived in rural areas as compared to 38% in 1960. (See graph—Where Minnesotans Live.) According to experts, this movement to urban areas will continue.

Between 1950-1960, 92,000 people moved from out-state to the Minneapolis-St. Paul area. The greatest growth has been in the suburban areas around the cities of Minneapolis and St. Paul while the city populations have declined. The Minneapolis-St. Paul Metropolitan area ranks 14th in population among the nation's metropolitan areas with about 1½ million people. About ¼ million live in the Duluth-Superior metropolitan area, and about 100,000 in the Moorhead-Fargo area. These centers are attracting the migrants from the rural areas by providing industrial and commercial employment.

Counties having cities of 10,000 or more had the largest increases in population from 1950-60. Only 49 of Minnesota's 87 counties experienced an increase in total population because of the out-migration from the rural counties.\*

\*See map showing population growth and decline by counties.

### COUNTY POPULATION GROWTH AND DECLINE IN MINNESOTA, 1950-60



Source: United States Census of Population, 1960; General Population Characteristics, Minnesota. Final Report PC (1)-25B, U. S. Dept. of Commerce, Bureau of the Census.

Despite considerable out-migration, a population increase can be noted in the six contiguous counties in northeastern Minnesota ranging from 7.6% to 76%. There has been a 50% decline in farms in the area since 1940, but iron ore, timber, tourism, and some manufacturing has offered other economic activity. Lake County has had a proportionately large population growth because it is the site of much taconite processing and two new communities populated by a high proportion of persons in the young married group.

The population decline in some counties in the southwest area of the state, considered to be the best commercial farm area with 90% of its farms so classified, is accounted for by the decreasing number of farms and farm people. Southern Minnesota has had a smaller decline in number of farms to date than elsewhere in the state because of the high productivity of its agricultural land. This area has offered opportunity too in the development of processing industries, as well as specialized farm service and equipment industries in the local farm trade centers. Southeastern Minnesota, as well as the Twin Cities, reflects the growth of manufacturing in its population growth.

### Age Groups

Patterns in population growth in Minnesota are not only changing geographically but structurally, closely paralleling the nation in the direction of change.

As can be seen from the table below, the fastest growing sector of the population, the 18-24 age group, is expected to increase by 52% from 1960-70 reflecting the high birth rate in the post World War II years. The number of youngsters reaching eighteen years of age during the 1960's is approximately 140,000 or 33% more than in the 1950's. These young people must prepare to enter a rapidly changing and more complex world of work.

**Minnesota Population from 1950 to 1970 by Broad Age Group\***  
(In Thousands)

| Age Group            | (in thousands) |         |         | Percentage Change |           |
|----------------------|----------------|---------|---------|-------------------|-----------|
|                      | 1950           | 1960    | 1970    | 1950-1960         | 1960-1970 |
| All Ages             | 2,982.5        | 3,413.9 | 3,858.0 | 14.5%             | 13.0%     |
| Under 5 Years        | 332.5          | 416.0   | 414.5   | 25.1              | -0.4      |
| 5-13 Years           | 449.1          | 653.4   | 696.0   | 45.5              | 6.5       |
| 14-17 Years          | 166.5          | 214.8   | 298.8   | 29.0              | 39.1      |
| 18-24 Years          | 297.1          | 285.1   | 434.2   | -4.0              | 52.3      |
| 25-44 Years          | 828.7          | 815.6   | 833.2   | -1.6              | 2.2       |
| 45-64 Years          | 639.6          | 685.3   | 777.6   | 7.1               | 13.5      |
| 65 Years<br>and Over | 269.1          | 343.7   | 403.7   | 27.7              | 17.5      |

\*Minnesota's Manpower 1960-1970, Minnesota Dept. of Employ. Security.

## Minority Groups

At the time of the 1960 census, there were 42,260 non-whites in Minnesota compared to 3,371,600 whites, or 1.35% of our total population.

From 1950-60 our non-white population, including Negro, Indian, Japanese, Chinese, Filipino, and Mexican people, increased 46.8% while our white population increased 14.1%. The Negro comprised the largest number of the non-white population with all but about 2,000 of the 22,260 residing in the Twin Cities, where they were concentrated in a few limited sections. In St. Paul, 85% of the Negroes lived in one belt development; in Minneapolis, they were concentrated in three large and three small areas. The Negro population in the Twin Cities increased 72% from 1950 to 1960.

Minnesota's Indian population was estimated at from 15,500 to about 20,000 in 1960 with about 11,400 Indians living on or near reservations. The Twin City figures vary between 3,000 and 8,000 with Duluth and Bemidji having the next largest numbers.

Despite rapid growth, the percentage of non-white people in the Twin Cities area is still extremely low compared with that in other large U. S. metropolitan areas. However, current conditions seem especially favorable for an increased in-migration of Negroes and American Indians. Because of the size and economic well-being of the area, its proximity to several million Negroes living in cities and towns of the midwest, notably Illinois, and to Indians living an impoverished existence in out-state Minnesota and bordering states, the Twin Cities area may experience a greater in-migration rate than in the 50's when nearly 8,000 non-whites, mostly Negroes and American Indians, moved into the area.

There were approximately 10,000 migrant workers, including 3,200 migrant children, who came to Minnesota to help cultivate and harvest crops in 1964. This was an increase of about 700 workers over 1963. Very few are Mexican Nationals. Most of the migrants are of Spanish descent having their permanent homes in Texas.

## ECONOMIC MEASURING RODS

As population trends follow economic trends, the economic health of the state and individual communities is an important indicator of its ability to aid in broadening educational and employment opportunity. The state as a whole has enjoyed relative economic stability despite the fact that some areas within Minnesota have suffered because they are dependent upon a single industry or line of economic activity.

### Incomes

Both per capita and total income have risen steadily in Minnesota since 1955. However, Minnesota's average per capita income in 1963 was \$120 lower than that of the nation. This is accounted for by the slow-growth natural resource industries of agriculture, mining, and timber. The failure of the unskilled and the uneducated to realize their productive potential is probably great enough so that if they were developed we could reach or surpass the national per capita income. It is interesting to note that if income and the resultant standard of living of the Negro

in the United States were brought up to the national average, there would be an increase in the gross national product of \$17 billion.

By shifting the 1949 income to equivalent 1959 dollars, a comparison found the proportion of families in Minnesota with incomes under \$4,000 fell from 50% in 1949 to 31% in 1959 while the percentage with incomes about \$7,000 rose from 13% to 33%.\* Dr. Walter Heller, former Chairman of the President's Council of Economic Advisors, makes the point that by 1981 regardless of tax cuts and other measures to speed economic development, there will still be 10% of the poor who cannot advance economically because of inadequate knowledge and skills.

Total and Per Capita Income in Minnesota\*

| Year | Total Income<br>(Million) | Average<br>Per Capita<br>Income |
|------|---------------------------|---------------------------------|
| 1955 | \$5,450                   | \$1,710                         |
| 1956 | 5,768                     | 1,769                           |
| 1957 | 6,173                     | 1,863                           |
| 1958 | 6,484                     | 1,945                           |
| 1959 | 6,706                     | 1,985                           |
| 1960 | 7,094                     | 2,074                           |
| 1961 | 7,432                     | 2,161                           |
| 1962 | 7,712                     | 2,236                           |
| 1963 | 8,152                     | 2,329                           |

\*Source: U. S. Statistical Abstract.

### Industrial Activity

A substantial industrial upswing for Minnesota is predicted by the Research Division of the Department of Business Development. This state department has responsibility for economic development of the state and actively courts in-state and out-state industry and encourages development and expansion of business already located in the state. Based on gross national product and industrial payrolls, Minnesota's portion of this total will move the state from 20th to 16th position in the nation in "value added for manufacturing" putting it in first place in projected percentage of gain in 1965 over 1962. Not only the state but its major market, the Minneapolis-St. Paul Metropolitan Area, shows a comparable industrial upswing.

The growth of the electronics and related science industries in Minnesota is the cause for much of this projected growth. These industries employing 50,000 persons with an annual payroll of 260 million dollars, have grown from nothing to \$700 million annually in a decade—to say nothing of the amount of business generated in the way of sub-contracts, equipment purchases, and general services. The educational achievement of the Midwest in producing significantly large numbers of

\*Marguerite C. Burck in *The Changing Minnesota Scene & Its Implication*, Dept. of Agricultural Economics, University of Minnesota.

college and post-graduate trained workers (although unfortunately a substantial portion of these graduates leave this area) reflects the reason for much of the growth of these industries. Companies are attracted to locations where they can find skills and knowledge, and Minnesota is nationally known for the quality and performance of its labor force.

The labor market in Minnesota has not grown fast enough, however, to absorb the increasing number of young people. As a result, some of the better trained and educated young people leave the state to the benefit of other areas. There were 96,900 people who moved out of Minnesota between 1950-1960 while an estimated 91,000 left the state between April 1960 and July 1963.

The beauty and recreation which the state can offer is contributing to another of our fastest growing industries—tourism. An estimated 3.6 million tourists annually spend an estimated \$400 million within the state. Although Minnesota has not received as large a share of the tourist dollar between 1958 and 1963 as it did in the previous five years, the larger and more expendable incomes and leisure time prevalent today should induce more travel both from within and from without the state and should expand year around recreation—hunting, fishing, skiing, and camping. Estimates indicate that one average summer dwelling generates about \$500 worth of annual retail trade in its local area. Eight or ten seasonal dwellings produce annual expenditures equivalent to that provided by one average year-around job.

Despite the steady decline in farms and farm population, farm acreage actually has not declined, and farm output has increased with the continued advances in farm mechanization and technology. Agriculture thus remains one of the leading industries in Minnesota with 14.3% of its employment in agriculture in 1960 compared to 6.5% nationally.

Employment figures give an indication of activity and trends of employment.\* They do not show the far reaching effects of some of the highly automated and mechanized industries, such as taconite and agriculture, either in their contribution to economic growth or in their effect on increasing employment figures in other categories. Other states reap employment and economic growth benefits from Minnesota's production also. For example, much of the manufacturing of farm machinery used in Minnesota for farm production is done in other states. Likewise, many farm products produced here go outside the state for processing and distribution. Minnesota is a high exporting state. It is also deriving considerable economic and employment benefits from its exports to other states and to other countries.

### Poverty in Minnesota

Although all of northeastern Minnesota under the definition of the Area Redevelopment Act (ARA) is considered a distressed area, it appears to have potential for growth, particularly with expansion of the

\*See chart, Minnesota's Employment by Industry, page 19.

taconite industry, growth of the pulp and paper industry, and in further development of recreational facilities. Also with the opening of the St. Lawrence Seaway, Duluth-Superior has become the biggest outlet on the Great Lakes in tonnage of foreign trade, virtually establishing a new industry.

The map on page 14 designates the distressed counties as so declared under the ARA and the economic complexes of the state. In Minnesota's implementing legislation for this Act, depressed areas are defined as areas "wherein critical conditions of unemployment, underdevelopment, economic depression, depletion of natural resources, or widespread reliance on public assistance are found to exist by the municipality or municipalities."

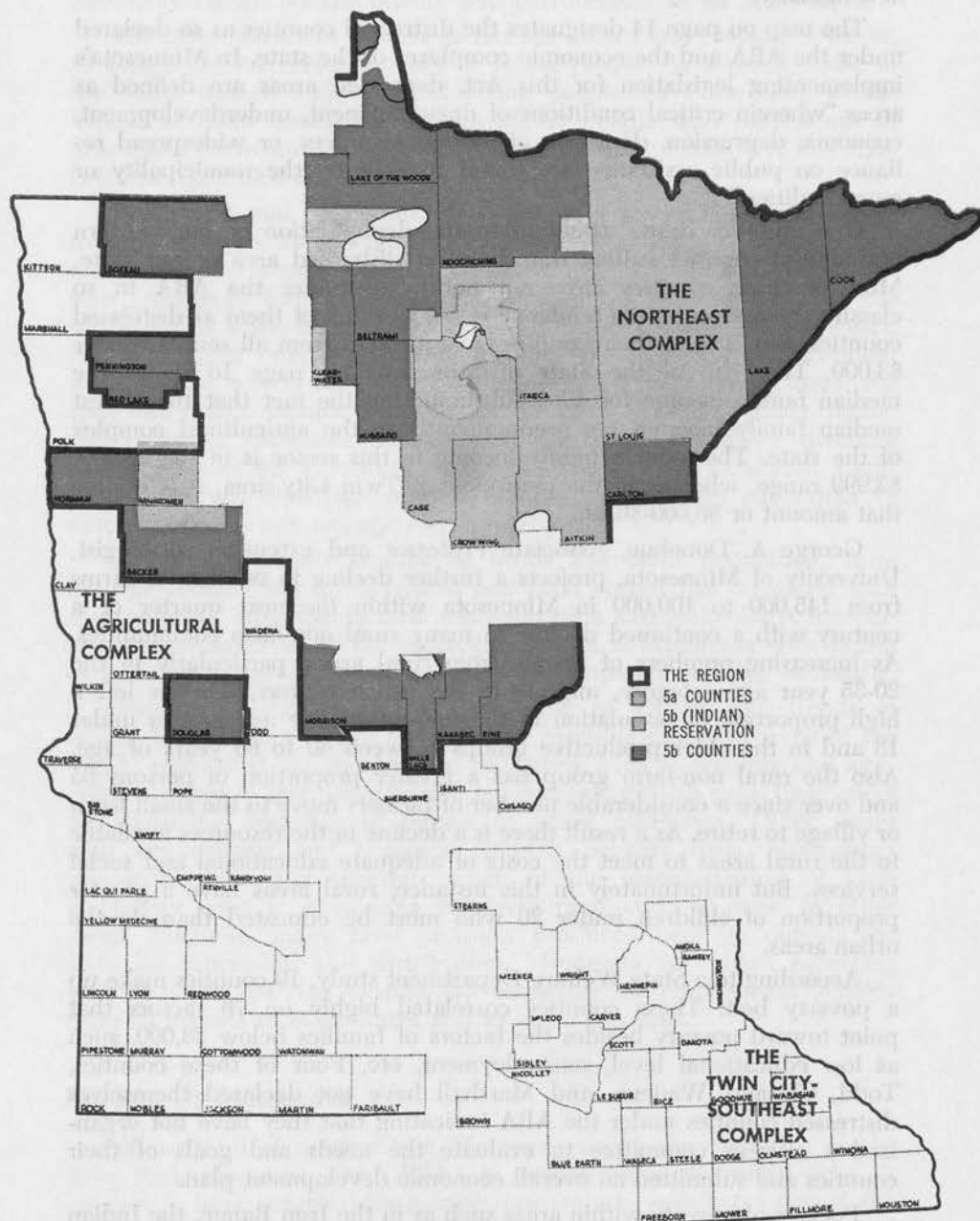
One observer draws attention to the depopulation of our western agricultural counties calling this the most distressed area of our state. Most of these counties have not petitioned under the ARA to so classify themselves so the tendency is not to think of them as distressed counties. But 50% of their families have incomes from all sources under \$3,000. The map of the State of Minnesota on page 16 shows the median family income for 1960 substantiating the fact that the lowest median family incomes are predominantly in the agricultural complex of the state. The median family income in this sector is in the \$3,000-\$3,999 range, whereas in the metropolitan Twin City area, it is double that amount or \$6,000-\$6,999.

George A. Donohue, Associate Professor and extension sociologist, University of Minnesota, projects a further decline in number of farms from 145,000 to 100,000 in Minnesota within the next quarter of a century with a continued decline in many rural non-farm communities. As increasing numbers of people from rural areas, particularly in the 20-35 year age category, migrate to the urban centers, there is left a high proportion of population in the non-productive age groups under 18 and in the older productive groups between 40 to 65 years of age. Also the rural non-farm group has a greater proportion of persons 65 and over since a considerable number of farmers move to the small town or village to retire. As a result there is a decline in the resources available to the rural areas to meet the costs of adequate educational and social services. But unfortunately in this instance, rural areas have a greater proportion of children under 20 who must be educated than do the urban areas.

According to a State Welfare Department study, 19 counties make up a poverty belt. These counties correlated highly on 76 factors that point toward poverty besides the factors of families below \$3,000, such as low educational level, unemployment, etc. Four of these counties, Todd, Chisago, Wadena, and Marshall have not declared themselves distressed counties under the ARA indicating that they have not organized a citizens committee to evaluate the needs and goals of their counties and submitted an overall economic development plan.

Pockets of poverty within areas such as in the Iron Range, the Indian Reservations, or the metropolitan areas are not indicated by median

# ARA DISTRESSED COUNTIES AND ECONOMIC COMPLEXES IN MINNESOTA



income. Although median income is highest in the Minneapolis-St. Paul Metropolitan Area, nevertheless there were nearly 16% or 58,000 families with income less than \$3,999 in 1960. Most of these very low income families are concentrated around the two downtown districts and in the outer reaches of the metropolitan area.

Of the non-white families in St. Paul, 26% had incomes under \$3,000 while non-white median income was \$4,641. In Minneapolis, 28% of the non-white families had incomes under \$3,000 while non-white median income was \$4,598. A report by the St. Paul Urban League of the economic profile of the Negro in St. Paul also draws attention to the widening inequities between Negro and white median incomes. Although both Negro and white median incomes increased in the 1949-59 decade, in 1949 the median Negro family income declined from about 78% of that of the median of all St. Paul families' income to about 71% of the median for all families in 1959.

The North Star Research & Development Institute Report on Economic Growth shows that 21.4% of Minnesota families have annual incomes of less than \$3,000. This is identical with the national percentage. The continued economic growth and productivity in Minnesota as elsewhere depends upon an ever growing and more highly skilled workforce. The state cannot afford to waste its human resources. The question is how best to motivate and then provide educational opportunities which develop each individual's potential and upgrade and convert his skills when necessary? How to provide each worker with employment opportunities free of discrimination so that he may utilize his full endowments? How to enable any individual within the some 21% of Minnesota families with annual incomes under \$3,000—rural or urban—to have the opportunity to contribute his efforts with pride toward improvement and growth of this state in which he lives?

## Key to ARA counties

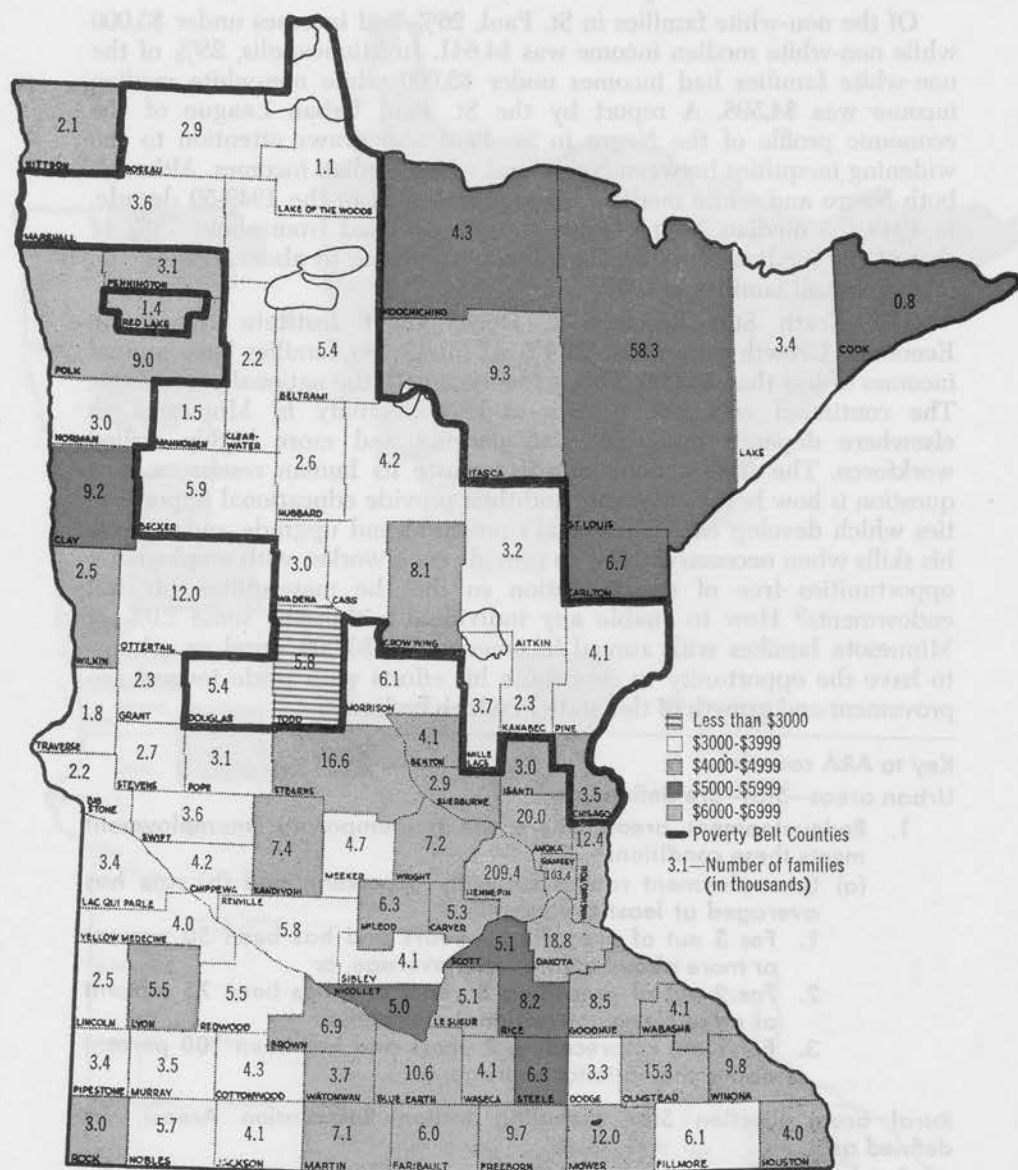
Urban areas—5(a)—are defined as:

1. Redevelopment areas where the nontemporary unemployment meets these conditions:
  - (a) Unemployment rate is currently 6 percent, and (b) rate has averaged at least 6 percent:
    1. For 3 out of preceding 4 years and has been 50 percent or more above the national average, or
    2. For 2 out of preceding 3 years and has been 75 percent or more above the national average, or
    3. For 1 out of preceding 2 years and has been 100 percent above the national average.

Rural areas (Section 5(b) excluding Indian Reservation Areas) are defined as:

1. Areas of low income.
2. Areas of low farm income.
3. Rural development counties.
4. Areas of low production farming.
5. Very small area of substantial and persistent unemployment.

# MINNESOTA MEDIAN FAMILY INCOME, 1960 BY COUNTY



Source: Minnesota Dept. of Business Development.

## CHAPTER II The People and Employment

One of the most important ingredients of growth, as has been seen, is the quantity and quality of the labor force. Maintaining quality requires attention to the quantity of our rapidly increasing labor force, which is growing more rapidly than the population by a margin of 18% to 13%. In 1960 there were 1½ million workers. By 1970 it is predicted that nearly 40% of our population, or 1½ million workers, will be in the labor force in Minnesota. The Minneapolis-St. Paul Metropolitan Area will account for much of the state's labor force growth. The increase represents not only our large growth in population but the increasing number of both youth and older women who will be entering the labor force.

The most drastic change in growth during the 1960-70 decade will take place in the 18 to 24 age group of workers, which will increase at a rate nearly three times faster than the labor force as a whole. The largest numerical increase from 1950 to 1970 will occur in the 45 to 64

Minnesota Labor Force by Broad Age Group and Sex 1950 to 1970\*  
(In Thousands)

| Age Group            | 1950  | 1960  | 1970    | Percentage Change     |                       |
|----------------------|-------|-------|---------|-----------------------|-----------------------|
|                      |       |       |         | 1950-1960<br>Per Cent | 1960-1970<br>Per Cent |
| Male                 |       |       |         |                       |                       |
| 14 Years<br>and Over | 865.8 | 887.8 | 1,010.6 | 2.5                   | 13.8                  |
| 14-17 Years          | 30.5  | 38.8  | 53.9    | 27.2                  | 38.9                  |
| 18-24 Years          | 110.8 | 103.7 | 166.9   | -6.4                  | 60.9                  |
| 25-44 Years          | 382.6 | 388.0 | 398.1   | 1.4                   | 2.6                   |
| 45-64 Years          | 286.9 | 306.5 | 341.0   | 6.8                   | 11.3                  |
| 65 Years<br>and Over | 55.0  | 50.8  | 50.7    | -7.6                  | -0.2                  |
| Female               |       |       |         |                       |                       |
| 14 Years<br>and Over | 316.4 | 411.2 | 525.7   | 30.0                  | 27.8                  |
| 14-17 Years          | 13.9  | 24.6  | 35.5    | 77.0                  | 44.3                  |
| 18-24 Years          | 73.2  | 78.9  | 14.7    | 7.8                   | 45.4                  |
| 25-44 Years          | 126.6 | 139.7 | 151.3   | 10.3                  | 8.3                   |
| 45-64 Years          | 91.3  | 147.0 | 195.5   | 61.0                  | 33.0                  |
| 65 Years<br>and Over | 11.4  | 21.1  | 28.6    | 85.1                  | 35.5                  |

\*Minnesota's Manpower 1960-70, Minn. Dept. of Employment Security.

age group. Because of the minute growth expected in the 25 to 44 year group, which normally supplies the economy with many high-level workers, there should be more opportunity for the younger and older workers. Younger workers should be able to advance to higher positions in a shorter period of time and at a younger age than formerly.

All of the net increase in employment during the 1950-60 decade was in the employment of women, half of whom were in the 45-64 year age group. During the twenty year period from 1950 to 1970, it is expected men in the labor force will increase by 17%, but women in the labor force will increase 66% so that by 1970, 37% of the workers should be women. Education and training for women will increase in importance accordingly as they compete with men for jobs. Although there are many reasons women seek employment—urban job opportunities readily available, more time because of labor saving devices in the home, desire or necessity to supplement the husband's income—there is also an increasing number of women re-entering the labor force as heads of families.

### THE STRUCTURE OF EMPLOYMENT

Changing economic activities also create structural changes in kinds of employment. These changes will necessitate another kind of mobility—the ability to move from one kind of job to another—from unskilled to skilled, from obsolete skills to those in demand. Thus adequate education and preparation will require more than attention to changing patterns of age and sex in the work force, but also attention to the kinds of activity in which people can expect to be engaged.

#### By Industry

Agriculture is the only one of the nine basic industries in which a decrease in employment requirements is projected. The decline in farm labor in Minnesota has not been offset by the increase in employment in related non-farm business, although non-farm agribusiness has played and will continue to play an increasingly important role as a generator of income and employment in Minnesota. It is estimated that  $\frac{1}{2}$  of the non-agricultural industry in Minnesota is of the agribusiness type, primarily in food processing. However, the size of the increase from 1947-61, a 33,000 worker increase in non-farm agribusiness for that period compared to a 137,000 farm worker decline, indicates that a major share of people leaving farming will have to look for employment in other than agribusiness industries. Minnesota's non-farm agribusiness, considering the importance of agriculture in the state, is underdeveloped compared to the nation, which has 38% of its labor engaged in this 100 billion dollar industry. It appears that unless more of this type of business can be encouraged to locate in Minnesota, the principal growth in agribusiness will take place in non-material services to farming—such as veterinary services, credit and financial institution services, etc.—and in food wholesaling. Farm backgrounds are an especially valuable asset for those who can be absorbed into non-farm agribusiness.

The service type industries are providing more wage and salary jobs each year than the production type, a trend expected to continue. The wholesale and retail trade accounted for the largest increase in the service industries, whereas manufacturing provided the largest number of jobs in the production type industries. In fact, manufacturing has accounted for one-fourth of all employment in the Twin Cities. In 1950, 51% of all jobs were in the service type industries; by 1970, 63% of all wage and salary jobs will probably be in this category. This wide divergence between production and service type jobs reflects the increased services our growing population can pay for with larger incomes and greater leisure. It also reflects the decline in farming, offsetting the increases in the other production type industries.

The chart, *Minnesota Employment by Industry Division*, indicates the growth in various industries. Public administration includes only those activities which are uniquely governmental. Other government workers engaged, for example, in education, medical services, transportation etc. are grouped in the appropriate classification.

As you will note, the only non-agricultural industry division which has decreased in employment since 1950 is that of "Transportation, Communications, and Other Public Utilities." The largest loss in this division occurs in railroad employment, although this is partly offset by increases in trucking and in air transportation employment. This loss intensified by automation has been particularly felt by the Negroes

Minnesota Employment by Industry Division 1950 to 1960\*  
(In Thousands)

| Industry Division                              | 1950    | 1960    | 1970    | Percentage Change     |                       |
|--|---------|---------|---------|-----------------------|-----------------------|
|  |         |         |         | 1950-1960<br>Per Cent | 1960-1970<br>Per Cent |
| Total Employed                                 | 1,143.4 | 1,233.4 | 1,459.5 | 7.9                   | 18.3                  |
| Agriculture, Forestry<br>and Fisheries         | 263.2   | 184.0   | 137.1   | -30.1                 | -25.5                 |
| Nonagriculture                                 | 880.1   | 1,049.4 | 1,322.4 | 19.2                  | 26.0                  |
| Mining   | 16.0    | 18.1    | 18.1    | 13.1                  | 0                     |
| Construction                                   | 64.3    | 70.2    | 86.4    | 9.2                   | 23.1                  |
| Manufacturing                                  | 189.9   | 247.7   | 287.2   | 30.4                  | 15.9                  |
| Transportation,<br>Communications<br>and Other |         |         |         |                       |                       |
| Public Utilities                               | 96.7    | 92.6    | 84.1    | -4.2                  | -9.2                  |
| Wholesale and<br>Retail Trade                  | 231.6   | 248.7   | 304.5   | 7.4                   | 22.4                  |
| Finance, Insurance<br>and Real Estate          | 37.9    | 51.9    | 77.0    | 36.9                  | 48.4                  |
| Service and<br>Miscellaneous                   | 203.5   | 271.9   | 411.2   | 33.6                  | 51.2                  |
| Public<br>Administration                       | 40.3    | 48.4    | 53.9    | 20.1                  | 11.4                  |

\*Minnesota's Manpower 1960-70, Minn. Dept. of Employment Security.

because a large proportion of them were employed by the railroads. This is also true of Negro employment in stockyards, which has been seriously affected by automation too. The greatest growth of job opportunities for the Negro has been in companies with government contracts which are requiring staff integration.

## By Occupation

The chart, *Minnesota Employment by Occupation Group*, indicates the kinds of jobs in which people in Minnesota can expect to be engaged as well as the changing field of work. The trend toward service type jobs is clearly indicated. So is the trend toward jobs requiring the most extensive education and training. The "Professional, Technical, and Kindred Worker" group includes teachers, accountants, clergymen, dentists, engineers, lawyers, and physicians, and by 1970 will be the single largest group. The teaching profession accounts for the biggest professional segment and will increase further with more children to teach and with the need for education and training increasing in economic importance. Engineers, scientists, and technicians will also be in increased demand with industrial expansion and the increasing complexity of industrial technology.

The "Service Workers" group, showing the second highest rate of increase, provides jobs for persons of completely different backgrounds and personal qualifications—some requiring a high degree of skill and

**Minnesota Employment by Occupational Group 1950 to 1970\***  
(In Thousands)

| Occupational Group                           | 1950    | 1960    | 1970    | Percentage Change     |                       |
|--|---------|---------|---------|-----------------------|-----------------------|
|  |         |         |         | 1950-1960<br>Per Cent | 1960-1970<br>Per Cent |
| Total Employed                               | 1,143.4 | 1,233.4 | 1,459.5 | 7.9                   | 18.3                  |
| Professional, Technical and Kindred Workers  | 99.9    | 146.9   | 232.0   | 47.0                  | 57.9                  |
| Managers, Officials and Proprietors          | 101.1   | 106.4   | 130.2   | 5.2                   | 22.4                  |
| Clerical and Kindred Workers                 | 137.8   | 177.8   | 227.4   | 29.0                  | 27.9                  |
| Sales Workers                                | 82.1    | 94.5    | 120.2   | 15.1                  | 27.2                  |
| Craftsmen, Foremen and Kindred Workers       | 143.5   | 155.4   | 181.4   | 8.3                   | 16.7                  |
| Operatives and Kindred Workers               | 160.5   | 182.4   | 198.6   | 13.6                  | 8.9                   |
| Service Workers                              | 104.0   | 141.5   | 193.5   | 36.1                  | 36.7                  |
| Laborers                                     | 54.1    | 48.2    | 44.4    | -10.9                 | -7.9                  |
| Farmers, Farm Managers, Laborers and Foremen | 260.2   | 180.2   | 131.7   | -30.7                 | -26.9                 |

\*Minnesota's Manpower 1960-1970, Minn. Dept. of Employ. Security.

training, others requiring comparatively little. Some of the occupations in this group which employ a substantial number of workers are private household workers, hospital attendants, cooks, hairdressers, practical nurses, waiters, firemen, and policemen. The Negroes in Minnesota have the largest number of their employed working in this category.

Other expanding occupational groupings are manager, clerical, sales workers, and craftsmen, again occupations which require training and skill. A smaller increase is expected in "Operatives and Kindred Workers," the largest occupation in this group being truck drivers and deliverymen. This group also would include semi-skilled workers such as operators of machinery and equipment, parts assemblers, inspectors of finished products, helpers of skilled workers, dry cleaning and laundry operators, gas station attendants, railroad car switchers, mine workers, etc.

## Automation — for Better or for Worse?

The increase in automation and mechanical innovations has been the primary cause for the decline in the "Laborers" occupation group. It should be noted, however, that technological change or automation is accelerating in both broad categories of work, the production type and the service type. Its effects on employment are felt not only on the farm and in the factory but in financial institutions with electronic data processing equipment, in stores with self-service techniques and automatic vending machines, in companies with electronic computers for inventory control, billing and payroll purposes etc.—all jobs handled primarily by women. What will this portend in education and training for the increasing number of women entering the labor force or for the unskilled or semi-skilled woman worker, particularly the heads of families, who must be absorbed elsewhere in the labor market?

In Minnesota as elsewhere, there are two schools of thought about the effects of automation—one essentially optimistic, the other pessimistic. Some believe that the effect of automation has been exaggerated, pointing to the fact that while some low-skill jobs have been eliminated, other jobs have been created. Others say automation has been working primarily on one-third of the labor force and even there rapid displacement of workers is now slowing down. Some Minnesota employers feel that fewer jobs in one category mean more in another. They agree that these structural changes call for readjustments because there are shortages of individuals properly equipped for some of the new jobs available. Mr. Henry Brown, personnel coordinator at the Pillsbury Company, expressed his belief that society must train or support the unskilled because industry cannot utilize the untrained.

Those interviewed in some of the private welfare agencies and in labor unions tended to see greater elimination of jobs as the result of automation. Welfare workers saw the need for a different view of work than as a symbol of success, with less emphasis put on a job for each person and more emphasis on productive pursuits of some kind whatever they might be (e.g. pursuit of education). Labor leaders considered

automation a threat to job security and feared that the situation may become worse, particularly for the inexperienced youth entering the labor market and the older workers, both of whom tend to be hardest hit by technological change. Labor leaders also felt that new jobs are not being created to keep up with this technological change or the population explosion.

F. H. Geisenhoff, Director of Research, Minnesota Dept. of Business Development, felt jobs satisfied more than a need for a pay check per se—being without money was only one of the bad effects of being without work as unemployment often created social problems because of its effect on a person as an individual. He suggests that our economy is strong enough to spread the means of livelihood within the potential of our economic capabilities while helping those temporarily out of work or permanently disabled. Mr. Earl Beatt of the Family & Children's Service in Minneapolis also commented about the social effects on those older displaced workers who thought they were set for life in jobs, and suddenly find there is no place for them when their jobs have been automated away. People with family problems as the result of unemployment, or less employment, are some of those who come to this agency for help and advice.

The difference of opinion represented here evidences the need for an objective study on automation and its effects in Minnesota. Such a national commission was set up by the 88th Congress of the U. S. to study effects of automation and technological change, trends in production and employment, and future manpower needs. The 14-member commission, including representatives of labor and management is to report its findings and recommendations by January 1, 1966.

Even though automation may be creating more jobs than it is destroying, as seems to be the consensus of the U. S. Dept. of Labor at the present time, there is no way of knowing if this trend will continue. Answers need to be found to the questions of whether more skilled than unskilled jobs are being outmoded, what jobs are available, and what kind of specific training is needed for our work force so that the demands of the labor market may be satisfied. Training for obsolete jobs is certainly not educational opportunity.

According to A. E. Hunter, Director of Research, Minnesota Department of Employment Security, current data does not support any conclusions on automation except that individuals must build a solid base of education and training to prepare them for change if need be, with little additional effort.

### Employment Services

Concern with such problems as automation and structural unemployment has caused a radical change in the function of the Minnesota State Employment Service. Until recently primarily a placement agency, the MSES now devotes much of its time to research and counseling and has been making a gradual transition to a complete community manpower service, particularly with the enactment of federal legislation for worker training and retraining. The MSES is an affiliate of the U. S.

Employment Service, has 33 full time offices, and is the largest source of available manpower in the state with thousands of employers listing their job openings with the agency.

In November 1964 the Minnesota Department of Employment Security began a first experimental skill survey of business firms in the Twin Cities to determine where job vacancies existed so that government sponsored training programs such as Manpower Development Training could better fit the needs of business. Opposition to this survey was expressed by the business community because of fear it would give the public employment agency an advantage over private agencies. The summaries of job vacancies were to be made available to private agencies. The private employment agencies also expressed violent opposition to the expansion of the role of federal and state departments of employment security fearing the government has an "ultimate but unadmitted goal" of "complete manpower control."

All employer, labor, and private employment agencies interviewed agreed, however, that education and training must be aimed more specifically at particular jobs. *The Christian Science Monitor*, Jan. 26, 1965, states that "Vague increases in education or whatever are not going to be enough: specific preparation for specific jobs will be needed to reduce the seemingly constant 'marginal' group of the unemployed." Whether or not this can be done without such broadening of the function of the public employment agency is a question as yet unanswered.

Some of the special activities of the MSES include serving the handicapped workers in job placement and in yearly promoting "National Employ the Handicapped Week" to bring the capabilities of the handicapped to the attention of employers. Contacting migrant workers who come to Minnesota to help them under an Annual Worker Plan to develop complete seasonal work schedules, eliminates loss of work and earnings for them while searching for employment. Special plans for 1965 call for the establishment of temporary recruitment centers in areas of significant migrant worker population so that employers and workers will be able to get full information on subsequent job opportunities and future work arrangements.

Through the agency's inter-area recruitment program, a nationwide clearance or exchange system between employment service offices is used to expedite the transfer of workers from one state to another or from one area of a state to another. This is considered an especially important function to help move workers to where their skills are needed.

MSES works with communities to eliminate discrimination against workers because of age and also is concerned with youth. It has a close working relationship with Minnesota high schools and counselors to help with job placement of graduating seniors and to counsel those who need help in planning their vocational future, to encourage the drop-outs and potential drop-outs to continue their education, and to help youth get summer jobs.

Employers are assisted in the application of a number of modern manpower management tools and techniques such as job analysis, staffing patterns, job descriptions, and skill inventories. Minnesota is

one of 14 states working on revising the *Dictionary of Occupational Titles*, a job classification system which defines and classifies jobs throughout the American economy.

Occupational testing is offered as another aid to both employee and employer by identifying an applicant's aptitudes and guiding him to a job for which he is best suited. One or more counselors is assigned to each MSES office for this purpose and to help applicants plan and select work which will best suit their abilities and needs.

## Education and Jobs

The question as to what kind of workers and what specific training will be needed in the future has not been fully answered. Today most of those people who have reached the higher level jobs without formal education are older workers with extensive experience in their fields. Employers now expect young workers to have a high school diploma and many require vocational training or a college education. In short, it is getting more and more difficult to enter the labor market without more and more education.

Studies of the national labor force indicate that approximately 26% of the youth entering the labor market with college degrees or some college training will have little trouble finding jobs. The 45% who are high school graduates will probably be able to get jobs but later may find limited chance for advancement without further training. The remaining 29% who are drop-outs are the crux of the youth labor supply problem during the 1960's.

As this large supply of young people enters the labor market, we find that job opportunities for the untrained unskilled workers are shrinking rapidly. This will be the group which is likely to be unemployed or remain in low income jobs. An estimated 18% of those who dropped out of school in 1961 were unemployed in late 1962, and also unemployed were 29% of those who last attended school in 1962. The amount of schooling a worker has and the amount of money he earns is represented in the following table.

**Earnings of Workers in Minnesota by Average Numbers of School Years Completed and Sex — 1959**

| Money Earned      | Years of School Completed |        |
|-------------------|---------------------------|--------|
|                   | Male                      | Female |
| \$1 to 999        | 8.3                       | 9.0    |
| \$ 1,000 to 1,999 | 8.4                       | 10.2   |
| 2,000 to 2,999    | 8.7                       | 11.7   |
| 3,000 to 3,999    | 9.0                       | 12.3   |
| 4,000 to 4,999    | 10.2                      | 12.6   |
| 5,000 to 5,999    | 11.7                      | 13.0   |
| 6,000 to 6,999    | 12.2                      | 14.8   |
| 7,000 to 9,999    | 12.5                      | 14.9   |
| 10,000 and over   | 13.8                      | 14.0   |

Source: Minnesota's Manpower 1960-1970.

In 1960 almost 50% of the urban male population of 25 years and older had at least a high school education compared to 20% of rural

farm males in Minnesota. In considering just the 25-34 year age group of rural farm males, 45% had a high school education, 36% of whom had gross farm incomes of over \$10,000 compared to 19% in this income bracket of those age 55-64, only 5% of whom had high school educations.

The close relationship between education and unemployment can be documented by figures showing that in March 1959 unemployment in the United States was 8% for those with less than a high school education, 4% for high school graduates, and a little more than 2% for those with some college education. Structural unemployment is the result—jobs available without workers with the proper education, training or skills to fill them. Even though unemployment in Minnesota has been declining over the past three years, the figures do not tell how many of these unemployed cannot qualify for the job opportunities which exist.

## Unemployment

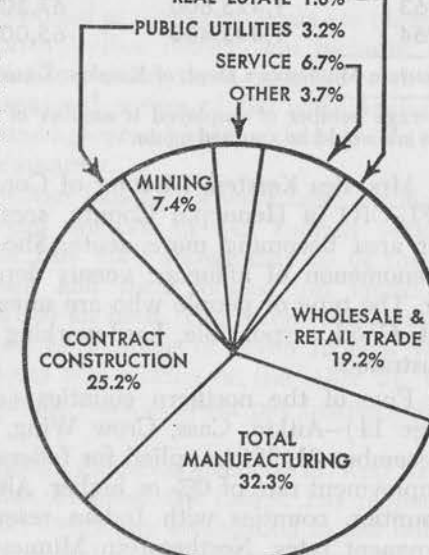
Characteristics of the insured unemployed for 1962-63 in Minnesota indicate that although the largest number unemployed were in the 45-54 age group, a greater proportion of the under 24 year age group were unemployed. Workers 45 years of age and over accounted for about 42% of the claimants and 49% of the total benefit exhaustions.

Insured unemployed include only those receiving unemployment benefits. They do not include the hard core unemployed, who have used up their unemployment benefits; the employed family men making less than \$3,000 a year; but do include the unemployed workers who are unemployed for a portion of the year because their work is seasonal, as in construction work, but who possibly make a good yearly wage.

In 1963 unemployment increases occurred in all occupational groups except "Service" and "Professional." However, service workers who were unemployed were out of work for the longest period of time. The "Unskilled" occupational group had the largest number of claimants and

### Insured Unemployment

Per Cent Distribution by Industry Attachment 1963  
FINANCE, INSURANCE,  
REAL ESTATE 1.8%



Occupational Distribution of Insured Unemployment

|                             | 1962   | 1963   |
|-----------------------------|--------|--------|
| Total                       | 100.0% | 100.0% |
| Professional and Managerial | 2.3    | 2.2    |
| Clerical and Sales          | 9.9    | 10.8   |
| Service                     | 7.2    | 6.5    |
| Skilled                     | 16.9   | 17.8   |
| Semi-skilled                | 24.6   | 23.9   |
| Unskilled                   | 39.1   | 38.8   |

Charts from Unemployment Insurance Claimant Report, Minnesota Department of Employment Security, July 1964.

the largest number of exhaustion of benefits. Figures were not yet available for 1964.

The following figures show an encouraging trend in view of the population growth. In Minnesota, the number as well as the rate of the unemployed appears to be declining. Although these figures are subject to some degree of error, an attempt has been made to include those excluded from coverage under the Minnesota Unemployment Compensation Law. These would be agricultural labor, domestic service in private homes or clubs, service performed for non-profit organizations, self-employed, and railroad workers. These figures also include those workers who have exhausted their unemployment benefits. If workers are not heard from after three or four months from the time their benefits have been exhausted, it is assumed they either have a job or are out of the labor force. It is not known how many might be on welfare or are not seeking work for some reason.

#### Minnesota Employment and Unemployment\*

|      | Average Number<br>Employed | Average Number<br>Unemployed | Rate of Un-<br>Employment | Nat'l Rate of<br>Unemployment |
|------|----------------------------|------------------------------|---------------------------|-------------------------------|
| 1962 | 1,415,100                  | 68,100                       | 4.6%                      | 5.6%                          |
| 1963 | 1,425,600                  | 67,300                       | 4.5%                      | 5.7%                          |
| 1964 | 1,443,400                  | 65,000                       | 4.3%                      | 5.2%                          |

\*Source: Minnesota's Dept. of Employ. Security.

Average number of employed is number of jobs not people. Those with more than one job would be counted again.

Mrs. Bea Kersten, Director of Community Services Programs for the AFL-CIO in Hennepin County, sees problems of the unemployed in her area becoming more acute. She stated, "We are faced with the phenomenon of affluence versus deprivation. Older workers are hard hit. The type of people who are unemployed and need help are different. Good, responsible, hard-working citizens are out of work and are frustrated."

Five of the northern counties (designated 5a on the ARA map, page 14)—Aitkin, Cass, Crow Wing, Itasca, and St. Louis—have as of December 31, 1964 applied for federal funds because they have an unemployment rate of 6% or higher. Although Mahanomen and Clearwater Counties, counties with Indian reservations, have the highest unemployment rates, Northeastern Minnesota is next with the rate varying from county to county. These counties in Northeastern Minnesota are getting better and better in reducing their unemployment, however.

In 1963, in the area that includes Duluth, Virginia, Hibbing, Ely, and Grand Rapids, older workers comprised the highest proportion of applicants. (40.3% of all workers registered for work in these Minnesota State Employment offices were 45 years or older.) Virginia was the hardest hit with older workers comprising 45.9% of all workers registered there. In comparison, older workers comprise only 29% of applicants in the Twin City offices. To find suitable work for older workers in the Iron Range area has been difficult.

A pilot program to help finance the moving of some 400 unemployed workers to the Twin Cities area if they have a bona fide offer of steady employment will be initiated the summer of 1965 under the Manpower Development Training Act. It is one of several projects in various states to test different methods of financial assistance. The employment offices in the Twin Cities will cooperate with the Northeastern employment offices in matching applicants with available jobs. The response to a plan to provide half of the relocation expenses in the form of a grant, the other half in a loan to be repaid in three years without interest will determine whether this kind of financial assistance will induce workers to move to where the jobs are. Older workers particularly, because of home, family, and community ties, have been reluctant to move, but financial assistance and assurance of work may provide the necessary incentives.

According to the 1960 census, the rate of unemployment for non-whites was extremely high in Minnesota.

|                        |                                 |
|------------------------|---------------------------------|
| 15.4%—non-white males  | 5.4%—all males—State            |
| 8.2%—non-white females | 4.4%—all females—State          |
| 8.8%—non-white males   | 4.1%—all males—Mpls.-St. Paul   |
| 7.6%—non-white females | 3.3%—all females—Mpls.-St. Paul |

The Indian Reservations also identified as distressed areas are plagued by unemployment. The White Earth Indian Reservation includes the County of Mahanomen and part of Clearwater, those counties with the highest unemployment rate. The seasonal nature of the work available has contributed to a high yearly unemployment rate, although the rate may get down as low as 4½% in the summer.

Indians who come to the Twin Cities looking for work have a difficult time getting employment. A special analysis of 142 Indians seeking employment in the Twin Cities in July 1964 shows that 20 of the 79 males were skilled or semi-skilled, and their longest job lasted 14 months with average earnings of \$1.86 an hour. The recent employment of 35 of the unskilled males lasted an average of seven months with hourly earnings averaging \$1.51. Data was lacking on the other 24. The unskilled were being forced into service work at lower pay because other unskilled jobs were scarce.

In order to provide the vocational guidance needed, as well as to help find jobs for Indians, an Indian Employment Center has reopened in Minneapolis with a new director. Originally established in the fall of 1962 by a group of interested citizens, and closed in November 1963, the American Indian Employment and Guidance Center received a grant this February (1965) of \$3,100, which, together with unused funds, permitted them to reopen. The agency has been in existence for such short periods that it is difficult to assess its results.

One suggested remedy for the employment problem of Indians who find it necessary to come to the Twin Cities to seek jobs, is for business or industry to establish plants on or near the reservations in which work would be available. Rep. Berry of South Dakota has suggested that industry be given a special tax incentive to entice plants to locate on reservations. In recent years, the Bureau of Indian Affairs has put

increased emphasis on training for on-and-off reservation work and creation of jobs in reservation areas as the only permanent solution to the poverty problem.

### DISCRIMINATION OR QUALIFICATION?

If members of minority groups are unskilled with limited education, they are disadvantaged in seeking employment, and, if employed, usually do menial work. If they are disadvantaged because of discrimination regardless of education and training, they are often underemployed, do not get equal pay for equal work, do not get the promotions, and are among the first laid off. Women tend to suffer from this kind of discrimination also whereas older workers tend to be most discriminated against in their attempts to get jobs.

#### Women

A comparison of earnings of workers by sex and average number of school years completed for 1959 indicates that although women had more years of schooling completed than men in every "money earned" category, they were paid on a lower scale than men for the same kind of work. (see table pg. 24) A national comparison of median wage or salary income for men and women in certain occupations found women getting lower pay in all of these occupations.

Women with the necessary skills are in demand as technological advances open new opportunities for them. Women have tended to be employed in traditionally low paying occupations and low wage industries. The proportion of women is usually much smaller than men in the upper levels of an occupation. A change in some occupations could be forthcoming with the growing need for women's talents. Mr. Roger Wheeler of Control Data Corp. points out that women with mathematics degrees can land good jobs in the electronics field and that their salaries and opportunities are equal to those of men. Other employers interviewed say there is a demand for women with good office skills and technical skills in such areas as electronics, research, accounting, and business. With an increasing number of women entering the labor force as heads of families, it appears to be increasingly important that women are not underemployed because of discrimination.

#### Older Workers

The Minnesota State Employment Service works with communities to help eliminate discrimination because of age. Specially trained personnel through extensive counseling, testing, and job development are attempting to break down the barriers of prejudice against older workers.

The Minnesota State Employment Service is sponsoring an organized group of selected unemployed professional men over 40 registered with its Minneapolis office to further implement the hiring of older workers. "Experience Diversified" is a non-profit association devoting its efforts to promoting equal opportunities for employment based on ability rather than age. Employers are urged to use "Experience Diversified" as another source of valuable manpower. Its president, Paul R. Burt, feels that

employers discriminate against older workers, even college graduates, primarily because of insurance and retirement plans whose rates go up with age. Most of the members of this association have lost their jobs because of consolidation or closing of business firms, etc. A brief resume of the backgrounds of their members is sent out periodically to about 1,500 employers with good results. They have a high turnover in members since most have found a job within four or five months.

A bill submitted to the Minnesota Legislature in 1965 would make it unlawful to state an age limit in advertising for employees. This allows the individual to apply so he has an opportunity to sell himself. With the increase of women over 45 in the labor force such a law would be to their advantage also, as well as for men qualified in any occupational classification. Not only business but government agencies as well are guilty of denying equal opportunity because of age since civil service requirements on all levels of government—national, state, and local—specify age limits. This would seem ironical when another government agency, the MSES, is attempting to break down the barriers of age in hiring practices.

*Minnesota's Manpower 1960-1970\** states that because workers over 45 years of age are unemployed for longer periods of time once they become unemployed, and because they are needed in the labor market in the 1960's because of the short supply of workers in the 25 to 44 year age group, they point out (1) the need to eliminate discrimination in hiring on the basis of age; (2) the need for training and retraining of older persons to help them keep up-to-date on technological change. This gap between jobs available and the right skills to fill them probably hits the older worker hardest because he is at an age not thought of as a time for retraining.

#### Minority Groups

The three Urban Leagues in Minnesota are interracial, professional social-work agencies set up to help Negro and other disadvantaged citizens obtain equal opportunities in employment, housing, health, welfare, and education. The National Urban League was founded in 1910. The Minnesota Urban Leagues are affiliates of the United Fund.

In March 1964 sixteen Minneapolis and St. Paul firms cooperated with the Minneapolis and St. Paul Urban Leagues in sponsoring the first Equal Opportunity Day for more than 400 predominantly Negro Junior and Senior High students. The purpose of the day was to encourage motivation by pointing out the employment opportunities that are opening up for them in these sixteen firms, and in so doing fight the drop-out problem with its consequences of inadequate education. These 16 firms are members of the Plans for Progress, a national voluntary program enlisting the cooperation of major employers throughout the nation to open positions in their firms to all regardless of race, creed, color, or national origin.

A Minneapolis Urban League spokesman said that a program has been presented to employers suggesting that their available jobs be made

\*Minn. Dept. of Employment Security.

known beyond the traditional ways by (1) advertising in the Negro press, (2) keeping the Urban Leagues informed of their job openings, (3) extending their recruiting to places where Negroes are, such as Negro Colleges. Comparable efforts by labor unions and governmental offices would also be helpful.

The traditional way of getting into apprenticeship training has been an informal one of tradesmen notifying their relatives and friends of openings in journeyman programs and then speaking for them. Because minority groups have not been "in," so to speak, this was an avenue not open to them. The Minneapolis Urban League, to change this historical pattern of recruitment for the trades, has requested of the appropriate agencies and groups involved in apprenticeship training, the establishment of an Apprenticeship Information Center in the Twin Cities. Such an agency would use "reaching out" recruitment methods by providing information about apprenticeship programs to schools, interested young people, the minority community, labor unions, and employers. Such an agency would provide a central and easily accessible source of information, guidance, and counseling concerning apprenticeship opportunities, requirements and enrollment. There already are seven or eight such centers in the nation. Such a government agency would require the cooperation of the Minnesota Apprenticeship Council, the local Joint Apprenticeship Committee, and the Bureau of Apprenticeship & Training, as well as labor unions.

John C. Peterson, Director Public and Farm Relations, Minnesota Federation of Labor AFL-CIO, claims the anti-discrimination law in employment is "pretty well accepted" in Minnesota, and that "the percentage of whites and Negroes turned down for apprenticeship training is about the same . . . the problem is lack of education rather than color. The lack of education applies equally to minority groups and whites." An applicant is required to be a high school graduate and pass qualifying tests in order to get into apprenticeship training.

Some business members of the Plans for Progress, who have opened jobs in their firms to non-whites, say their difficulty is in finding individuals of minority groups with the qualifications for the jobs available in their firms. Until after World War II, it was impossible for a Negro to get certain jobs, and consequently Negroes did not train for jobs with closed doors. Now that industry is accepting Negroes in engineering and many other occupations formerly closed to them, it takes time for a number of Negroes to receive training in these fields.

The following table showing the lower median income of non-white males in Minneapolis-St. Paul in all categories as compared to all males is an indication of more menial jobs held within the categories, less pay for the same work, or jobs held were below the capacity and qualification of the worker. More limited or inadequate education and discrimination are undoubtedly both factors. However, discrimination is clearly indicated when one finds in the 1960 census that all males 25 years and over with the same amount of schooling from 8th grade on through college have a higher median income than non-white males with the same years

# Earnings (1959) By Persons in Experienced Civilian Labor Force Minneapolis - St. Paul

| Occupation                   | White & Non-White | Median Earnings | Non-White | Median Earnings | % (of Column 3) |
|------------------------------|-------------------|-----------------|-----------|-----------------|-----------------|
| <b>Male</b>                  |                   |                 |           |                 |                 |
| Total Labor Force            | 378,039           | 5,472           | 6,255     | 3,817           | 69.7            |
| Construction                 | 33,819            | 5,833           | 327       | 3,147           | 53.9            |
| Manufacturing                | 115,376           | 5,646           | 1,261     | 4,427           | 78.8            |
| (Unlisted) Durable Goods     | 11,762            | 6,054           | 200       | 5,433           | 89.7            |
| Railroad Express Service     | 14,868            | 5,518           | 596       | 4,393           | 79.6            |
| Retail Trade                 | 48,305            | 4,588           | 888       | 3,081           | 67.1            |
| Eating or Drinking Places    | 6,207             | 3,329           | 423       | 2,715           | 81.5            |
| (Unlisted) Retail Trade      | 4,680             | 4,906           | 287       | 3,539           | 72.1            |
| Business & Repair Services   | 12,259            | 4,949           | 247       | 1,989           | 40.2            |
| Medical & Health Services    | 7,680             | 4,945           | 403       | 3,482           | 70.4            |
| (Gov't) Educational Services | 11,126            | 5,533           | 324       | 2,888           | 52.2            |
| Public Administration        | 19,570            | 5,706           | 504       | 4,977           | 87.1            |
| Industry not Reported        | 13,662            | 4,459           | 620       | 3,604           | 80.8            |
| Machinery Except Electrical  | 19,268            | 5,342           | 238       | 4,438           | 83.1            |
| <b>Female</b>                |                   |                 |           |                 |                 |
| Total Labor Force            | 199,934           | 2,480           | 3,671     | 2,150           | 86.7            |
| Manufacturing                | 38,078            | 3,104           | 508       | 3,261           | 105.0           |
| Durable Goods                | 17,564            | 3,352           | 229       | 3,436           | 102.5           |
| Non-Durable Goods            | 20,319            | 2,839           | 279       | 3,037           | 106.1           |
| Private Households           | 9,235             | 729             | 435       | 989             | 137.0           |
| Medical & Health Services    | 20,893            | 2,550           | 655       | 2,529           | 99.0            |
| (Gov't) Educational Services | 13,036            | 3,914           | 215       | 3,076           | 78.6            |
| Industry not Reported        | 8,863             | 2,259           | 316       | 1,692           | 74.9            |

Source: 1960 census reports.

of schooling. In 1960 the median income of a four year or more male university graduate in Minnesota was \$7,230 compared to \$4,241 for non-white males with the same amount of education.

Interestingly, this comparison does not hold true with females. Non-white females in 1960 in Minnesota tended to have a higher median income than all females with the same number of years of education. Likewise their median earnings are higher in some categories of occupations. However, the non-white female's median earnings are 86.7% of all women in the labor force in the Twin Cities.

## The State and Discrimination

The State Commission Against Discrimination (SCAD) attempts by means of an educational program to reach employers and industry groups to discuss how fair employment practices may be initiated or implemented. This Commission also has the responsibility "to secure compliance with the laws relating to discrimination in the opportunity to obtain employment, housing, and other real property because of race, color, creed, religion, or national origin. In dealing with specific complaints, a full investigation must be conducted, and it is the Commission's function to attempt to resolve the problem presented by conference, conciliation and persuasion."

The State Commission Against Discrimination was created when the legislature amended the Fair Employment Practices Act of 1955 to in-

clude a fair housing provision. The new agency replaced the Fair Employment Practices Commission at the end of 1962. SCAD consists of nine members, one from each congressional district in the state and one at large, who serve voluntarily and without pay.

Thirty formal complaints of discriminatory employment and 60 of discriminatory housing were brought before the Commission in 1963. In 1964 there were 57 complaints in the area of employment and 86 in the area of housing. Does this mean that discrimination is on the increase? Mrs. David Kanatz, Director of SCAD, says that rather it seems to her to indicate an awareness by minority groups that because of activity at the federal level, governmental channels are open to them and will work after all. She suggests this factor may be of some concern as we attempt to determine whether federal programs are geared in a sufficiently affirmative way to meet the needs of all persons they should be covering. She also expressed the need for better coordination between the federal and state government in the area of fair employment practices. As an example, under Title VII of the Civil Rights Law, only employers with 100 employees and over are subject to the anti-discriminatory regulations set forth in the law, dropping by degrees of 25 each year to employers with 25 employees in 1968. In Minnesota, however, the law covers all employers with eight employees and over. Also in the federal law, state officials are given 60 days to resolve the complaint where the Minnesota state procedure does not spell out any time limit.

Governor Karl F. Rolvaag in a recent speech to the Governor's Human Relations Conference, briefly reviewed human rights activity in Minnesota with pride but yet with an awareness that much remains to be done:

1. The racial exclusiveness in our communities and religious organizations.
2. Racial imbalance in some of our schools.
3. Denial of access to resorts and other places of public accommodations.
4. Denial of equal opportunity in employment and housing.

Without complacency, he remarked, "Our state has the best body of law and history of executive action in the field of human rights and human relations in the entire nation. In addition to the substantial encouragement given to civil rights progress by our political and legislative leaders of both major political parties, civil and human rights organizations in Minnesota have long enjoyed the support of a host of public and private organizations and individuals."

The Governor's Human Rights Commission was established in 1943 with the responsibility of conducting a state-wide educational program in human rights and human relations. The Governor has suggested that a higher education specialist be added to the staff of this Commission to initiate and coordinate human rights activities throughout all higher education institutions in Minnesota. It has also been proposed that this Commission be merged with SCAD thereby merging the civil rights enforcement and educational functions of the two agencies.



## CHAPTER III

# The People and Education

It has become increasingly apparent that a close relationship exists between educational attainment and economic growth. On the one hand there are jobs without people — when the jobs require highly skilled or well-educated men and women. On the other hand there are people without jobs — when the only jobs they can fill require few skills or little education. To compound the difficulty, automation has done away with many such jobs. An essential link between people and jobs today is education.

In the United States today, of 100 children who enter the first grade, only 70 will graduate from high school. About 35 of these will go on to college and 20 will graduate. Ten more of the high school graduates will take some other post-high school training in a trade or business school. In Minnesota more than 80 will finish high school; 34 of these will go on to college and 21 will graduate. Others will attend area vocational schools and private trade and business schools. In a national survey, Minnesota ranked 18th among the states in per pupil expenditure for education, while ranking only 25th in per capita income. On the basis of these figures, compared with the nation as a whole, Minnesota appears to be doing a competent job of educating its young. Yet a closer look at slums and suburbs, at underpopulated or overcrowded schools, at minority groups, and at migrant workers, will show that many inequities exist. There is still a long way to go before there is true equality of opportunity for education for Minnesota citizens.

## UNDERPOPULATED AND UNDERFINANCED RURAL SCHOOLS

The dramatic movement of the population away from the rural areas to the metropolitan centers has worked hardship not only on the overcrowded city and suburban schools but on the underpopulated and underfinanced rural schools. People left in the rural areas are frequently largely school age children and older persons. With fewer taxpayers and low farm incomes in some areas, the tax base is low and funds available for schools are limited. In counties with decreasing populations, the problem of maintaining high schools large enough to offer an adequate curriculum is acute. Furthermore the relative cost of instruction is high because of the low pupil-teacher ratio in the smaller schools.

In order to provide a curriculum covering a broad spectrum of education at a moderate cost, surveys (both State and National) show that schools should have a minimum enrollment of 300. In Minnesota there are 234 schools with fewer than 300 students. Twenty of these have fewer than 100. In such schools, providing a complete curriculum is virtually impossible, and the high pupil-teacher ratio — one teacher to 10.9 students — is exceedingly expensive. When the enrollment reaches 300, the teacher-pupil ratio can be reduced to 1 to 18 or 19 while the increased enrollment makes it practical to offer a far more adequate course of study.

In the small, inadequately financed schools, lack of funds affects not only the variety of courses offered but the quality of teachers that can be hired, the number and quality of textbooks, and the kinds of services available to adapt the curriculum to the varying needs of the student. The cost in dollars does not necessarily indicate the *real* cost of such schools in their failure to meet the needs of the pupils, of the community, or of the economy by failing to help individuals make full use of their talents.

Despite a demonstrated need for proficiency in mathematics, science, and foreign languages to gain and maintain employment in the new technological society, many of these small high schools are unable to offer physics or chemistry, solid geometry or trigonometry. Approximately one-fourth of the smaller schools offer no foreign language. Speech and journalism are also frequently not available as electives, and despite the low percentage of college-bound students from such schools (less than 15% of 18-21 age group) and the necessity for providing for the student whose education terminates with high school, the smaller high schools do not provide courses in typing or office machines, and a substantial number have no industrial arts courses. School libraries are inadequate, and often community libraries are not available either.

Another problem seriously affecting student achievement is the calibre of the staff in some of the smaller schools. Where salaries are low, the school cannot compete for the best qualified teachers. Since many of those who do teach, must teach at least one subject outside of their major field, some teachers are teaching subject matter in which they have had no college courses. In Minnesota this is a serious problem in 234 schools which graduate fewer than 50 students a year.

A study of the achievement of students from such high schools shows that in every major area the average achievement is below that of students in the largest schools. The discrepancy between student achievement in the large and in the small schools increases noticeably from the ninth through the twelfth grade.

In such schools the drop-out rate tends to be above the state average; the percentage who go on to college, well below. The students who follow the prevailing movement to the metropolitan areas after graduation frequently find themselves without training for the jobs that are available. Obviously then the small high schools are less likely to meet

the needs of either the gifted, the average, or the culturally deprived child.

In order to provide the necessary upgrading of educational opportunity for high school students in Minnesota, the State Department of Education recommends that small high schools must be combined to give adequate pupil population. This would allow a comprehensive program to satisfy the needs of the college-bound student, the student whose education will end with high school, the student who needs vocational and technological training, and the exceptional student.

Such district reorganization and consolidation has been proceeding in Minnesota since the passage of the School District Reorganization Act in 1947. Since that time the number of districts in Minnesota has decreased from 7606 to just under 2000, and the number of Minnesota students in ungraded elementary schools has decreased from 120,310 to 35,072. A total of 454 of the present 2000 districts have both secondary and elementary schools. Yet the number of secondary schools must be further reduced to eliminate high schools graduating fewer than 50 students.

Consolidation so far has been accomplished by a program that is optional and voluntary, but in order to extend educational opportunity to all, further action has been necessary. In 1963, a bill was passed to provide for the dissolution of 450 non-operating districts by July of 1965. A proposal by the Department of Education, now before the legislature, is to have all territory not in a high school district made a part of the district where the children now attend high school. This would eliminate all the districts having only elementary schools. Such districts would be merged with districts where the students go to high school. If this is accomplished, then it might be feasible to combine high schools with fewer than 200 students with an adjoining district so that the only high schools with fewer than 300 students would be those in sparsely settled districts where the distance to be traveled by bus would be too great.

Not everyone, however, agrees that consolidation is the way to solve the problem of the small high school. In many towns the high school is the center of the cultural and recreational life of the town. The students find it easier to take part in after-school extracurricular activities when the school is nearby. When it is necessary to travel miles by bus, they must leave at the end of the school day to arrive home at a reasonable hour. Evening activities — games, plays, and dances — are less accessible to the students in many consolidated schools in sparsely settled areas. And for those farthest away, too large a part of the school day is spent on the bus. Some educators would prefer the sharing of consultants, counselors, and special teachers among two to four high schools in an area rather than bussing students long distances. It would be easier and less expensive to have these specialists traverse the distance than to transport a hundred or more students everyday.

But adequate student population is meaningless without the essential finances. Salaries commensurate with those paid in larger schools must be offered. Teachers inadequately trained could be required to take further course work. Area seminars for teachers in specialized fields must be encouraged in order to update instruction in the rapidly changing fields of science, mathematics, and technology.

A further need, in the smaller schools especially, is a supply of trained guidance counselors who can aid students in reaching higher levels of individual development. Helping students to get proper background for their chosen vocations, giving necessary information to make possible intelligent vocational choices, uncovering talent in the school, encouraging the academically gifted to finish their education beyond high school, making students aware of scholarship and loan programs, and helping them to get financial aid so they can stay in school—all are properly functions of the school counselor. In Minnesota today, the greater number of schools with fewer than 300 students are without any counseling service; many schools, including some metropolitan area schools, have counselors without special training. Indeed in the small high schools there are only eight qualified counselors recognized under Title V of the National Defense Educational Act. Some secondary school principals and possibly a few staff members may do some counseling in the smallest schools.

All too many high school counselors have no knowledge of opportunities in the skilled trades, and they tend to gauge their success as counselors by the number of graduates who enter college. Individual guidance with attention to the interests and abilities of the student by a counselor with a broad knowledge of the changing employment opportunities in our time, as well as in guidance skills, is essential.

### **SUBURBAN SCHOOLS HAVE GROWING PAINS**

If the problems in the rural areas are centered on inadequate school population, the problem in the rapidly growing suburban areas is the reverse. Growth and change in student population present challenges to educators for the provision of physical facilities on the one hand, and an adaption of curriculum to meet the needs of a thoroughly mobile population on the other.

In the suburban area surrounding Minneapolis and St. Paul, the rapid increase in population has kept schools constantly at the edge of bonded indebtedness limits. Although at the moment, no suburban school is on half days or double sessions, there are few districts in the metropolitan area that have not had to resort to this expedient within the last decade. Too great a percentage of the tax funds go to retire debt on school structures, while each year new school construction becomes necessary. Where the suburb is strictly a dormitory town and the tax source is primarily the homestead, school costs are a heavy burden on the taxpayer. Without assistance from the state, educational programs may suffer.

In the more prosperous suburbs, the high school program is geared to the academically able student. No attempt is made to provide vocational training. In the suburban metropolitan areas at the present time no vocational school, either high school or post-high school, exists. Training in home economics and industrial arts is not vocational training. Some training in distributive skills has recently been instituted, and larger high schools are beginning to offer training in office machines. Yet as a general rule, Minnesota like other states, has a tendency in the suburban schools to slight the student who has no college aspirations. Within the high income areas in the central city, college preparatory courses are also stressed. When the school fails to meet the needs of the less able students, they are apt to join the ranks of the drop-outs.

### **THE SCHOOL DROP-OUTS**

With little room in the labor market today for the unskilled and untrained, the problem of school drop-outs is receiving increasing attention from the school authorities. Although the overall percentage has not increased, because of the expanding school population larger numbers of students drop out of school each year. Though Minnesota's problem is not as intense as most states, the drop-out rate is nevertheless unduly high among (1) minority groups, (2) culturally deprived, (3) children of migrant families, and (4) rural farm youth.

While employers rely more and more upon the high schools and college to do their preliminary job screening, in the 1960's another 7½ million young people in the United States will drop out of high schools, about one-third of them with less than an eighth grade education. Whatever his reasons for dropping out—lack of motivation, lack of encouragement at home, failure of the school to meet his needs—the drop-out has certain recognizable characteristics:

Academically he has consistently failed to achieve; he is below grade in school and has low reading ability. Irregular attendance and frequent tardiness as well as frequent changes of school perhaps account to some degree for his failure to learn. Economically he is likely to be from a low income group and unable to afford the normal expenditures of his schoolmates. Socially he is often "out of it."

His job future holds no brighter prospects than his school past. Since he can hold only the type of unskilled job no longer readily available, he is apt to be unemployed. Much of his income will come from welfare programs or relief checks or unemployment compensation. He will tend to marry another drop-out and in the words of Larry Harris of the Youth Development Project in Minneapolis, "He will produce little drop-outs, thus perpetuating the circle of poverty." Fifteen to twenty percent of the youth in Minnesota will be numbered in this drop-out group.

Compared to the problem nationally, the situation in Minnesota looks good. Based on the computation of public high school graduations in

1962-63 as a percent of the ninth graders in 1959-60, Minnesota ranked second among the 50 states in its holding power of 85.5%. The average for the nation is 72%. Yet out-state in the counties where there is a high proportion of Indian students, the drop-out rate is as high as 70%, yielding a holding power of only 30%.

In sectors within the metropolitan area where the minority group population is high, the drop-out rate is also very high. According to an Urban League Survey, 58% of the Negro population over 25 in St. Paul did not complete high school. In Minneapolis the figure is 59%.

What seems to be the matter is that "our education system and programs are out of touch with the realities of the new world in which we are living."<sup>\*</sup> Of the groups whose needs are not being met, the poor, the minority groups, the culturally and socially deprived constitute the largest number. Because they are crowded together in areas of the city slums where the oldest, cheapest housing can be found, they get the oldest, poorest school buildings.

Because middle class teachers generally avoid slum schools, the poor generally get the least experienced and poorest teachers. Because they do not stay in school, only a small percentage of the money spent on secondary schools and higher education goes to help the group that may need it most. The lower the income, often the smaller the amount society invests in their education. Judges, sociologists, and police officers have called attention to the fact that what we can't spend for education, we spend, at great cost in individual failure and waste of human resources in welfare and crime. Economists have noted that the low standard of living decreases the gross national product by billions of dollars. It is only recently that educators themselves have become aware that weaknesses in the schools are responsible to a large degree for causing drop-outs, less than full development of the average student, and limited achievement by the gifted.

If the desperate situation of the drop-out could force us to make the necessary assessment of the educational system, and stimulate us to acquire the "mental mobility" needed to meet the rapid changes in educational needs, then the "drop-out" could be as Mr. Melby suggests, "the salvation of American education." Changes in the training of the teacher, the content of the curriculum and the text books, the scope of the school, and its further coordination with the community, plus improvement in the physical plant may all be needed if equal opportunity is to be provided.

Although the median grade level of all of Minneapolis is 12.1 compared with a national average of 10.6, and the median grade level for all of Minnesota in 1960 was 10.8 — certain areas are well below this median. On the near North side of Minneapolis, a "problem" area in unemployment and delinquency with a median income of \$3,000-\$4,000,

<sup>\*</sup>E. O. Melby, "The Price of Freedom" in the Minnesota School Bd. Journal, November, 1964.

only 35% of people over 25 are high school graduates, compared with more than 70% in the prosperous Southwest District. In this same near North side area, the rate of unemployment for young people between the ages of 16 and 25 is more than twice as high as the state average.

Of the unemployed, a large proportion is without high school or vocational training, and the drop-out rate for the non-white outnumbers that of the whites 2 to 1. Such statistics point up President Johnson's statement that "Poverty has many roots, but its taproot is ignorance."

Without further education, employment prospects for the drop-out are dim indeed. Yet no further education is possible without special help in education. This means a radical change in the expenditure of funds for education. Ironically at present the poorest 1/5th of the children in the United States get only 1/10th of the public funds spent for education. It is no wonder that only 35% of the poorest complete high school in contrast to 2/3rds of the rest. They are the children of parents of whom only 37% finished grade school!

The drop-outs themselves have a somewhat different set of reasons for not remaining to finish high school. When asked, "What would have encouraged you to remain in school?" 30% said, "More encouragement from teachers." Almost as many, 28%, listed "Opportunity of working part-time and going to school part-time." Other reasons included change of course or subject or kind of school, more encouragement from parents, specific vocational instruction, and talking with a guidance counselor.

### POSSIBLE REMEDIES FOR INEQUALITY OF EDUCATIONAL OPPORTUNITY

In attempting to provide a greater equality of opportunity in education, both the State and Federal governments have suggested or offered programs to make needed changes.

*Suggestions Include:*

1. Special training for teachers who work in poverty areas where the children come from culturally deprived homes. Special training in human relations for teachers working with minority group children.
2. Extension of remedial reading and other remedial courses so that children do not fall behind in the development of learning skills.
3. Broadening and strengthening of curriculum so that vocational courses as well as college oriented courses are offered.
4. Developing counseling and guidance programs so that even small schools can share a trained counselor.
5. Supplying special services, work-study programs, and on-the-job training.
6. Preparing culturally deprived children for reading through pre-school training.

7. Using community agencies to help families with the kinds of problems that lead to school drop-outs (unemployment, delinquency, etc.).

In planning for the future, there are four areas where improvements must be made in the Minnesota school system, according to Duane Mattheis, Minnesota Commissioner of Education. Funds must be provided for a rapidly expanding educational system; there must be continued consolidation of districts particularly of high schools where there are fewer than 50 students in a class; vocational and technical schools must continue to expand; and the State Department of Education must be given adequate funds to pay for the kind of staff that leadership in education requires.

One area of general agreement among citizens who recommend change is in the training of teachers. Robert Treuer of the Bureau of Indian Affairs claims that ill-prepared teachers, teachers with middle class standards and values, and/or teachers who lack any understanding of different cultures or value systems help to crush the self esteem of the minority group or culturally deprived youth. To change attitudes toward the disadvantaged group, all teachers should have: (1) some training in the field of human relations and in learning to be aware of people as individuals; (2) special training in the recognition of educational disadvantage and in methods of dealing with it. In addition, others recommend that (3) there be smaller groups so that some time can be spent with special individual problems; (4) that the ablest teachers be encouraged to work with disadvantaged, and that recognition and extra remuneration be given to them; (5) that teachers from disadvantaged backgrounds who know and understand the problems work with the deprived whenever possible to help develop goals and proper motivation.

The second area of proposed change is in the curriculum so that enough breadth and depth in subjects is offered to meet the needs of all students. A multi-track system that would start giving vocational concepts in early junior high, and would offer vocational training long before graduation is particularly desirable for the education of the deprived.

Further recommendations include an adequate counseling system where the counselors are familiar with the community and its needs, and could work with parents as well as children.

Adequate educational facilities need to be provided, more complete and better equipped in the disadvantaged areas. These facilities should be open evenings for adult education and recreation.

Textbooks need to be provided which will reflect the community as a whole, recognizing the whole range of races and classes instead of portraying white middle class ideas, pictures, and attitudes.

Some of these suggestions are open to controversy, but are reflective of the types of proposals that are being made to improve our educational system.

Such changes in the general educational picture would not solve the problem of de facto school segregation or racial imbalance in the schools.

However, a certain amount of the resentment of such racial concentration arises out of the feeling that inferior education is offered in schools where the population is predominantly Negro. Efforts made by specially trained teachers to solve the problems of the educationally deprived is considered by some to be more effective than closing a school and sending the students to several other schools which may then in turn become segregated.

Open enrollment, the pairing of schools, rezoning or reorganizing to take in larger areas, eliminating optional areas may all be temporary ways of handling racial concentration in the schools. But more significant in the long run, according to James Conant in *Slums and Suburbs*, is the providing of an excellent education in all schools to make possible equality of opportunity.

Speaking on this point, Robert Williams of the Minneapolis Urban League noted that youngsters need the experience of integrated education as preparation for living in a multi-racial democratic society, white children as well as Negroes. Until desegregation is accomplished, in his opinion, the very best education must be provided right where the children are. He believes, moreover, that special attention should be given to make opportunity equal for the culturally deprived child. "He needs more because he comes to school with less."

### Possible Remedies Outside the Schools

But in order to develop human resources to accelerate the escape from poverty, new and imaginative measures are necessary outside of the educational system as well as within it.

An effective project being carried on at Unity House in Minneapolis is the pre-school nursery financed by the Youth Development Project. Here pre-school children from culturally deprived homes participate in a wide variety of activities that give them a more adequate background for learning to read, and to participate in school classroom activities. At present, culturally deprived children are already behind one year in reading in the third grade, two years by the sixth, and three years by the eighth. If they can be stimulated to want to read, if they begin school with experiences comparable to those of the average child, they may be able to keep up to grade in reading, thus avoiding one of the greatest causes of school failure — inability to learn to read.

A similar project is being carried on at Wells Memorial in Minneapolis and one in St. Paul by the Council of Jewish Women as well as by the St. Paul Board of Education and the State Department of Education. Six additional centers for pre-school disadvantaged youngsters are planned in St. Paul.

Through lack of employment and education, the poverty group is, on the whole, out of the main stream of American life. There has been a lack of communication on a person to person basis, between the culturally deprived "hidden poor" and the predominantly middle class group of teachers and social workers. The experience of the poor is remote

from that of the case workers and teachers they see. In order to change the pattern of life of the poor, it is necessary to have "indigenous expediter" — people who have lived in the neighborhood, who have come from a similar background, who will do "anything that can be made more meaningful and useful to the present generation of children," in order to break the circle of poverty.\*

Another measure suggested by social workers to equalize opportunity in education is a change in Aid to Dependent Children (ADC) payments. There are second generation ADC people just as there are second generation people on relief. The family receives aid because "the remaining caretaker fails to have marketable skills." When ADC payments terminate for an 18 year old in a family receiving aid, even if the student is a senior in high school, he is not likely to finish school.

Yet in order to escape from poverty, education must be had. Might it be better to extend ADC until high school graduation, and even to age 21 if the child is still in school? A little more aid might mean a lot in terms of giving the young a chance to move on.

## HIGHER EDUCATION

The extension of the junior college program to include areas of Minnesota which lack any post-high school facilities should have some effect in helping to increase the number of high school graduates from rural areas who will continue their education.

Earl N. Ringo, Assistant to Director of the University of Minnesota's Bureau of Institutional Research, in a test of the effect of having a college nearby, discovered in the fall of 1963 that the proportion of 18 year olds attending Minnesota colleges from the 18 counties having a college was 37.7%; for the 69 counties without a college it was 24.7%. The importance of the factor of proximity of the college might be further indicated by the fact that a year after high school graduation, one of four graduates living within 10 miles of a college was in attendance, compared to only one in six who lived beyond that distance.

Besides proximity of the college, other factors suggested by Dr. Ringo as influential in determining student attendance, in addition to the obvious ones of financial means and academic ability, were education of the parents or their attitude toward education, the occupation of the parents, and high school counseling to steer the academically able toward college.

Only 28% of rural farm males enroll in college whereas 53% of urban youth attend college, according to a recent University of Minnesota study. Two assumptions can be made regarding failure of rural boys to go on to school; that they can continue farming as their fathers did; and that farming does not require post-high school training. These reasons are rapidly becoming invalid because of the rapid decline in the family

\*Arnold Gruber, Hennepin County Welfare Department.

farm and because farming has increasingly become a complex business. A tremendously high proportion of marginal farms are operated by uneducated men who when they migrate, can still not find employment.

Regardless of where they lived, most high school students planning on college had parents who did not attend college, and many of these parents had less than a high school education. Nevertheless the student whose father was a professional man was many times more likely to attend college than the child of an unskilled laborer. Family income is, of course, a factor here.

## College Attendance in the U. S. of 1960 High School Graduates According to Scholastic Standing and Parent's Occupation

| Scholastic Standing in Graduating Class | Percentage Enrolled in College by Occupation of Household Head |        |
|---|--|--------|
|   | White Collar Worker  | Other* |
| Upper Half .....                        | 76.7   | 41.8   |
| Lower Half .....                        | 44.4   | 17.5   |

\*"Other" includes manual workers, service workers, and agricultural workers.

It is significant that a larger percentage of "white collar" children in the lower half of their high school class enroll in college than the percentage in the upper half of children of manual, agricultural, or service workers.

Because of the great need for students of high ability, it would seem that society should be well repaid for loans or scholarships granted to such students not only by increased income tax payments from these men and women, and their increased contribution to the economic growth, but also by their exit from the poverty classes.

Society would also be well repaid by the expansion of adult education, not only to provide a continuing education to help avoid human obsolescence, but also to provide a better understanding of the rapid changes taking place in our society. Such is now being done through the Agricultural Extension Service of the University of Minnesota and the U. S. Dept. of Agriculture, who perform an invaluable adult educational service to all rural and urban people in subjects related to agriculture, agribusiness, community development, and individual endeavor. It has been suggested that an industrial counterpart be established to perform a similar service to business.



## CHAPTER IV

# The People and Education for Jobs

As Minnesota strives to expand its economy to provide an increasing number of jobs for its growing labor force, so has it endeavored to provide the skills and training required for this labor force. Vocational education is one of the means through which the state expands opportunities in education and employment.

Vocational education first received impetus in Minnesota with the enactment by Congress in 1917 of the Smith-Hughes Act, which provided funds for salaries and the training of teachers in vocational agriculture, trade and industrial arts, and home economics. The appropriation for Minnesota for 1965 under this Act is estimated to be approximately \$142,000.

With the passage by Congress of the first George-Barden Act in 1946 and subsequent amendments in 1956 and 1958, the provisions of the Smith-Hughes Act were broadened to include additional subjects as well as to provide funds for equipment and supplies and other costs involved in vocational training. Minnesota's appropriation under the George-Barden Acts is expected to be \$1,311,000 for 1965.

The Vocational Education Act of 1963 became effective in Minnesota with approval of a state plan in September 1964. Implementation of the Act has been delayed by the procedures required under the Civil Rights Law providing there be no discrimination in any school before federal funds are allowed. Some school boards in Minnesota have delayed and been reticent about this requirement for federal funds — not because they do not wish to abide by the Civil Rights Act — but because they resent the intrusion of federal control into what to them represents a local stronghold, their school districts.

Minnesota was notified in April 1965 that clearance had been given for implementation of the Act, and funds provided the state for fiscal 1965 in the amount of \$1,975,000 with an additional \$89,000 for work-study programs. The Act provides that funds may be spent for vocational education for high school students, for post-high school students, for adults who need upgrading in their employment, for persons with socioeconomic disadvantages and other handicaps, for such services as vocational guidance, state and local administration, experimental programs or projects, teacher training, and construction and equipment for area vocational-technical schools.

One-third of the appropriations received by a state under the Vocational Act must go to the area vocational-technical schools either for construction or program, including equipment, whereas the other two-thirds may be dispersed by the State Board of Education as it deems necessary to either high schools or post-high schools for vocational training requirements.

All of the programs under these three federal Acts are administered by the Minnesota Department of Education. There is some question whether the bulk of federal funds for vocational education will go to high schools in view of the increasing emphasis on post high school training. Employers appear to prefer more mature young people who have had post graduate training. Placement from the area vocational-technical schools around the state, which enroll any person over 16 if he can qualify, has been about 95% compared to about 45% from a vocational high school. Only a small percentage of the students in the area vocational schools are not high school graduates. Post graduate vocational education increased so greatly in the Minneapolis Vocational High School\* that in 1957 it was designated an area vocational school also and has been switching its emphasis from the high school level to the post-high school level of training. Almost 100% of its post-high school graduates have been placed.

It does appear, however, that both high school and post-high vocational schools (area vocational-technical schools) perform important functions in vocational training, neither of which can afford to be slighted.

## JOB PREPARATION IN HIGH SCHOOLS

There has been a notable increase in the number of high schools offering business courses, agriculture, home economics, and industrial arts. Only a limited number of comprehensive high schools offer vocational-technical programs (training in a specific area of industry), particularly in technical, trade and industrial, and distributive education. One of the primary reasons for the scarcity of vocational-technical programs in Minnesota high schools is the cost of providing the expensive shops, laboratories, and equipment required, as well as the difficulty in finding available teachers and supervisors with the necessary specialized training. Most of the vocational-technical programs which are offered are cooperative training programs whereby students spend half a day in school, and through the cooperation of local offices, businesses, trades and stores receive on-the-job training for the other half of the day. Some 1,800 students from 72 public high schools enroll in this program.

## Industrial Arts

Industrial arts is not vocational training, but is an orientation program which trains in basic skills not related to a specific occupation. It

\*Now titled Minneapolis High School and Technical Institute.

provides exploratory experience in a number of occupations so that students may, without further experimenting, enter the post-high school area vocational-technical schools or other schools of advanced specialized training. Small high schools find it difficult to provide facilities for the industrial arts programs

"Because now a boy must train for four or five jobs in a lifetime, the versatility he acquires in learning a variety of skills in industrial arts training has become increasingly important."\* Industrial arts teachers in the Minnesota high schools have recently requested a consultant to aid in curriculum improvement and to give leadership and help to approximately 1100 industrial arts teachers in the state.

Fifteen percent of school drop-outs suggested that special vocational training would have kept them in school. It is contended that boys do not drop out of school because of bad courses in industrial arts but because not enough of the school time is given to such courses. Industrial arts serves as a vehicle to gain knowledge in other areas as well. If a mathematical problem arises in a course in industrial arts, a boy is more highly motivated to find out how the problem can be solved. Orienting his reading program to industrial arts also increases interest in learning to become a better reader.

Ideally, from the potential drop-out's point of view, a more vocationally oriented curriculum would prepare him upon graduation from high school for the technical jobs now available. For some, this might be accomplished by on-the-job training in cooperation with business and industry to promote the development of skills necessary for "entry level" jobs or semi-skilled occupations. These programs are especially needed in socially or economically deprived areas. The State Department of Education plans under the Vocational Act of 1963 to prepare for existing jobs by expanding vocational education, such as business training. Included also are courses on the semi-skilled level to train potential drop-outs and those who won't go on to school beyond high school.

### **Agricultural Training**

In some rural Minnesota high schools in recent years, vocational agricultural courses have been expanded to include related vocations. Combination of agricultural courses with business and distributive vocations has resulted in the teaching of courses in marketing, advertising, and retailing. In 1963-64 agricultural education was included in the course offering of 286 schools in which 14,552 high school students enrolled.

Although the Minnesota Department of Vocational Education sees the need for providing more trade and industrial cooperative training programs, S. K. Wick, State Vocational Director, also sees the need for upgrading and providing a more extensive program in agriculture. In

\*Sterling Peterson, Industrial Arts Education, Minneapolis Public Schools.

his opinion less than one half of the needed farm replacements have had agricultural training when training has become increasingly important in order to supply young farmers with the skills necessary for success.

Sterling Peterson, Industrial Arts Education, Minneapolis Public Schools, on the other hand, has the view that vocational training in Minnesota is too agriculturally oriented. Even if agriculture courses in rural areas are given a different context (agribusiness), he argues that these courses are largely irrelevant in a predominantly urban society. The young are leaving farms to go into industry, he says, and what they need are courses offering exploratory skills in electronics, graphic arts, power mechanics, and other skills more in demand today. This change in emphasis will require instructors well-versed in industrial innovations.

W. Keith Bryant, Assistant Professor of Agricultural Economics, University of Minnesota, felt the question to be one of emphasis. How much or to what extent is agricultural training necessary?

### **The Dignity of Work**

Communication between the high school and the post-high school vocational training schools is necessary so that counselors can best direct the vocationally oriented students. Guidance counselors in junior high schools with a fully rounded training in vocational counseling would be helpful also. However, directing a student to a vocational course when it is felt that he cannot succeed in college is a poor basis for making vocational choices. Rather, the dignity of useful occupations should be raised so that a sense of self worth may be shared equally by the college and vocationally oriented student.

"In this day of the technician, as well as the scholar, the day of the fellow who makes the wheels turn and the power flow," so eloquently put in a Minneapolis Tribune editorial, it should be unnecessary to feel the need to elevate the dignity of many useful occupations.

### **JOB TRAINING IN AREA VOCATIONAL-TECHNICAL SCHOOLS**

Minnesota is a leader in post-high school vocational technical education for youth and adults alike. According to Duane J. Mattheis, Minnesota Commissioner of Education, Minnesota is recognized nationally as a leader in the area vocational school movement. It was one of the first states to establish a system of area schools for occupational training.

After World War II, 93% of trade-technical training was available only in Minneapolis, St. Paul, and Duluth. In recognition of a need for expansion of vocational-technical training, a state law was passed in 1945 providing for a system of area vocational schools. This law states, "It is the purpose of this section to more nearly equalize the educational opportunities in certain phases of vocational-technical education to persons of

the state who are of the age and maturity to profitably pursue training for a specific occupation. If the state board finds, as a result of its inquiry, that the establishment of an area vocational-technical school, according to the petition, would further the educational interests of all the people of the state, and is in accordance with the plans and program of the state department for the vocational and technical education of the people, it may approve the petition."

### Buildings

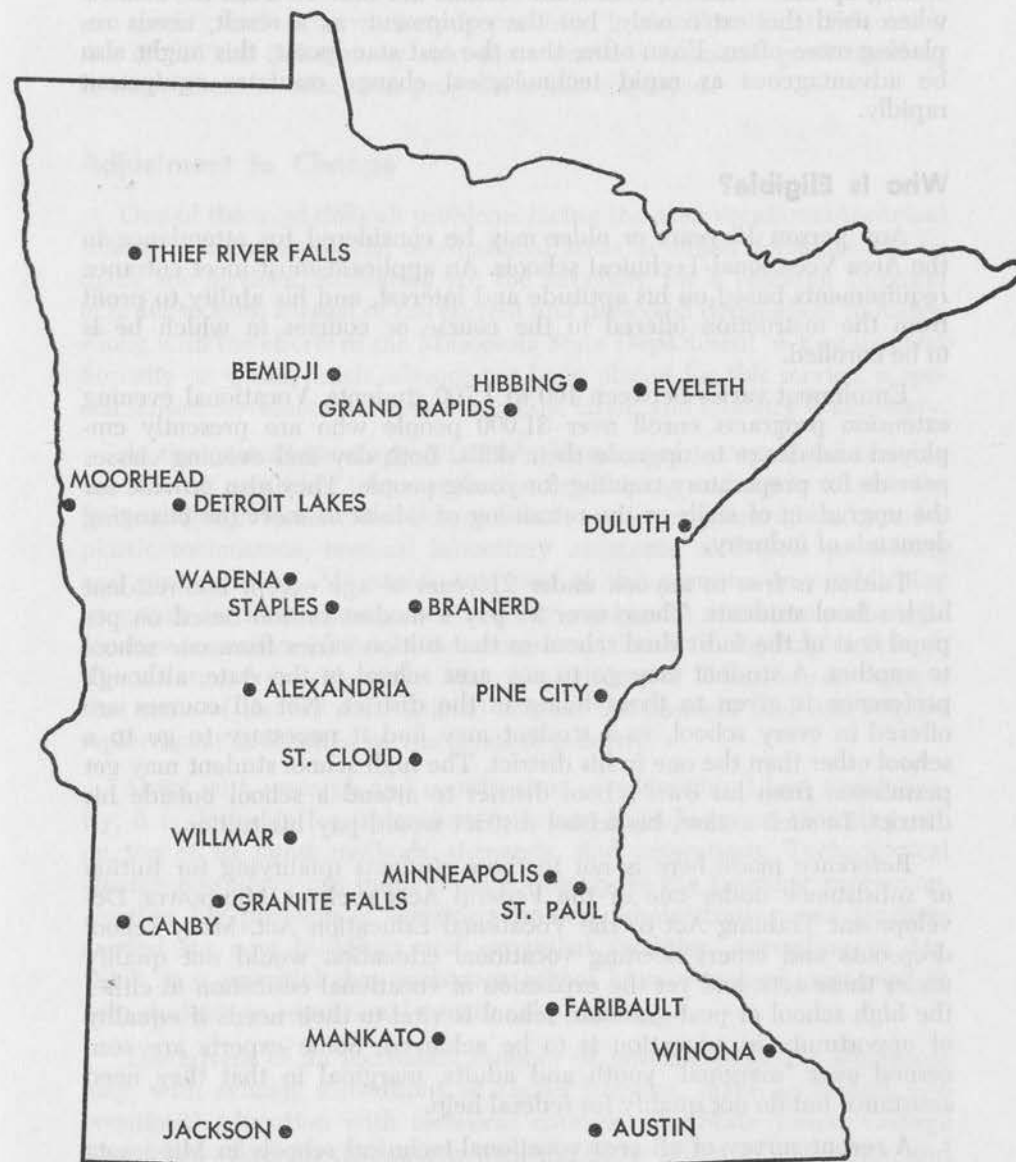
At the present time, 17 vocational-technical schools are operating throughout the state, three are in the building or planning stage, and four more have been authorized. (See Map) The plan of the State Board of Education is that by 1970, 90% of the population in Minnesota will be no further than 35 miles from one of these schools. Since local school districts must take the initiative to petition for a school and must pay for the buildings, schools can't always be located exactly where they might serve best.

The provision in the Vocational Act of 1963, that 50% of the construction cost of new buildings may be paid for by the federal government, would be a big financial boost to districts needing schools. The policy established under the provisions of the Minnesota Area Vocational-Technical School Law has been that the *original* structure of area vocational-technical schools must be built wholly through the effort of the local school district. Rep. Carl D. Perkins, Kentucky, author of the Vocational Act of 1963 proposed that some distressed areas (as in Appalachia) be able to receive 75% federal funds with 25% local funds. In Minnesota there is some concern about federal aid being broadened beyond the 50-50 ratio. Reasons given are that local school districts show more interest and participation when they are responsible for a large proportion of the cost, and that it is feared federal control would be expanded or increased as the percentage of federal aid increased.

The growing suburbs need vocational-technical schools but don't have them because they are pressed with the costs of providing classrooms for their burgeoning enrollments in elementary and secondary schools. Even with the expansion of the Minneapolis and St. Paul vocational-technical schools, these facilities will be entirely inadequate to meet the training needs of the 31% of the 18 year old population in the area considered eligible for such training. The Vocational Division of the State Board of Education has recommended that a school be built in both the northern and southern fringe areas of the Twin Cities.

Duluth's present facilities have been completely inadequate to meet the increasing pressures for training in this area of the state. About 250 applicants for training at the school could not be enrolled in the 1963 school year because of lack of facilities and programs; consequently many potential enrollees were discouraged from applying. To correct this situation, Duluth recently passed a 2½ million dollar bond issue for a new area vocational-technical school.

### MINNESOTA'S AREA VOCATIONAL-TECHNICAL SCHOOLS



Buildings are in the process of being constructed at Granite Falls, Faribault and Canby.

Area vocational-technical schools have recently been approved in Moorhead, Pine City, Detroit Lakes, and Bemidji.

Throughout the state more and more vocational schools are training twelve months of the year and for an extended day. Due to the cost of setting up these schools, maximum benefits are derived from the schools when used this extensively, but the equipment, as a result, needs replacing more often. From other than the cost standpoint, this might also be advantageous as rapid technological change outdates equipment rapidly.

### Who Is Eligible?

Any person 16 years or older may be considered for attendance in the Area Vocational-Technical schools. An applicant must meet entrance requirements based on his aptitude and interest, and his ability to profit from the instruction offered in the course or courses in which he is to be enrolled.

Enrollment varies between 100 to 1,700 students. Vocational evening extension programs enroll over 31,000 people who are presently employed and desire to upgrade their skills. Both day and evening classes provide for preparatory training for young people. They also provide for the upgrading of skills or the retraining of adults to meet the changing demands of industry.

Tuition is free to anyone under 21 years of age except non-resident high school students. Those over 21 pay a modest tuition based on per pupil cost of the individual school so that tuition varies from one school to another. A student may go to any area school in the state, although preference is given to those living in the district. Not all courses are offered in every school, so a student may find it necessary to go to a school other than the one in his district. The high school student may get permission from his own school district to attend a school outside his district. In such a case, his school district would pay his tuition.

Reference made here is not to those students qualifying for tuition or subsistence under one of the Federal Acts such as Manpower Development Training Act or the Vocational Education Act. Many school drop-outs and others needing vocational education would not qualify under these acts, and yet the expansion of vocational education in either the high school or post-graduate school is vital to their needs if equality of opportunity in education is to be achieved. Some experts are concerned over "marginal" youth and adults, marginal in that they need assistance but do not qualify for federal help.

A recent survey of all area vocational-technical schools in Minnesota indicates that 4½% of their total enrollment consists of high school drop-outs; 6% are college drop-outs. It is estimated that 50% of college starters drop out, becoming potential vocational school students. When combined with high school graduates and adult students seeking to upgrade their skills or retrain, the number requesting enrollment is more than the present facilities can handle, and prospective students are turned away as a result.

Many applications have been received for part-time work from vocational education students between the ages of 15 to 21 who are in need of the earnings to commence or continue their vocational education and can qualify under the work-study provision in the Vocational Education Act of 1963. It is necessary that these students maintain good standing in the vocational education program while employed.

### Adjustment to Change

One of the most difficult problems facing the area vocational-technical schools is determining the occupational areas in which demands will be made for services. Educators see the necessity for a research program in order to keep abreast of the current and projected demands of industry. Along with the efforts of the Minnesota State Department of Employment Security on whom much reliance has been placed for this service, a special liaison movement between education, labor, and industry is necessary.

At the present time approximately 36 areas of occupational training are offered, requiring two months for bricklaying and up to 28 months for tool design technicians. Some of the unique programs offered are for plastic technicians, medical laboratory assistants, and data processing and programming. Minnesota was one of the pioneers in establishing programs for farm management. Heavy equipment operation and maintenance is another of the unique programs offered in the Staples School. The vocational division of the State Department of Education recognizes that some of the old conventional courses are obsolete and will require replacement as dictated by the needs of industry.

Along with research and coordination of education, labor, and industry, it is desirable for instructors to return to industry so that they are on top of its latest methods, demands, and projections. Technological change nowadays can outdate skills quickly in the teaching profession. Another big problem is acquiring trained administrators and teachers needed for new buildings and expanded facilities. According to Mr. Wick, it is essential that each area school have a trained counselor to help students in educational-vocational planning.

The advent of an increasing number of junior colleges in Minnesota may, with existing institutions of higher learning, make an inroad into vocational education with technical courses. The State Junior College Board has asked for discussions with the State Board of Education and members of local school boards to see if collaboration is possible between junior colleges and area vocational-technical schools in communities where both exist. The contribution of the junior college is extremely limited at present and likely will be limited in the foreseeable future. Colleges and junior colleges will be pressed to build and expand their facilities to perform their traditional functions. Generally what

training is and will be offered in the colleges is of greater depth in the engineering, science, math, communications, and economics fields than is offered in the area vocational schools. The high school, the area school, the junior college—each perform a unique function in the process of providing vocational education.

## INDUSTRY AND LABOR UNIONS TRAIN TOO

In spite of the concerted effort on the part of vocational education and the federal acts pertaining to such education, many employers in Minnesota find it necessary to supply their own training to resolve structural employment problems. Their needs are often for highly skilled training beyond that supplied by vocational education. For example, Honeywell needs more workers than can be supplied them by the University of Minnesota's Engineering Aid Certificate program, which provides two years of broadly-based technical training.

Henry Brown, personnel coordinator at the Pillsbury Co., said that vocational training in the areas they need is not available to his knowledge. Pillsbury has a vocational aid program through which employees may take university extension work bearing on their jobs, with Pillsbury paying 75% of the cost. He said this program has been adequate so far "but may not be in the future."

Control Data Corp., too, has a shortage of technicians. They have developed devices to select high school graduates and train them themselves. They conduct two educational programs. One is technical training for specific jobs, and the second is a voluntary "after hours" program of courses designed to help employees attain promotions. Of 5,000 employees, 1,000 are taking part in the 40 courses offered. One of their problems according to Roger Wheeler, manager of personnel coordination, is a lack of trained instructional personnel. He suggests, "The need for a more definite place in our state educational system to create educational units in industry that could be made available to the general public. This would take enabling laws. Industry programs could be coordinated with established educational agencies. With coordination, the training system would be available to meet our needs." Control Data is planning to establish a computer institute in the Twin Cities. For \$1,750 in tuition and fees, the institute will train about 700 electronic technicians in one-year courses.

Walter F. Carey, President of the U. S. Chamber of Commerce, has suggested that the business community can supply know-how by lending their trained people to educational institutions, sit in on classroom instruction to evaluate the training programs in the light of actual or prospective job conditions, and hire teachers for summer jobs in their plants to permit their keeping abreast of changing techniques.

Labor, too, has seen the need for extra training channels. John C. Peterson, Minnesota AFL-CIO Federation of Labor, said that one St.

Paul local has started a good training program for service workers. Mrs. Bea Kersten, AFL-CIO, remarked on Minnesota's fine reputation for apprenticeship programs. She commented that more persons are admitted to apprenticeship programs in Minnesota than can be absorbed, and it is more economical than having people on the public rolls.

In assessing the present situation in vocational education, employers and labor leaders seem to agree on certain points.

- Education beginning at low levels should be aimed more specifically at particular jobs.
- Vocational training should be given more emphasis and more dignity and must be based on the types of jobs that will be available in the future.
- There should be more school counselors and they should be counselors realistic about jobs and salaries available.
- College graduates should be better versed in the basic skills of English and spelling.
- New avenues of education should be found to supply specific occupational skills.

All would appear to be in accord that cooperation, imagination, and "mental mobility" on the part of schools, employers, and labor alike are essential if education is to be adapted to rapid technological change and the needs of both youth and adults.



## CHAPTER V

# The People and Federal Aid

Because of distressed areas in pockets about the nation, and because the unemployed were not trained to fill the job vacancies of our increasingly specialized technical society, Congress with the intent of alleviating structural unemployment passed four acts. They are: the Area Redevelopment Act of 1961, the Manpower Development Training Act of 1962, the Vocational Act of 1963, and the Economic Opportunity Act of 1964. In the first three acts, the emphasis is on training for job needs; whereas in the Economic Opportunity Act, it is the alleviation of poverty and the development of employability for those who, with assistance, can acquire the necessary education or training for employment.

### AREA REDEVELOPMENT ACT (ARA)

This act was implemented in Minnesota with the passage of a Minnesota Law to eliminate chronic unemployment in depressed areas within the state. (See map and definition of distressed areas—Pg. 14) The local community, the state, and the federal government thus join together in their efforts to create new permanent job opportunities.

As an inducement to new industry to locate or to expand in these distressed areas, Minnesota participates in ARA loans up to 20% of the cost of a project with the lowest interest rate in the country, 3%. The federal government furnishes up to 65% of the loan at 4%. Ten percent must be furnished by some local public or semi-public agency, whereas the 5% balance of the project is supplied by the applicant along with the working capital. The state and federal government loans are only for land, building, and equipment, and loans are not allowed for the relocation of existing industries.

Applicants apply through an area redevelopment agency organized by the local subdivision of government. The Department of Business Development administers the state ARA program in cooperation with a field coordinator for the federal ARA. They in turn cooperate with the local agency to provide direction and assistance to all applicants and participants in the program.

Some 22 ARA projects had been approved by early 1965 totaling \$4,484,571.88. When these projects have been completed and in operation for a year, they will provide approximately 670 permanent and full-time jobs.

Assistance available under the Act includes occupational training for unemployed residents of the designated areas. Occupational training provisions of the Act are jointly administered in Minnesota by the Department of Employment Security, the Department of Education (Vocational Education Section), and the Bureau of Apprenticeship and Training, U. S. Dept. of Labor. Since enactment of the ARA in 1961 through 1963, when training under this act began to be phased out by the broader provisions of the Manpower Development Training Act, 1,092 persons had enrolled in training projects and 975 had completed training under ten projects covering 13 different occupations. Representative occupations for which ARA training has been completed are: diesel mechanics, arc welders, dinner cooks, stevedores, and electronic assemblers.

Indians on the Red Lake Indian Reservation are being trained under the provisions of this Act in their native crafts and the Tribal Council has established facilities on the reservation for the sale of their handiwork.

### MANPOWER DEVELOPMENT TRAINING ACT (MDTA)

Because of the limitations of the training and retraining provisions under the Area Redevelopment Act, which provided for benefits for only short term training of 16 weeks and for those residents of depressed areas, it was supplemented in March 1962 by the Manpower Development Training Act.

This Act applies to unemployed or underemployed who live anywhere in the country and can, with training or retraining, secure full-time employment or upgrade their employment. This includes members of farm families with less than \$1,200 annual net family income. Preference is given to veterans. Of the total persons trained under this Act, 25% can be youth.

There is no cost to the trainee for his training, the duration of which depends on the particular skill he is being taught. In addition, he receives certain allowances contingent on his financial condition and training requirements. Up to June 30, 1964 the average cost per trainee in Minnesota was \$1,397.

Training under this act, as recently extended by Congress, is financed 100% by the federal government until June 30, 1966 when 10% of the amount of such training must be assumed by the state. The act was not only extended but liberalized because, prior to the recent amendment, 33% of the training cost was to be assumed by the state on June 30, 1965.

Minnesota received as its share under the Act \$2.7 million up to June 30, 1964 whereas an additional \$8.5 million was authorized for the following year 1964-65. The portion of this latter amount not spent by June 30, 1965 for the approved projects under this appropriation will be withdrawn because the money is appropriated for a fiscal year. Because of the difficulties encountered in setting up the training projects—supplying classrooms, teachers, and equipment—as well as being limited by a

lack of adequately trained staff in the vocational education section of the Minnesota Department of Education, there is a question as to whether the funds allotted can be used by that time.

Three agencies or departments have responsibilities for implementing the MDTA.

1. The Minnesota Department of Employment Security  
Identifies local occupational needs, counsels and selects persons for training, pays training and other allowances, provides counseling and placement service after training, assists in adopting on-the-job training programs and conducts follow-up studies to determine whether the programs have met the occupational needs of the trainees.
2. The Vocational Division of the Minnesota Department of Education  
Provides instructors, facilities, equipment, and training in specific occupations and develops training curriculums. It also is responsible for the development, implementation, and supervision of all instruction required for those in on-the-job training.
3. The Regional Office of the U. S. Department of Labor's Bureau of Apprenticeship and Training  
Stimulates and develops on-the-job training programs. Inspects the job training facilities, reviews training programs, develops project content. Works with employers, training groups, organizations and agencies in the development of projects.

Advisory to all three of these departments is the State Manpower Advisory Committee, appointed by the governor and including representatives from labor, management, and the public. It reviews programs, offers recommendations, and makes suggestions to the state agencies. Local manpower advisory committees are being established in each of the 33 areas of the state in which the Minnesota Department of Employment Security has a local office. These committees of local citizens, familiar with the area's employment opportunities and its manpower problems, recommend and support MDTA training programs. They provide a necessary ingredient of success—local involvement, action, and support.

In Minnesota as of January 15, 1965 there were 131 MDTA projects, 69 institutional (classroom) and 62 on-the-job training projects which had been approved to train 6,930 trainees in 90 different occupations. Over 2,000 trainees from 74 of Minnesota's 87 counties had enrolled. Of this number:

- 462 — voluntarily or involuntarily terminated training prior to completion.
- 546 — were currently enrolled as of January 15, 1965 in 30 training projects.
- 1,126 — had graduated in 79 projects completed by January 15, 1965.  
Of these graduates  
858 (76%) were placed in full employment.

768 (68%) were employed in jobs related to the training received.

169 (15%) were unemployed but being processed for referral or awaiting employer hiring decisions.

99 (9%) whereabouts were unknown.

Most of the trainees were male; 41% had less than 12 years of schooling. All had previous gainful employment. The largest age group was 22 to 34. Some were handicapped and 40% had been unemployment compensation claimants or public assistance recipients.

As experience has been gained in determining training needs, the MDTA programs have expanded to include a greater variety of occupations and a variety of trainees. A special project has been initiated at the Minneapolis Rehabilitation Center to help hard core unemployed—people with limited skills, marginal education, bad work histories, and who were generally unfavorable candidates for jobs. Comprehensive vocational, social, psychological, and individual training services were employed to develop the employability of these people. Of those who had finished the course in October 1964 (72 out of 100 enrollees), 51% were employed, an excellent ratio considering the severe and chronic unemployment problems prior to training.

A training project was also initiated for 15 low-income farmers (under \$1,200), who had sufficient investment in buildings and equipment along with a desire for greater success in farming. They were taught modern farming methods and were given assistance and information to help them solve their farming problems.

### On-The-Job Training

On-the-job training has remained a small part of the training programs under the MDTA although its expansion has been encouraged by financial assistance from the MDTA. As of October 31, 1964, institutional training projects for 5,716 trainees in 25 different occupations had been approved in Minnesota in comparison with only 515 on-the-job trainees in 42 different occupations. R. W. Dallman of the Bureau of Apprenticeship and Training says that because of their limited staff, they cannot reach the many employers who would be interested and benefit from on-the-job training if they were more familiar with it. In order to serve business better, and put workers back in the labor force at the same time, additional staff and field men are said to be necessary.

Each of these on-the-job trainees represents a worker put to work, with over 90% of them retained on the job at the end of their training. Because of the more limited cost, this training is less vulnerable to the vagaries of federal appropriations. Trainees under this program are paid by the employer and do not receive training allowances or compensation, subsistence, or transportation. Some unions fear that on-the-job training

might disrupt their apprenticeship programs. However, the jobs involved in on-the-job training are not in the areas of those identified as apprenticeable.

### **New Look in Manpower Training**

A part of the new look of MDTA is the multi-occupational project. Job orientation, evaluation of work aptitudes, basic education, and personal evaluation are combined into a pre-vocational training period prior to occupational skill training. The pre-vocational training is done on a group basis. Minnesota has had two such projects approved to train 3,850 persons.

Another part of the new look in MDTA is the action that has been taken to broaden training opportunities by referring individuals to existing and public training facilities rather than using the previously required class-group plan. Because of the delay caused in getting enough trainees to constitute a full class, many prospective trainees had abandoned training plans. Most of these classes have been conducted in the area vocational schools, in a number of private vocational schools, and several in rented buildings.

Perhaps the most pleasing aspect of the new look in manpower training was the passage of the Vocational Act of 1963, which was passed to help build and expand the facilities and equipment for vocational education found lacking when the demands of the MDTA were thrust upon them. This Act also furthers the intent of the MDTA to gear training to the labor market. As under the MDTA, the Minnesota Department of Employment Security and the Vocational Education Section of the Minnesota Department of Education work closely together in implementing the Vocational Education Act of 1963. (See chapter, Education for Jobs, for further discussion of this Act.)

The programs proposed under the Vocational Act are just beginning to be implemented in Minnesota. It may be that with enough time to organize and to put the programs into effect, they, along with those under MDTA, will enable vocational education to flourish. Since all of the federal vocational training acts except the Smith-Hughes Act are authorizations, Congress must vote appropriations each year. This places a burden of uncertainty of time and funds for proposed projects on the state and local governmental agencies charged with the responsibility of planning and providing the programs.

### **ECONOMIC OPPORTUNITY ACT (EOA)**

Upon passage of this Act by Congress in August 1964, a beginning step in the implementation of this Act by the state of Minnesota was the submitting of an application for funds to set up a technical committee headed by a director and assistant director to assist cities, counties, school districts and other units to obtain benefits. The principal respon-

sibility of this committee is to provide technical assistance and service to community action groups and to coordinate and act as a clearing house for these programs throughout the state. Notice was received in January 1965 that an appropriation of \$77,000 was granted to the Minnesota Department of Public Welfare for the purpose of setting up and staffing the State Technical Assistance Agency. It has recently been determined by a ruling of the Attorney General's office that, according to state law, the employees of this committee must be under Civil Service. This ruling has been cause for some delay in the staffing of this new agency. Also, because salaries must be kept in line with those in the welfare department, about \$12,500 yearly, the state director would get less pay than some of the area directors. While working to resolve some conflicts in state laws so that the provisions under this Act may be implemented, the Governor has requested the legislature to provide state matching funds and enabling legislation so all state departments and agencies and local governments can obtain grants.

Programs and activities proposed under this Act are in their early stages. A summary of the provisions and initial plans for implementation follow.

### **Provisions and Programs**

#### **TITLE I. YOUTH PROGRAMS**

##### **A. Job Corps**

The purpose of the Job Corps is to increase employability of 16-21 year olds by providing them with education, vocational training, and work experience including conservation work in rural and urban residential centers.

The federal government will set up the first two Job Corps Camps in Minnesota in the near future. One will use the existing Chippewa Ranch Camp on the White Earth Indian Reservation (under the U. S. Bureau of Indian Affairs). The other will be situated at Lake Isabella in the Superior National Forest in Lake County (under the U. S. Forest Service). Minnesota expects to have five camps designated to it. State Job Corps Camps are being considered and may be set up at a later date also. Young people from various parts of the country will come to the camps. The work will include trail improvement, roadside maintenance, tree planting, cleanup work, and the development of new recreational and scenic areas.

The Minnesota State Employment Service has the screening contract for the outstate area. Recruitment of girls will be directed by Women in Community Services (WICS). By early 1965, the state offices of MSES had interviewed approximately 400 youths. Because of budgetary consideration and the schedule for camp construction, only about 20,000 of the approximately 200,000 applicants about the country will be accepted into camps by June.

Young people 16-21 years of age who are not in school and are unemployed are eligible to join the Job Corps. They may enroll for up to two years and will be provided with education, vocational training, work experience, and other appropriate activities to teach responsible citizenship and to increase their employability.

The education and vocational training of enrollees may be provided where practicable in local public educational institutions or by private vocational educational institutions or technical institutes. Fear has been expressed by the American Vocational Association and echoed in Minnesota that the broad language in this and some of the other provisions of the Act may allow the development of parallel school programs or school systems at the state and local levels, either operated by the federal authorities or controlled through contracts with private education or other groups. The AVA, at its national convention in Minneapolis recently, passed a resolution opposing such development. It is in favor of education being an integral part of the anti-poverty program along with federal aid to education as long as education is not provided through federally operated or controlled schools.

All of an enrollee's expenses will be paid. He will receive \$30.00 a month and, upon termination of his enrollment, he will receive \$50.00 for each month participating. Up to one-half of this sum may be allotted monthly to a member of his family matched by the government so that up to \$50.00 may be sent home with no less than \$25.00 monthly accruing to his readjustment allowance.

#### **B. Work Training Programs**

The purpose of the Work Training Programs is to provide work experience for 16-21 year old unemployed youths so that their employability may be increased or their education resumed or continued. Also, it will enable public and private non-profit agencies to carry out work in the public interest that would not otherwise get done.

The Neighborhood Youth Corps has been set up by the Minnesota Department of Conservation calling for work-training of some 1,250 unemployed or disadvantaged young men from 16-21 years of age. A grant of 1.22 million dollars makes this the largest project of its kind in the country. The enrollee will commute daily from his home to the project in the vicinity of his residence and will receive \$1.25 an hour for 32 hours a week. The work-training period will last 18 weeks, and the trainee is limited to \$700 in earnings. The hourly rate has aroused some controversy because it is a higher rate than many well-qualified teen-agers earn in jobs obtained through their own initiative and is also more than some adults receive. However, it is contended that some participants put in unpaid hours for training and counseling so their average pay is less than the \$1.25 an hour.

The MSES is responsible for recruiting and screening applicants. Delinquents or those with criminal records are not accepted. Each of the

MSES offices in a camp vicinity will have a counselor who will counsel and encourage each boy to continue his education. Employment assistance will be offered when his training period is over.

The State Department of Education has requested cooperation from each school district superintendent in establishing off-hour training to attempt to get youths to complete their high school education, to take vocational training, or to go on to college. An effort will be made to teach work habits, diligence, self-reliance, etc.

These training programs will take place in state parks, game refuges, and state forests. Because these state lands are not located to any extent in the western part of the state, youth from that area will not take part in this program. It has been suggested that farm land in that section of the state reverting for non-payment of taxes might be converted for state recreational purposes if projects of this nature prove to be successful. A spokesman in the State Department of Conservation asked, "What better combination is there than the development of our natural resources while developing our human resources?"

Ninety percent of the costs for work training projects are financed by the federal government for the first two years and 50% thereafter unless extended. Matching funds may be in service or facilities.

Projects may also be sponsored by private non-profit agencies. The Jewish Vocational Service in St. Paul is submitting such a proposal for 250 out-of-school youth from low income families to work as hospital aides, program aides, recreational aides, research assistants, cook assistants, filing clerks, typists, custodial and maintenance assistants, stock and supply clerks, nursery school helpers, and landscape assistants.

Another work-training project submitted for approval in St. Paul will be conducted by the St. Paul public school system to train 469 in-school youths twelve hours a week in libraries, classrooms, cafeterias, and in the general offices of the senior high schools. A proposal has been submitted by Minneapolis for 392 out-of-school and unemployed youth to work in the parks. An in-school training project is also planned as is one in Duluth for 406 youth. Duluth also has proposed a work training project for 250-350 youths to work in its city park system.

#### **C. Work-Study Programs**

The purpose of this section of the Act is to provide part-time employment for youths from low-income families who are in institutions of higher education and who need financial help to pursue their studies. They may work in the institution itself or for a public or private non-profit organization if arranged by the educational institution. The work must be related to the student's educational objective or in the public interest, and must not displace employed workers. He must maintain a good academic standing and not work over 15 hours a week.

The federal share of the cost is 90% for the first two years and 75% thereafter. The college of St. Scholastica in Duluth has received approval for a project under this title. In St. Cloud, the colleges of St. Benedict, St. John's, and St. Cloud State have submitted applications jointly but will conduct their programs independently. The jobs will call for teacher aides, repair and maintenance help, secretarial help, science lab assistants, and workers to maintain the buildings and grounds, etc. In addition, there will be projects in the community in homes for the aged, public schools, hospitals, etc.

The University of Minnesota has submitted a proposal in conjunction with the Minnesota Conservation Dept. calling for 45 trainees to work in the Dept. of Conservation office 15 hours per week. The trainees will include biologist aides, forest trainees, clerks, clerk-stenos, etc. The conservation project furnished its 10% of the cost in cash rather than in kind as is the usual procedure.

The University of Minnesota has received the largest grant to date, \$115,644, for 539 students from low income families. Low income is being interpreted by the University as a gross family income of not more than \$3,000 a year for a family of three with an additional \$600 a year allowed for each additional member of the family.

The university branches at Duluth and Morris, Moorhead State College, Bemidji State College, St. Thomas College, Macalester College, and St. John's University have also received grants.

## **TITLE II. COMMUNITY ACTION PROGRAMS**

The purpose of this section is to provide stimulation and incentive for urban and rural communities to mobilize their resources to combat poverty through community action programs.

### **A. General Community Action**

Programs may be administered or coordinated by a public or private non-profit agency or combination of these. Grants may be received for the necessary administrative staffs.

In Minneapolis the Hennepin County Community Health & Welfare Council was designated and funded to administer the poverty program, the only established planning agency in the country to be so designated. Because it was an existing planning agency and because of its Youth Development Project which has developed a comprehensive network of programs for children within two selected disadvantaged areas in Minneapolis, the Council was able to move ahead quickly with proposals for projects. In St. Paul, a citizens committee, the Ramsey County Committee on Economic Opportunity, was organized especially for the purpose of implementing the programs under this Act. St. Cloud has formed a tri-county committee with Benton, Sherburne, and Stearns counties. The community itself decides how it wishes to be represented, but the

poor must be represented on a planning committee. Plans under this section of the Act are to be submitted to the governor for approval.

The Youth Opportunity Centers—one in Minneapolis and one in St. Paul—have been approved to serve youths from 16 to 21 years of age for job opportunities under the Minnesota State Employment Service. Sixty counselors were recently trained in an eight week course at the University of Minnesota through contract with MSES to staff these centers and do extensive counseling. Recruitment for the Neighborhood Youth Corps and the Job Corps will be done through these centers.

Two service centers in poverty areas in Minneapolis have been proposed to provide services for the poor—such as social, welfare, employment, health, housing, legal, and money management—combined in an easily accessible location.

Duluth has three proposals under this title:

1. A pre-school program for 150 children between ages 3-5 years.
2. Elementary education centers for 150 culturally deprived youngsters between ages 6-13 years.
3. A remedial reading program for 400 elementary and junior high students between ages 7-16 years.

St. Cloud is developing an application to assist in finalizing a guidance therapy program for youths between 12-16 years at St. Cloud Children's Home.

Projects on six Indian Reservations have been approved which include programs in remedial reading, home improvement, study hall development, youth guidance and referral, adult special education and citizenship classes, pre-school projects, and recreation.

### **B. Adult Basic Education**

Purpose of this section is to initiate programs of education for people over 18 years whose inability to read or write English impairs their ability to get or retain employment commensurate with their real ability.

Under the administration of the State Dept. of Education, a grant of \$152,737 has been received for this purpose.

### **C. Voluntary Assistance Programs for Needy Children**

Individual Americans are allowed to participate in a personal way in the war on poverty by voluntarily assisting in the support of one or more needy children in a program coordinated with city or county social welfare agencies.

The intent in this section is only to establish an information and coordination center under the Office of Economic Opportunity to encourage such voluntary assistance.

### **TITLE III. SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS**

It is the purpose of this title to meet some of the special problems of rural poverty and thereby to raise and maintain the income and living standards of low-income rural families and migrant agricultural employees and their families.

Primarily for loans and grants to low-income rural families, no information is available at present as to the amount of activity under this provision of the act in Minnesota. Section B will permit aid for the establishment of programs in housing, sanitation, education and day care of children of migrant and other seasonally employed, agricultural employees and their families.

### **TITLE IV. EMPLOYMENT AND INVESTMENT INCENTIVES**

It is the purpose of this title to assist in the establishment, preservation, and strengthening of small business concerns and to improve the managerial skills employed in such enterprises; and to mobilize for these objectives private as well as public managerial skills and resources.

No information is available at present as to the amount of activity in Minnesota under this provision of the act.

### **TITLE V. WORK EXPERIENCE PROGRAMS**

The purpose of this section is to expand opportunities for constructive work experience and other needed training available to persons who are unable to support themselves and their families. Maximum use is to be made of programs under the Manpower Development Training Act and Vocational Education Act.

The Ramsey County Welfare Department has proposed a project serving welfare recipients only. It would be a work and training experience with emphasis placed on basic education, high school equivalency, and employment counseling with the intent of changing attitudes of welfare recipients to make them employable. The group to be served consists of adult heads of families with children. It is expected approximately 1,000 relief clients and up to 500 mothers receiving Aid to Dependent Children (ADC) will be served.

### **TITLE VI. ADMINISTRATION AND COORDINATION**

Along with the establishment of the Office of Economic Opportunity in the Executive Office of the President, the Volunteers in Service to America (VISTA) are provided for under this section of the Act. Volunteers will be recruited, selected and trained to perform duties in combating poverty on the request of state or local public or private agencies. They will be paid \$50.00 a month while in training and at work, and will receive all living expenses including health and dental care.

VISTA volunteers are scheduled for the following Indian Reservations:

Fond du Lac — 4 to live and work in 4 Chippewa communities  
Grand Portage — 3 to provide varied social services  
Leech Lake — 6 to work in varied programs  
White Earth — 4 will assist Chippewa communities

Five volunteers will also serve in the Oak Terrace Nursing Home at Glen Lake.

### **TITLE VII. TREATMENT OF INCOME FOR CERTAIN PUBLIC ASSISTANCE PURPOSES**

This provision of the act exempts from consideration for public assistance the first \$85.00, plus one-half of the excess over that amount, of payment made to individuals or members of their families under Title I or II in any month. No grant under Title III shall be regarded as income or resources in determining the need of any member of that family.

This provision calls for a change in our state law which provides that whatever and all income a family receives must be taken into account in the providing of public assistance. Such change is under consideration and will perhaps be made in the 1965 session of our state legislature.

### **Apparent Problems — Obscured Progress**

The Economic Opportunity Act has not been in existence long enough to evaluate its provisions with any degree of validity. Much confusion, lack of coordination, communication, and direction have tended to obscure the gainful activity that has been proceeding. Staff has been too limited in most instances on all levels to give the interpretive and directive aid needed, particularly in rural areas and on Indian reservations. Some responsible leaders in these areas say it takes a "mediator or a New York lawyer" to figure out the red tape and forms. They ask, "What can we do? It is very frustrating!" Half the nation's poverty is in its rural areas, but it is alleged that rural America has qualified for less than 5% of the Federal funds. When the new State Technical Assistance Agency begins to function in Minnesota, some of these current problems may be resolved.

Most of the progress in Minnesota has been in the Twin Cities and some of the other larger communities. Even in these, it may take some time to see the results of their extensive planning and programming.

It is obvious that the providing of federal funds is only a first step. Better communication and direction from the implementation of programs properly conceived, adequately staffed and financed without the pressures of a short term time limit for spending the appropriations, is essential if equality of opportunity in education and employment are to become a reality.

## ROLE OF THE PRIVATE AGENCY

What the role of the private agency in Minnesota is to be, in view of the expanding governmental programs, is a question being raised by those responsible for guiding the activities of these agencies.

Minnesota has implemented federal programs more rapidly than many states because of the high degree of citizen concern and involvement. People who have been working in these fields are already available to man the committees set up to help implement the programs under the Economic Opportunity Act. This private driving force has led to the establishment on the state level of the Governor's Citizen Council on Aging, the Governor's Advisory Committee on Employment of the Handicapped, the Governor's Advisory Council on Children and Youth, the Mental Health Planning Council, the Planned Parenthood League, and the Mental Retardation Planning Council.

The many private agencies, churches, organizations, citizens groups, etc. about the state which have worked for years with many of the people who have lacked equality of opportunity are far too numerous to mention. You have observed and perhaps taken part in their variety of activities.

Earl Beatt, Director of the Family and Children's Service, a private agency in Minneapolis which is affiliated with the United Fund, believes that private agencies may be uniquely qualified for a particular role. "About 90% of the trained social workers in the country are employed by private agencies," he said, "and because of this education and experience pool, these organizations have the potential to carry out social action programs particularly well, and to do research on social problems."

He claims that the private agency has always moved ahead of government programs, and when government steps in, has gone on ahead again into other pursuits where a need exists. A preventive rather than a palliative approach is already getting more emphasis in the programs of the Family and Children's Service. An example of this would be working with normal families in education programs to help maintain their stability or to in other ways make them a better family.

A major section of the Economic Opportunity Act of 1964 authorizes funding for private non-profit agencies to carry out community action programs. The intent is to provide a comprehensive program by a wide range of community groups to help the poor become self-sufficient. How much of the resources of a community should go to help the poor? How would the poverty fight affect current programs that do not deal exclusively with families or individuals in the poverty group? In the first quarter of 1964, 28.2% of the cases of the Family and Children's Service had income under \$3,000 a year; 3.2% of the families were on public assistance, and the average family income was \$6,000.

"If private agencies become publicly financed, are they in truth still private agencies?" Mr. Beatt questions. Also if private agencies direct a large proportion of their efforts to programs which the federal gov-

ernment underwrites, a considerable readjustment of the agencies' activities would be necessary if appropriations were cut back or withdrawn. Because such extensive programs could not be financed privately, agencies will find it necessary to be cautious about the extent they become involved in these programs for this reason as well as that of preserving their original purpose.

As an example of what private agencies are able to do with the benefit of their experience, witness the two new programs which the Minneapolis YMCA has proposed. One of the programs will provide 120 disadvantaged youth from poverty areas of Minneapolis with a comprehensive work experience at their Camp Monticello property during the summer. In addition to the work experience, the program will be supplemented by counseling, remedial education, work orientation classes, etc. The boys, 15 and 16 years old, will be potential or recent school drop-outs referred to the YMCA by the school and other agencies. The second program is designed to serve 100 children in the third to sixth grades who are from disadvantaged neighborhoods and are potential drop-outs. The University Branch of the YMCA will sponsor this program and recruit some 100 university students to act as tutors for the children. This will be partially financed by federal poverty program allocations, if approved.

Another example of citizen involvement and concern is the work-training project, first conducted in 1963, in Blackduck, Minnesota. Similar to those provided in the EOA, the projects have combined practical work experience with the opportunity for career exploration. Involving boys 14 to 20 years of age (priority was given to school drop-outs and high school graduates unable to find work) a road was re-routed through the Blackduck State Park. Not only were primary skills taught, but some academic training was also given. Technical assistance, materials and tools were provided at cost through county and state departments. The balance of the cost was financed jointly by the Louis W. & Maud Hill Family Foundation and Independent School District #2, Blackduck, Minnesota. Beltrami County has now levied a tax for these projects.

## RESEARCH AND PILOT PROJECTS

The need for pilot projects, experimentation and continuing research is vital if our most valuable resource—the human resource—will be able to meet and adjust to the changes of today and tomorrow. Ten percent of the appropriation in the Vocational Act of 1963 has been set aside for research and pilot projects to meet the special vocational needs of youth. The establishment of the pilot project in the Manpower Development Training Act to encourage mobility of the worker also recognized the need for experimentation to meet the challenge of rapid change.

Although approximately 70% of the costs of research of all kinds have been met by federal funds, a valuable contribution to Minnesota and the upper Midwest, financed by private funds, is the Upper Midwest

Research and Development Council. The Council, conceived in 1958, is a regional pilot project initiated by business leadership, with the view that many important problems of economic growth and change must be resolved at local and regional levels, to encourage and accelerate economic growth. Serving the six state area of Minnesota, North Dakota, South Dakota, Montana, Northwestern Wisconsin, and upper Michigan, the Council has completed studies of this area in the past four years which are among the most extensive in the United States.

Approximately 250 men from all parts of the region serve on its board of directors and advisory committees. The results of their research with recommendations for policy positions on agricultural, industrial, and urban issues are relayed to leaders in government, education, agriculture, labor, and business. A grant has been received from the Ford Foundation to help local communities identify and adjust to economic change.



## Conclusion

In Minnesota today, as throughout the nation, there are the same changing patterns: rapid population growth with a greater proportion of youth and older women entering the labor force; drastic population shifts with increasing numbers of rural people moving to urban centers; structural unemployment with unskilled and even skilled workers not trained for jobs which go unfilled because of lack of workers with specific training to fill them; a demand for more highly skilled, trained, and educated workers while numbers of youth are dropping out of school; minority groups benefited by progressive civil rights legislation but still hampered by prejudice; and areas and pockets of poverty in a state growing in affluence and noted for its excellent labor supply.

We have seen that much is and has been done through a variety of governmental and private activities in an attempt to alleviate the problems arising from these changing patterns on the Minnesota scene and the breeding of poverty from one generation to another. Much remains to be done in the way of remedial programs rather than palliative ones and in cooperative endeavors and acceptance of responsibility by individuals and groups in and out of government before equality of opportunity in education and employment can exist in all areas and for all people in Minnesota.

Although the problems and their solutions may appear to be complex and challenging when concentrated on groups, numbers, and percentages, our perspective must remain with the individual. Professor Alex M. Bucan, Washington University in St. Louis, very succinctly states, "If we look at the goals that most of us pursue, they are in the end very simple. Making a living. Being useful in some way. Having some individual quality of excellence all one's own; whether it is a great excellence or a small one is not relevant."

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League of Women Voters of Minnesota  
State Organization Service  
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May 1965

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
ROOM 226 DUPONT CIRCLE BUILDING  
1346 CONNECTICUT AVENUE, N. W.  
WASHINGTON, D. C. 20036

November 16, 1966

Dear Mrs. Whiting:

The enclosed material is for your State Development of Human Resources Chairman. We hope you will pass it on to her. Thank you.

Sincerely,

*Jane K. Schwartz*  
Mrs. Anthony Schwartz  
President

*Henry! but I'm not  
quite sure why this particular  
program was developed -*

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
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RESOURCE COMMITTEE SUMMER READING AND WORK OUTLINE  
DEVELOPMENT OF HUMAN RESOURCES

1. Define, indicate where support for each comes from, indicate (insofar as possible) history, possibility of adoption and implementation, and indicate opposition to:

Full Employment Act of 1946  
Employment "clearinghouse"  
Guaranteed annual wage (and/or salary)  
Guaranteed employment  
Guaranteed income  
Income maintenance  
Negative income tax  
Unemployment - demand, frictional, structural, "hard-core"

2. Understand and define relationships (if any) between above and social security, poverty programs, welfare programs, civil rights and labor legislation, minimum wage legislation.
3. Develop some understanding of the concepts listed above as they fit into a political spectrum. Are some more "liberal" than others? Do some have support from so-called "groups on the right", "on the left". Which? Is this important? How?

We felt, as we made up the outline, that we might find the answers to questions 1 and 2 in resource material, which we were finding in ever-increasing amounts. We suspected that, in order to answer properly the questions contained in 3 above, we might find ourselves interjecting our own viewpoints. Therefore, we tried very hard to obtain as wide a cross-section of opinion as possible and did succeed in limiting ourselves to discussions of written and expressed opinion from many sources. As a matter of fact, we never did discuss among ourselves whether there was an underlying point of view, thought we knew, simply from choosing some areas to study and eliminating others, we might be guilty of less than complete objectivity. We decided, however, that this was a hazard with any study and determined to play devil's advocate in our member discussions, if necessary.

The bibliography used during the summer's study is substantially the one enclosed, although additional material was being published right up to the date of our unit meetings, and one major book "The Limits of Capitalism", by Robert Heilbroner, came out the weekend before our ten units.

At the recent Convention in Denver, the National Board indicated to DHR chaimen its intent to "delegate to Local and State Boards authority to treat this item 'as though it were a local item.'"

With this direction, local Leagues throughout the country will begin to examine critically the anti-poverty, education, and employment programs in their own areas, in some cases to initiate them directly, and to support those program aspects which fall within the guidelines set forth by National on the basis of this year's consensus.

Here in D.C. we will approach the item from two viewpoints. There was great interest last year in our "overall economic planning approach" and we were beginning, at the end of the League year, to examine economic concepts which seemed to appeal to our members. The ongoing DHR Resource Committee will be working over the summer to provide material for the first set of Units in September in line with this approach. We hope you will help by working on some of the following "Summer Brain Teasers." (you don't have to answer them if you don't want to! We just think you won't be able to resist thinking about them if you find them in your daily papers!)

1. Define: demand unemployment, structural unemployment, hard-core ~~un~~employment. an
2. Consider: "Income should be/automatic consideration in an affluent society and should not be achieved as a result of work, but as a right."
3. Define: income maintenance, negative income tax, guaranteed annual income.
4. Some countries outside the U.S. Provide for minimum incomes for their citizens. ~~Which~~ are they? What are they? Does the U.S.?

Answers to these questions can be found in your newspapers, the White House Conference on Civil Rights (forthcoming), the public library, and League Units on September 27, 28, 29!

The second part of our year's work will be devoted to a further assessment (undertaken last year by our local anti-poverty item Resource Committee) of programs in D.C., a continuing analysis of what is needed to secure "equal opportunity in education and employment." Units on this part of the item will be held in the late spring. We invite your participation both as Resource Committee members and as Leaguers. Help us keep you up to date by keeping informed of developments in UPO, VISTA, NYC, the Human Relations Commission, and the thousand and one other D.C. agencies. To a good, full year! Welcome!

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
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AN END TO POVERTY: ARE WE ON THE RIGHT TRACK?

In an article this summer in the Washington Post, Alfred Friendly's first paragraph states:

"The liveliest new idea in American economic thought is the proposal that everyone be guaranteed a minimum income, purely on the basis of need. It flies squarely in the face of the Puritan Ethic."

Who has proposed the "liveliest new idea"? The list includes economists, philosophers, and social workers. The report of the President's Commission on Automation, Technology, and Economic Progress, which includes representatives of labor, business, and education, gave strong endorsement to the idea. The Ad Hoc Committee on the Triple Revolution\* insists that automation will reduce the need for labor and that, therefore, some other system must be created to provide income for those for whom there are no longer jobs. The Advisory Council of Public Welfare strongly endorsed the concept of a minimum level of income as a legal right (to be provided through public assistance channels). Milton Friedman, an advisor to Barry Goldwater in the 1964 Presidential campaign and a noted conservative economist, is the originator of the "negative income tax" concept which would guarantee income to those too poor to pay income tax.

Here we have the issue of the Puritan Ethic squarely joined.

Should income be based on work?

Should income be considered a legal right?

The Employment Act of 1946 set Federal responsibility for creating employment opportunities for those "able, willing, and seeking to work" and for promoting "maximum employment, production, and purchasing power". The recent White House Conference on Civil Rights, "To Fulfill These Rights", came out strongly in favor of guaranteed employment. Walter Reuther advocates elimination of hourly wages in favor of a salary concept for his union. In New Jersey the construction trades have recently discussed the possibility of a certain guaranteed number of days' work in a single year.

Should employment alone be guaranteed? How?

We must examine further the roles presently played by welfare payments, unemployment insurance, Social Security. To what extent should aid to the poor be earmarked for specific purposes (as in these programs) without restriction on the way it is used?

(over)

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\* A liberal grouping of people including Michael Harrington, Bayard Rustin, Robert Theobald, Linus Pauling, Erich Fromm, representatives of the Students for a Democratic Society, the Center for the Study of Democratic Institutions and others.

## Development of Human Resources - continued

We might look more closely at the questions of poverty in the present generation and poverty in the future generations. Numerous proposals exist for developing and expanding education opportunities and retraining or initial vocational training for the young. In a weighing of our national resources, where should priority be placed in the distribution of funds? To what extent should resources in the war on poverty be devoted to seeking solutions to the short-run problem versus the long-run problem?

Other industrialized countries have elaborate programs for insuring income. The Scandinavian countries provide for the transfer of pension, insurance and seniority credits when a worker moves from one to another of the five countries. Would these programs (and other income maintenance programs) be incompatible with the American economic system?

For over two years, the League has worked on the DHR item. We have examined numerous programs which have been enacted in the past few years and have a number of broad positions which permit us to evaluate the effectiveness of these programs in our own communities.

Last year, as we studied several recent laws which commit money and national resources to alleviating the problems of inequality of opportunity in education and employment, some of our members began to be concerned that the programmatic approach would provide piecemeal and inadequate remedies.

In our Anti-Poverty Workshop last spring, Mr. Leon Keyserling offered some alternatives to the programmatic approach. In two of our DER units, the questions of direct payments to the poor, guaranteed employment and/or supplemental income plans were suggested. After Convention in Denver in May, the resource committee began to look more closely at some of these suggestions.

We invite you, after a summer of thinking and following your newspapers, to a discussion on some of these issues at the first set of units, to be held on September 27, 28, 29. We will probably not even begin to cover all these issues. We hope that you will direct the discussions into those areas which appeal to you most. We promise to try to answer your questions, to present areas of discussion, disagreement, personal opinion and fact for your consideration and to leave with you a full bibliography on our "Summer Reading". Perhaps you will wish to do some "Snappy Fall Reading".

We invite you, too, as you talk and think, to ask yourselves whether the League itself, in this DHR item is "On the Right Track"? Please do come and JOIN our discussions. Let us reason together!

Ann C. Macaluso, Chairman  
Elaine Fleischer  
Joan Lawson  
Louise Perry  
Nan Robinson

N.B. These units are for discussion purposes only.  
There will be no consensus.

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
1346 Connecticut Avenue, N.W. Room 730  
Washington, D. C. 20036

UNIT DISCUSSION OUTLINE

Introduction:

During the past two and one-half years, Leagues across the country have been studying ways to improve American society in the face of a series of crises. We have tried to confine ourselves to the fields of education and employment, but have found ourselves frequently in a "first-the-chicken-or-the egg" quandary involving housing, health, geography, psychology, political philosophy and underlying all - ECONOMICS. For the most part, we will spend this two-year period on an evaluation of DHR programs at the local level. For this first set of units, however, the D. C. League has undertaken an exploratory study - FOR DISCUSSION PURPOSES ONLY - of some economic theories designed to eliminate poverty and attempt to insure equality of opportunity. WE SEEK NO CONSENSUS TODAY. Our sole purpose is to stimulate your interest and imagination, and to invite your participation in one of the Great Debates of our time.

Part I - The Puritan Ethic

Why do we feel, in America, that hard work has a positive moral value, and that only those who toil are deserving of the bread and fruits of life? It has not always been so in other countries and may not always be so. Not all Americans have been raised with an unquestioning belief in the Puritan Ethic? Where did we get it?

The Puritan Ethic has become the hallmark of the bourgeoisie. In the United States the virtue of work for its own sake, of thrift and of the "bootstrap theory" has become a religious tenet. Folk heroes, such as Paul Bunyan, Casey Jones, John Henry, extol the virtues of hard work. There are those who suggest that the United States middle class fostered the belief to keep people working in factories during the growth of industrialization.

One writer, Max Lerner, however, believes that the Puritan Ethic is dead: "What has replaced it on the employers' side is the ethic of efficiency and profit and on the workers' side the ethic of security and success."

If work as a goal has become meaningless, if industrialization has resulted in a loss of dignity in work, why do we hold to the Puritan Ethic?

Why has inherited wealth been acceptable to middle-class society?

What can we do in a society where more people exist than jobs? (Depression of Thirties and subsequent recessions are examples.)

The idea of "guaranteed income" is that man, in an affluent society, is entitled to income enough to guarantee him an acceptable "minimum standard of living." One school of thought says that man in an affluent society has a right to a "guaranteed job."

The Federal Government has been moving in the latter direction since the Full Employment Act of 1946. Numerous organizations have supported its development and expansion.

Should income be guaranteed? Should employment be guaranteed? Both? Which One? Either? Why?

What should be the role of the Federal Government in making work available to all, in the whole economy? How far should it go?

Economists define unemployment in a number of ways. Your glossary will explain them. For our purposes today we will define unemployment as covering:

1. Failure of jobs and people to be matched because aren't trained to do jobs that need doing.
2. Small numbers of unemployed who are leaving one job to go to another.
3. Failure of economy to require services of people with skills available to work.
4. (Separate but important) The aged, the handicapped (physically, mentally and psychologically), the totally dependent who have no active tie with the employment economy.

The Federal Government has placed itself on record as favoring full employment.

What is its responsibility to each of these groups?

How far should the Federal Government be prepared to go in carrying out its commitment? (In priority terms, budget terms, public policy?)

What means is the Federal Government using? Should use?

## Part II - Income Maintenance

In the United States, we do have some programs which seek to provide income for the unemployed. Among them are programs of Social Security, Unemployment Compensation, and Public Welfare. In effect, if not in intent, which of the types of unemployment do each of these programs benefit?

Other countries provide income security in other ways. In Japan the employer is responsible for guaranteeing employment, pensioning and job security for his employees. Because of this tradition, there is very little labor mobility and an employee generally stays with his employer for his job life. In the 5 Scandinavian countries, a worker moving from job to job and even from country to country carries with him his pension,

insurance and seniority credits. In Great Britain, an elaborate system of welfare payments, medicare and other benefits is administered by the government.

Do you consider the types of U.S. income maintenance programs listed above to be adequate? How do they differ from those of other countries? Are there types of unemployed not covered by the present programs? What other programs do you feel should be added?

Two major suggestions have been made for revising our income maintenance system. One, by the Advisory Council on Public Welfare, would set a floor under welfare and income under which no family would be permitted to fall. Criteria would be developed nationally and the program would be based entirely on "need." The other, popularly known as the "negative income tax" proposal, would subsidize directly those people who do not earn enough to pay income tax. One of its proponents, Milton Friedman, would substitute "negative income tax" for all present welfare programs and would provide up to one-half of the nationally accepted poverty level. Another proponent, James Tobin (an economics professor at Harvard), would equate the "subsidy level" with the "poverty level" and continue existing programs.

Should either of these approaches be considered by the Federal Government? Do you have any feelings about which the proper agency is for administering an income maintenance program - The Bureau of Internal Revenue, the Department of Public Welfare, HEW? Other?

The cost for one year of a broad "negative income tax" proposal has been estimated at between 11 and 20 billion dollars. In your opinion, does this estimate influence consideration of such a program? How should the costs of present welfare programs, the substitute proposals and the overall national budget be weighted?

### Part III - Economic Planning

Any discussion of budgeting and priorities leads inevitably to the question of economic planning. What has the Federal Government done in this direction to date and what is it presently doing? A bill presently before the Senate sets Federal standards for 13 weeks of unemployment compensation during a "recession." This is a significant measure, leading into the conscious planning field.

Robert Heilbroner, in a highly important article in Commentary magazine, has the following to say about planning:

"...the economic malfunction has periodically racked capitalism over the last hundred years and ... nearly caused its demise in the 1930's.

"The persistent breakdowns of the capitalist economy can all be traced to a single underlying cause: the anarchic or planless character of capitalist production. So long as the output of individual firms is guided solely by the profitable opportunities open to each, without regard to the state of the market as a whole, economic short-circuits must result whenever the output of all firms fails to dovetail with the structure of demand...

"...reformers have long advocated planning as the remedy for capitalist depressions or stagnation. The trouble has been, however, that much of the planning which its partisans have urged upon it has been incompatible with the institutions of capitalism.

"...a great deal of planning is virtually inevitable over the coming decades, but it is likely to be used in support of the main institutions of capitalism rather than as a means of replacing them..."

Do you agree with the quote? What measures do you think might be tolerable to the business community? What might not be? How far can our capitalist system, and government planning, go in "consciously designing the economic future?

Remembering the "Puritan Ethic" and the existing programs, with some awareness of the role of the Federal Government in a capitalist society, does the concept of "guaranteed income" have validity for you? The concept of "guaranteed employment?" Any similar concepts? Programs? Other?

Summarize:

N. B. We did not distribute the Glossary and Bibliography until the end of the unit discussions and felt this enabled us to have a more meaningful degree of member participation. Many of our members took the additional material home with them for study and discussion.

We did find that our background material was inadequate in the area of foreign income maintenance programs and economic systems. Lack of time over the summer prevented adequate research in these areas.

Most of our units preferred to discuss Parts I and II of the outline and we encouraged them to do this. Two units went very far with a discussion of economic planning and were extremely well informed. The Outline was used as an outline only. Each discussion leader adapted it for her particular unit and translated it into her own words.

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
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SUGGESTED READINGS

BOOKS

Keyserling, Leon H., Progress or Poverty, December 1964, Conference on Economic Progress, 1001 Connecticut Avenue, N.W., Washington, D. C. 20036, 146 pp. \$1.00

Data on poverty in U. S. Examines poverty in perspective of U. S. economic performance. Projects overall goals for 1970 and 1975.

Keyserling, Leon H., The Role of Wages in a Great Society, Conference on Economic Progress, 1001 Connecticut Avenue, N.W., Washington, D. C. 20036 114 pp. 50¢

Discussion of wage rates, profits, incentives and investment, with particular emphasis on minimum wage.

Levitan, Sar, Programs in Aid of the Poor, December 1965. 59 pp. Single copies available free from the W. E. Upjohn Institute for Employment Research, 300 South Westnedge Avenue, Kalamazoo, Michigan 49007.

Analysis and evaluation of existing income maintenance programs for the unemployed and employed poor, analysis of alternative programs such as negative income tax and listing of priorities in war on poverty.

Poverty in America, University of Michigan Press, Ann Arbor 1965. 532pp. \$9.00

Broad overview of suggestions for conducting the war on poverty and alternative proposals. Emphasis here is on economic approach, but also covers breaking down of social barriers and improving motivation.

Samuelson, Paul A., Economics, McGraw-Hill Book Co., Inc., N. Y. 1961, "Introduction" and chapter on "Fiscal Policy and Full Employment Without Inflation."

Standard textbook on economics. New editions are frequently issued. Some knowledge of aggregate economics is desirable and helpful (and readily available in this text) but chapters noted above can be read on their own.

Theobald, Robert, (editor) Guaranteed Income. Doubleday, \$4.95

Essays from economists, social workers, philosophers on the theory and concepts of guaranteed income.

BOOKS - (cont'd)

Wadsworth, Poverty: American Style, Belmont, California, 1966. 302pp.  
\$3.95

Arguments in favor of creating conditions of full employment; questions on the present OEO approach and analysis of current thinking. Raises a number of questions, but does not offer ready-made solutions.

Weisbrod, Burton A. (editor), The Economics of Poverty: An American Paradox, 1965. 178 pp. \$1.95 (paperback), Prentice-Hall, Inc., Englewood Cliffs, N. J. (Paperback No. - Spectrum-131)

Selections by Michael Harrington, John Kenneth Galbraith, Milton Friedman and others on the general character of poverty and on various proposals and programs for alleviating it.

Ad Hoc Committee on THE TRIPLE REVOLUTION, March 22, 1964, 1120 Connecticut Avenue, N.W., Washington, D. C. 20036.

Presents case for guaranteed income on "cybernation, Weaponry and human rights revolutions."

Advisory Council on Public Welfare, "Having the Power, We Have the Duty", June 1966, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402. 122 pp. \$1.00.

Recommendations for a comprehensive program of basic social guarantees including Federal-State cooperative program, with Federal standards, for setting a floor on individual and family income, to be based on "need."

Conference on Economic Progress, Jobs and Growth, 1001 Connecticut Avenue, N.W., Washington, D. C. 20036. 89 pp. 50¢

Describes "unemployed" and sets forth "American economic performance budget."

Economic Report of the President, January 1965, U. S. Government Printing Office, Washington, D. C. 20402.

Also contains the Annual Report of the Council of Economic Advisers.

Economic Report of the President, January 1966, U. S. Government Printing Office, Washington, D. C. 20402.

Contains Annual Report of the Council of Economic Advisers and a Special Chapter on the analysis of progress made under the Full Employment Act of 1946.

White House Conference Final Report, To Fulfill These Rights, June 1-2, 1966, Washington, D. C., p. 39-54.

Summary of Conference discussions on Economic Security and Welfare.

BOOKS (cont'd)

National Commission on Technology, Automation and Economic Progress, Technology and the American Economy, February 1966. 115 pp. 75¢. U. S. Government Printing Office, Washington, D. C. 20402.

Analysis of pace of technological change and its impact on employment, and recommendations on ways to adjust to such change. Important recommendations on fiscal and monetary policies, education and training, employment and a national job "clearinghouse."

Office of Economic Opportunity, The Better War I and The Better War II, A Long Journey, Washington, D. C.

Reports from eight major newspapers on the "War on Poverty." Several reports cover economic aspects, including negative income tax and income maintenance.

MAGAZINES

ADA World, Volume 21, Number 7, August 1966, Americans for Democratic Action, 1223 Connecticut Avenue, N.W., Washington, D. C. 20036.

Listing of ADA domestic policies in economic and income maintenance fields, p. 13-17.

Commentary, American Jewish Committee, Volume 41, N. 4, April 1966. "The Future of Capitalism," Robert L. Heilbroner.

Essay from the author's forthcoming book, The Limits of American Capitalism. Broad overview of the changing nature of capitalism, together with an analysis of the ability of existing institutions to meet future needs of society and limits beyond which changes will not take place.

Daedalus, Journal of the American Academy of Arts & Sciences, Volume 94, No. 5, Fall 1965 and Volume 95, No. 1, Winter 1966. "The Negro American" N. B. James Tobin's essay, "On Improving the Economic Status of the Negro."

Articles on the condition of Negro life in the U. S. by economists, novelists and critics, professors, lawyers and businessmen. The Tobin essay documents the case for the negative income tax approach.

McCall's, September 1966, "Without Portfolio," Clare Boothe Luce.

Answer to question on Civil Rights Act. Presents personal viewpoint on income maintenance.

NEWSPAPERS

Friendly, Alfred, "Puritan Ethic Boggles at Idea of Even Any Pay for No Work," The Washington Post - Outlook, July 24, 1966.

Presents argument between Puritan Ethic and a number of proponents of guaranteed income proposals.

Raskin, A. H., "Payment by the Hour? The Week? The Year? For Life?" New York Times Magazine, September 4, 1966.

Presents union position on single pay standard.

REVIEWS

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
1346 Connecticut Avenue, N.W. Room 730  
Washington, D. C. 20036

GLOSSARY

Full Employment Act of 1946

An important piece of economic legislation which set forth for the first time the Federal Government's commitment to full employment and established the Council of Economic Advisers and its annual report. A pertinent quote follows:

"The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practicable means ... for the purpose of creating and maintaining...conditions under which there will be afforded useful employment opportunities...for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power."

Guaranteed Annual Wage

A proposal by certain unions (particularly the United Auto Workers) based on the slogan "Workers have to live by the year; they should be paid by the year." In effect, the guaranteed annual wage would pay blue-collar workers by the white-collar system, or would change the "hourly wage concept" to a "salary concept."

Guaranteed Employment

A proposal whereby the Federal Government guarantees the availability of jobs to those able, willing and seeking to work.

Guaranteed Income

Provision by the Federal Government for a minimum level for individual and family income, below which no one would be expected to live. Income would be brought to a minimum through increased welfare, negative income tax, or other measures.

Income Maintenance

Term used to describe a number of existing and proposed public programs which provide income. Examples are unemployment compensation, Social Security, welfare payments.

Negative Income Tax

Method of guaranteeing income. Payments to the poor would be calculated on the basis of the unused exemptions and deductions to which these non-taxpayers would be entitled if they were paying taxes, or, on the basis of the amount by which their income falls below that level at which it is determined that poverty ends. Milton Friedman is its chief proponent. John Galbraith has termed the concept "reverse income tax."

## Puritan Ethic

The 18th Century theological concepts which stressed the virtue of work, the acceptability of profits, and the leadership of "the elect." A working definition follows:

"On the whole it is no mistake to regard the Puritan revolution as primarily a rebellion of the capable middle-class, whose growing trade interests demanded a larger measure of freedom than a paternal king and a landed aristocracy were willing to grant.... From the Puritan conception of the stewardship of talents came a new ethic of work that provided a sanction for middle-class exploitation, by supplanting the medieval principle of production for consumption with the capitalistic principle of production for profit; and from the conception of the dignity of the individual came the sanction for the self-pride of the merchant that sustained him in his encounters with a domineering aristocracy."

## Main Currents in American Thought by Vernon Parrington

### Unemployment, Types of

Demand - Failure of economy to require services of people with skills available to work.

Frictional - Small numbers of unemployed who are leaving one job to go to another.

Structural - Failure of jobs and people to be matched because people are not trained, or geographically at hand, to do jobs that need doing.

(The term "hard-core unemployed" is used in some of the literature listed in the bibliography. It does not technically fit in the "unemployment" definition, since it includes the aged, the handicapped - physically, mentally and psychologically - and the totally dependent, who have no active tie with the employment economy. This group does not appear in the employment or unemployment figures released periodically by the United States Department of Labor.)

LEAGUE OF WOMEN VOTERS OF THE DISTRICT OF COLUMBIA  
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EVALUATION

Units - Attendance was good, discussion brisk, and elicited viewpoints from every one. The profile of our Local League, which emerged from our discussions, was most valuable. We discovered diversity of opinion heretofore unsuspected and a wealth of knowledge. In general, the atmosphere of free discussion was welcomed. There were two complaints that it was a "philosophical discussion" and UnLeaguelike. Many members requested additional information. For the most part, our members want more meetings where they may simply exchange points of view. They liked, too, the feeling that they were more personally involved than they tend to be when a resource committee presents more material. This kind of meeting lends itself particularly well to the discussion leading process, although we feel the material could be presented also in lecture form. From the outset, we were aiming for member involvement and individual pursuit of information.

Resource Committee - This type of study requires great self-discipline. Our committee was small, five members, but quite workable and the burden of leading two units each was not too great. It is necessary for the chairman to have clearly in mind the mechanics of carrying out a study of this nature, but a "hidden agenda" must be transmitted to committee members fully and faithfully. We found the summer period to be just about long enough and feel a study like this can best be done in a brief period of concentrated work. We were careful to limit our meetings to an exploration of factual and theoretical material and never did articulate agreement which might exist among us.

Background Material - Most of the articles were highly readable and stimulating. Several of the reports were so controversially written as to force us to study further on technical points. The books are all good. We all read all summer and thoroughly enjoyed ourselves. We talked over lacks in our formal education in the fields of economics and political science and discovered we could, on the basis of our League experience, cope with most of the theory and translate the thoughts into laymen's language. It was, indeed, a heady reading and study experience.

Pitfalls to be Avoided - We strongly advise a written introduction, carefully explaining the purpose of the meetings (to arouse interest) and delineating the role of the study outside the regular League procedure. Each member of the Resource Committee would benefit from some familiarity with discussion techniques. Every effort should be made to avoid "emerging agreement" to be recorded as consensus. While there was some general agreement in a number of our units, we felt we could honestly say no consensus had been reached. And finally, there is danger, in this kind of program, of so stimulating interest that your members want to continue the study. This is the reason we strongly stress the need for careful explanation and briefing of everyone concerned.

Suggested Ideas for Unit Presentation

- I. Re-read chapters 3 and 5 of Human Resources - Minnesota's Changing Patterns
- II. Study the "Human Resources Newsletters" for December 1965 and October 1966. Note particularly the sections which will give background for the local programs. For example, study the formula for granting funds for Title I of Elementary and Secondary Education Act.
- III. Be prepared for the following questions:
  1. How can parochial schools participate in the federally financed programs?
  2. What have been the chief criticisms of the education programs by the school men who administer them?
  3. How can Rochester public schools qualify for funds when the community is relatively affluent?
  4. Are only children of the so-called poverty group eligible for the projects in the schools?
  5. How much federal control is involved?
  6. How does a school or community make application for a grant?
- IV. If you need help, call me after 4 P. M. or weekends at At.2-5075. No help is guaranteed, but I'll try hard.

[1967]

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PROGRAM FOR HUMAN RIGHTS

Arne Carlson  
Candidate for Mayor

April 12, 1967

## PROGRAM FOR HUMAN RIGHTS

Perhaps the most important problem we must deal with as Americans is learning how to live full and satisfying lives in the city. We have become city dwellers quickly and we are discovering that there are painful adjustments that must be made. The purpose of this paper is to propose a program for the people of this city. I have tried to outline a comprehensive approach to human rights. To begin, permit me to state my basic assumptions.

ASSUMPTION NUMBER ONE: OUR GOAL IS TO MAKE MINNEAPOLIS A CITY WHERE MEN AND WOMEN CAN LIVE IN DIGNITY AND FIND FULFILLMENT.

While it is true that government cannot heal the souls of men, it can be instrumental in establishing an environment in which people have the opportunity to fulfill their potential for the mutual benefit of themselves and society. This means that there should be equal vocational and educational opportunities for each citizen. The opportunity for creative expression and happiness must be the right of every person. It is the responsibility of government to cooperate with its citizens to provide the optimum conditions so that this goal can be fulfilled.

ASSUMPTION NUMBER TWO: IF GOVERNMENT IS TO PLAY A MEANINGFUL ROLE, IT MUST BE A CENTER OF COMMUNICATION FOR THE ENTIRE COMMUNITY.

In spite of the fact that officials are elected by the people, very often they do not have good communications with their constituents. The communication conflict is two sided, and it is pointless to try to place the blame on one party. Too often people feel that "you can't fight City Hall" as if government were something entirely separate from them. On the other hand, elected officials must deal with the problem of public apathy. We must create a fresh realization of the American principle that people are government. This can happen only when citizens are convinced that government is their government and that it is open to them.

On a somewhat different level, government can take the initiative in communication by bringing various community service organizations together to analyze problems, share concerns, and map out strategy for a concerted attack on problems. Government in many instances can open new avenues of service for concerned citizens. The open type of exchange which I encourage means that there will be conflict, but it is my belief that only through airing the interests of all the people do we arrive at workable solutions.

ASSUMPTION NUMBER THREE: THE OFFICE OF THE MAYOR CAN BE THE KEY TO HUMAN DEVELOPMENT IN THE CITY OF MINNEAPOLIS.

There is a mistaken impression that the mayor of Minneapolis has virtually no power. It is true that the delegated powers of the mayor are limited, but as a force for initiating ideas and marshalling public opinion, the powers of the office are considerable. Permit me to list quickly some of the powers the mayor has.

- 1) He is the only elected official who speaks for and on behalf of the entire city.
- 2) He is the only person who sits on every board in city government, except School Board.
- 3) He is the only person in the entire city who has the legal right to address the City Council.
- 4) He has direct control over the Police Department.

It is apparent that these powers allow the mayor opportunities for creativity and initiative. The mayor can bring together people who cannot be brought together by anyone else; he can galvanize public opinion; and he can set the tone of leadership for the city. If elected mayor, I would take the initiative to bring people together and harness our human resources to solve our problems. In this paper I will indicate some of the ways I will attack the causes of the concerns confronting Minneapolis.

ASSUMPTION NUMBER FOUR: MY UNDERSTANDING OF THE ROLE OF GOVERNMENT IN HUMAN RIGHTS IS FUNDAMENTALLY BASED ON OUR GREAT HISTORICAL DOCUMENTS.

Very often documents like the Declaration of Independence

and the Constitution are misused to support various positions. Nevertheless, they are highly important documents. They offer a lofty understanding of the dignity and rights of every human being. There are those moments when their greatness strikes us in a new and fresh way. Just recently I had this experience. Because of this I would like to explain my Program for Human Rights within the framework of the sentence all men are created equal and endowed by their creator with certain unalienable rights and among these are Life, Liberty, and the Pursuit of Happiness. This is a great sentence. If we explore it, we find that it provides us with a comprehensive understanding of the role of Government in the area of human rights. With this in mind I have divided the remainder of this paper into three major categories: LIFE, LIBERTY, AND THE PURSUIT OF HAPPINESS.

#### I. L I F E

It seems to me that we justly paraphrase life to mean the right to be a full participant in our society. This is most certainly part of the intent of the founding fathers. A person who is denied the opportunities of our society, who is not accorded dignity as a human being is not sharing in life. Unfortunately, there are people in our city who are trapped by circumstances beyond their control. Government has the responsibility to promote the programs and conditions that will give the right of life to these people. This group of people includes the economically under-privileged, the educationally under-privileged, the socially under-privileged, those who are discriminated against on the basis of race, color, religion or sex, as well as the mentally and physically handicapped and many of our senior citizens.

Government has the obligation of providing the right to a decent life to every citizen. It is both a moral and legal imperative to unrelentingly press toward this goal. We must become more aware of the interrelatedness of the problems of the disadvantaged. To a great extent, the problem of inadequate

education and poverty are linked together. Both of these problems are often faced by minority groups in our city. I propose a comprehensive attack on the roots of the problems facing these people who have not been able to find 'life' in Minneapolis.

#### A POSITIVE WELFARE PROGRAM

Unfortunately, the word welfare is a loaded term usually met by an emotional response. It brings to the surface resentment, sympathy, and most of all, irrationality. In the past, controversy has raged on topics ranging from the competency of welfare staffs to the size of relief allotments. Seldom, however, has there been discussion about the basic problem which is the nature of the role government should play in helping those in need to help themselves.

The city of Minneapolis has made a significant commitment to those in need. About 10% of the city budget is earmarked for the Board of Public Welfare. Over \$5.8 Million was spent in 1965 to assist more than 2,700 families and to provide the city with a Corrections Department, Public Health Service, and counseling facilities.

Much of the criticism of the Welfare Department has been unfair, but at the same time, there is always the challenge to improve. The fact that the welfare budget continues to grow indicates that we are not successfully doing the job of making it possible for the economically disadvantaged to share in life. We must commit ourselves to this goal.

#### AN EXPANDED CONCEPT OF THE MINNEAPOLIS BOARD OF PUBLIC WELFARE

One of the major problems in welfare is the proliferation of agencies which causes confusion and a significant lack of consensus. If our efforts are to meet with success, our attack must be unified. Presently the Minneapolis Board of Public Welfare does little beyond ratifying or rejecting expenditures. It could perform a much more significant function. By calling upon experts outside its membership, the board's effectiveness could be greatly enhanced. In addition to the present staff structure, it should have representation from the following organizations:

Hennepin County Welfare  
Manpower Development and Training  
Twin Cities Opportunities Industrialization  
Center (TCOIC)  
Housing and Redevelopment Authority  
United Fund  
Representatives from the Catholic, Jewish,  
and Protestant Communities

Furthermore it is essential that the Board of Public Welfare have the broadest possible representation. For example, at present there is no one from North Minneapolis on the board. It is imperative that this situation be remedied. The following are areas in which the Board of Public Welfare could exercise a supporting and coordinating influence.

#### TRAINING AND RETRAINING:

Under the Manpower Development and Training Act, a person interested in developing job skills can receive retraining or initial training at no cost. As a matter of fact he may receive training allowances, commuting costs, and free study materials.

The Welfare Board could be most helpful in settling current disputes over the interpretation of this law and also in making certain that all qualified people are properly enrolled.

During this age of automation, training, retraining, and education are the keys to reducing welfare loads. The MDTA must be even more effective in Minneapolis than is currently the case. It also must become a more integral part of the overall welfare program.

#### TCOIC:

One of the most encouraging efforts in progress at the moment is the Twin Cities Opportunities Industrialization Center. Its very fine program is aimed at training and placing individuals previously unemployed. This is a wonderful way to salvage human resources from the perspective of both society and the individual. TCOIC makes it possible for people to share the right to fuller lives. THE TCOIC program depends to a great extent upon community cooperation. The firms and individuals which are participating in it are to be congratulated

and encouraged. I am convinced that this is an area in which the mayor can play a significant role. The mayor can encourage this program by inviting increased participation, trying to broaden public support, seeking to open new doors, and encouraging similar projects.

THE ANTI-POVERTY ACT:

Minneapolis has begun to benefit from the Work Experience and Training Projects under Title V of the Economic Opportunity Act. In January fifty seven people "graduated" from the program and became employed. These people were formerly receiving welfare payments amounting to approximately \$124,000. Some of this figure is federal money, the local share in the reduction of welfare payments is about \$93,427.00.

The fifty seven graduates are symbols of the genuine success of the program. They have entered a new phase of life in which it is possible for them to find meaning and to become contributing members of society.

The board of Public Welfare must take a responsibility in seeing that programs like this one are fully utilized by the city of Minneapolis.

SOCIAL DIRECTORY:

Unfortunately, a person on welfare is often shuffled from one agency to another. Usually one agency does not know what the other has done. The result is wasted time and effort on the part of the social worker and frustration for the recipient.

The need for a social directory is genuine. It would contain the names and records of all those involved in one or more welfare programs. The Board of Public Welfare would have access to the directory, but it should be handled by the Hennepin County Welfare Board.

WORK PROJECTS:

When able bodied Welfare recipients are unwilling to enter into the various work training programs available, they should have the alternative of either working on municipal projects or not receiving welfare assistance. To

some people this approach may be anathema, but given our present structure, I agree with those who maintain that discipline is sometimes necessary. Detroit and St. Louis County (Duluth) have tried this approach with excellent results. They have found that most participants tend to find employment elsewhere or become more willing to develop further skills.

In Minneapolis this approach would be utilized through the cooperation of the Park Board, Library Board, and the City Engineer's Office. In addition, it may be possible to induce private industry to participate.

#### WELFARE ABUSES:

The Board of Public Welfare should have a committee to establish standards and enforce them. The entire Welfare program must be administered fairly and with compassion, but it will not be effective if frauds are allowed to exploit it.

#### FULL UTILIZATION OF PERSONNEL:

I strongly recommend that the Board invite a committee of experts to study the problem of the "Peter Principle" applied to Social Work. In a very fine article in Personnel Information of March 1967, (a periodical of the National Association of Social Workers) Robert M. Webb shows that as in any other hierarchy, social workers tend to be promoted until they reach a job which they cannot competently handle and then remain there. For example, a person who does an excellent job as a case worker will probably be rewarded by a promotion to a lower level administrative position. It may be that he is not competent in his new task. He will not be promoted, but it is unlikely that he will be discharged. Therefore, he is frozen at a level of personal incompetence. This can and often does happen at all points in the structure of the hierarchy.

I suggest that this committee study the problem and develop personnel policies that will make for the best possible utilization of talents. For example, it may be that pay raises should be established to reward competent performances rather

than promoting people to jobs in which their talents are wasted. The problem is complex, but this is further reason for us to tackle it.

It is clear that our welfare program can be more successful than it is now. I repeat, it must be administered fairly and with compassion. However, the mark of success is not how much money we spend, but how the human resources of our city are reclaimed.

#### FURTHER APPROACHES

##### NEIGHBORHOOD DEVELOPMENT:

One of the major problems and in some ways a major cause of the problems faced by the disadvantaged is the deteriorated neighborhoods in which they must live. These neighborhoods perpetuate the circumstances which make it close to impossible for the people who live in them to be full participants in our society.

Unfortunately many large-scale programs result in reshuffling people and destroying the community. Too often there is a tendency to judge a community on the basis of its physical appearance rather than analyzing its people and its leadership. We exclude people from decisions which affect them because they are poor or because they live in a poor neighborhood.

Before anything is done in any community, the community leadership must be consulted. It makes no difference whether the project proposed is a "spot zoning" permit or an urban renewal project.

I propose the formation of a Citizen's Community Action Program. The fundamental building block of this program will be the neighborhood organization. Minneapolis has many identifiable neighborhoods. Fortunately, some of these neighborhoods have excellent action groups. These groups must be encouraged and expanded, and I am convinced that government can stimulate the formation of neighborhood groups where they do not now exist. This is imperative. Good government depends upon involvement. We must not lose

sight of the democratic principle that WE are the government.

The neighborhood organization would seek the broadest possible representation. There will be many conflicting opinions, but through dialogue some sort of consensus can be reached. A city cannot afford to have any of its problems hidden.

The responsibility of the neighborhood organization would be to list the problems of the neighborhood indicate the goals which they would like the neighborhood to achieve, establish a list of priorities, suggest ways to implement the solutions to the problems, and choose their leaders.

To provide city-wide direction to the Citizen's Community Action Program I propose the formation of an Executive Council comprised of the heads of the Park Board, Library Board, School Board, City Council, and the mayor. The Council would also include one staff person of each representative.

It is not the purpose of this program to usurp any existing programs, but to coordinate and stimulate efforts to rebuild our city using all resources available.

The exposition of the program here is brief and incomplete. If you wish for a more detailed explanation of it, please request my paper on the Citizens Community Action Program.

#### HOUSING AND URBAN ACT OF 1965:

Minneapolis is already beginning to benefit from this legislation. It provides federal funds for a rent certificate or rent subsidy program. The purpose of this approach is to offset some of the obvious pitfalls of Urban Renewal. Chief among these is the fact that Urban Renewal does not benefit the displaced poor.

I propose that the Board of Public Welfare and Minneapolis Housing Authority establish a committee to make certain that people who qualify have the opportunity to share in this program.

The program, if administered properly, would allow impoverished families to live in better housing through the use of a governmental rent subsidy. The amount of the subsidy would depend upon the need and size of the family.

One of the main benefits to be derived from this program is that it would move toward the elimination of ghettos. For instance, a family of five currently living in slum conditions may be eligible for a rent certificate. With the aid of this certificate, they could move into better housing. This would tend to make slum property less profitable and increase the need for new and rehabilitated housing.

The Housing and Urban Act can be a major tool for achieving our goal of making Minneapolis a city in which each citizen can participate fully in its life.

#### OTHER FEDERAL PROGRAMS:

There are many federal programs of which the Board of Public Welfare must be aware. It is beyond the scope of the Board to oversee them all, but it should work with them for greater effectiveness and coordination.

OPEN SCHOOLS: Schools are perhaps the most important instrument we have for making it possible for our citizens to become full participants in our society. We are all thankful for the degree in which our schools have helped us. However, our schools are presently in a very critical situation. In view of this we have two goals.

#### RESTORE OUR SCHOOLS TO EXCELLENCE:

If we are to keep the young family, which our city desperately needs, our schools must be able to compete with the best that the suburbs have to offer in terms of quality education. Education is a magnet for young people and young people are a necessity for a healthy city. I will speak more fully of this later.

TO MAKE OUR SCHOOLS COMMUNITY CENTERS:

It is a tragic waste that the doors of our schools are closed at about 4:00 P.M. The evening hours are the time when the schools can be utilized for a wide variety of community programs. It can be used for adult education courses, for recreation, for social gatherings, for offering special training programs for high school dropouts, in short a wide range of activities of benefit to the neighborhood.

Some cities have begun to operate their schools in this way with excellent results. Flint, Michigan is an example of this. Flint is in the fortunate position of having the financial support of the Mott Foundation. At the moment Minneapolis does not have funds to begin an extensive program.

However, I propose that we work toward this goal in the following manner:

1. We immediately establish the policy wherever possible of having our schools open in the evenings. At first this may simply allow for a broader use for social and recreational functions, but the principle will be established.
2. We strive for more funds to adequately run our school system.
3. We sell this program to individuals and organizations in our community and the nation with the likelihood that there will be parties interested in providing funds for the type of program we envision.

It is apparent that this is an area of promise which should be pursued with hard work and creative imagination.

The programs and ideas which I have outlined above provide the basis of what I believe is a comprehensive approach for working toward the elimination of the obstacles which prevent people in Minneapolis from participating in the "life" of our city.

## II. LIBERTY

The inalienable right of liberty can be paraphrased as the right of a citizen to choose his own destiny. This too is a human right which is a responsibility of government to protect and enhance under our constitution. Too often we consider liberty or freedom as a negative right -- as freedom from something. Liberty must be positive to be meaningful

In this section I will outline my program as it relates to the ordinary citizen, the ordinary citizen as a victim of crime, and the criminal as one who misuses liberty, but toward whom we also have a responsibility.

#### THE ORDINARY CITIZEN

We are all familiar with the liberties which we take for granted. An individual has the right to choose his vocation, to choose his place and manner of dwelling, to say what he thinks, to advance himself vocationally and educationally, to be respected, and to be a responsible citizen. The following are programs which I propose for the purpose of enhancing the liberties of the ordinary citizen.

#### TAX RELIEF FOR THE HOMEOWNERS:

For a complete exposition of my position on taxes, I urge you to request my program paper on the subject. I simply wish to indicate here that I believe that tax relief for the homeowner is essential in a program for human rights for the ordinary citizen.

Too many of our citizens are finding it burdensome to own their homes. This should not be the case. It is not fair that the homeowner should carry the main load of financial responsibility for the city. This is particularly true of the retired homeowner. We must recognize the contribution that he has made during his productive years to our city. In view of this it simply is not fair that he be pressured out of the home which has been his investment because he still must continue to carry the city's financial load. In my program for taxation, I have outlined what I feel to be a more equitable and adequate tax structure.

#### ADEQUATE PUBLIC SERVICES:

The citizen has the right to expect adequate services for snow removal, cleaning and upkeep of the streets, sewage disposal, and pollution control. Many of the problems we are facing today are becoming more complicated. It is the responsibility of government to keep pace with the rapid technological advances of our time both in terms of the problems they create

and the solutions they offer. Of particular concern is that we take the necessary steps to purify our air and to keep it pure. One report states that breathing Minneapolis air is equivalent of smoking 7 cigarettes a day. The problem will get rapidly worse if we do not initiate remedial measures at once. The air pollution problem, to be dealt with effectively, must be handled on a metropolitan basis.

We face basically the same situation in regard to water pollution. There are exciting possibilities proposed for the utilization of the waste materials of the water purification process. This is the type of creative idea we need if we are to deal effectively with such problems. Minneapolis cannot wait for some other community to take the initiative. We must be on the forefront in the fight against these hazards.

#### TRANSIT:

There is little disagreement that a major city needs a basic freeway system. At the same time it is becoming apparent that freeways are a mixed blessing. They can strangle the life out of a city. I strongly oppose more freeways once our basic system is complete.

Minneapolis requires an efficient Rapid Transit System. Fortunately, a few concerned community leaders have organized a Metropolitan Transit Committee. The current legislature will probably give the committee official status. This will be an important step. It must be a matter of policy that rapid transit be given all the encouragement possible.

#### INDUCEMENT OF COMMERCIAL AND INDUSTRIAL EXPANSION:

Citizens of Minneapolis will not be at liberty to choose a meaningful vocation if there are an inadequate number available in our city. This is a difficult area in which to promise results. However, I think that the mayor can take a responsible role in promoting the city and in backing any reasonable inducements to interest new business and business expansion within the city limits.

#### INVOLVEMENT:

Involvement is the key to securing and promoting the right of Liberty for the citizens of Minneapolis. The success of the program I propose depends upon broad citizen participation in government. After all, we are the government, and the securing of our liberties is our responsibility. This includes participation in the neighborhood organizations mentioned above, the encouragement of further in-depth involvement by volunteer groups in-service projects and so forth.

I also propose that one day a month be set aside as "Citizens Day at City Hall". On this day the office of the mayor will be open to any citizen or group of citizens who wish to air a complaint and propose an idea. It is my goal to establish open communication between government and the people.

#### THE ORDINARY CITIZEN AS A VICTIM OF CRIME

##### EFFECTIVE POLICE PROTECTION:

Perhaps the most important liberty is freedom from fear. As indicated above, liberty must not be construed as license. When it is the innocent suffer. It is the person who misuses liberty that we classify as criminal. Just as we expect the national government to protect us from an enemy, we expect our city police force to protect us from the criminal. I have outlined a clear concise program of crime prevention which I urge you to get and read. There is a great need for an effective program against crime. To do a thorough job will cost money. However, there are significant steps which can be taken without the expenditure of additional funds by the maximum utilization of our police force.

##### VICTIM COMPENSATION:

For some reason we have neglected our responsibilities to the victim of crime. The unfortunate victim who may be injured bodily, killed or suffer loss of property is the concern of society as a whole, and that means a concern of government.

A bill has been proposed to the Minnesota State Legislature which calls for compensation. This is a new concept which has been established in some states, notably New York. I support this measure completely and will do everything in my power to see it through.

#### THE CRIMINAL

There is little disagreement that unacceptable action requires corrective discipline. I am in full agreement with those who say that there should be no coddling of the criminal. Effective law enforcement demands this approach. Nevertheless we must be guided by two important considerations.

1. Enlightened self interest: we must realize that if we are unable to interrupt criminal careers by successful correction the problem will become increasingly difficult. For example, about 2/3 of the crimes committed in Hennepin County in 1966 were committed by repeat offenders. It is obvious that successful correction would be a major step in the fight against crime. Furthermore, the failure to correct is a loss in human resources to the community. It costs us severely when we fail to rehabilitate.
2. Compassion for the offender as one who is usually a victim of circumstances: The President's Crime Commission Report points out clearly that the seedbed of crime is the slum neighborhood. Most criminals come from the class of people who have not been able to participate in the life of the community. There is a direct sense in which we can think of the programs outlined under the heading of life as crime prevention programs. The criminal is an example of our failures in that area. It behooves responsible society not to fail in its second chance.

#### THE MINNEAPOLIS WORKHOUSE:

The one correctional institution over which Minneapolis has direct control is the Workhouse. Mr. Rolf Stageberg, the director of the Workhouse, has long been frustrated by the difficulty of making it a correctional institution. The basic problems are the lack of facilities for providing meaningful training and the heavy population of alcoholics who move in and out at a steady pace.

I have supported the recommendations of Mr. Stageberg and certain results have been achieved. Provisions have been made to test the feasibility of sending alcoholics to General Hospital rather than the Workhouse. This should prove to be a better arrangement. General Hospital is much better equipped to deal with alcoholics than the Workhouse. There is some hope for rehabilitation for them there whereas at the Workhouse there is very little. Furthermore, this will make it possible for the staff at the Workhouse to concentrate on the task of helping the juveniles who are sent there.

I have been deeply involved in making initial attempts to provide modern training projects for Workhouse inmates. Traditionally they have worked on the farm. There is little demand for farm help these days, and a graduate of the Workhouse farm program is not likely to be better equipped for a job. It was for this reason that I requested that old cars be sent out there for fixing. This at least, is a modern vocational opportunity from which some benefit can be derived. This is only a step in the direction that I would like to see the institution move. Hopefully it can become a genuine rehabilitation center.

There is ample opportunity for volunteers to assist in the Workhouse program. I have been involved with a group of ministers who are will to cooperate in a volunteer program which was initiated by Rev. Robert Hudnut and directed by Mr. Stageberg and the Workhouse staff. This is an example of public institutions opening the doors for volunteer involvement in a constructive way.

#### HALFWAY HOUSES:

Perhaps the major problem faced by an offender is his re-entrance into society. It is here that the halfway house type institution can play a significant role. The principle is that an institution in which the men who are qualified can live together, receive counseling and support, and hold regular jobs as well as help the individual to a gradual social readjustment. These operations must be carefully placed, staffed, programmed and financed. No institution that fails to meet these standards will be allowed to operate.

There are those who fear the existence of such an institution in their neighborhood, but what they fail to realize is that the ordinary parolee roams the neighborhoods at will without supervision. I have always supported the Halfway House concept, and I will continue to support and encourage it.

#### WORK RELEASE:

It is encouraging that this session of the legislature has passed a work release bill. This bill allows qualified persons to work during the day and return to the institution at night. The prisoner under this program pays room, board, and taxes. He is no longer living off society and it makes readjustment smoother and more successful. This approach has been highly successful in South Carolina.

Again let me state that our goal in relation to the criminal is two-fold. The ordinary citizen must be protected from the criminal, and we must try to reclaim the lost human resources. Every effort must be made to change the criminal into a responsible member of our society.

### III. THE PURSUIT OF HAPPINESS

The "pursuit of happiness" can be paraphrased as the right to the realization of one's possibilities. This in a sense can be viewed as the ultimate goal of government in securing the rights of the citizen. Each age has its problems which must be overcome if people are to fulfill their possibilities. In this section I would like to propose the role government can play in assisting people to handle the problem of increasing leisure time. I will also indicate the importance that pride in one's city has in helping citizens in the pursuit of happiness.

#### LEISURE

On one end of the spectrum of our city, people are desperately trying to become economically solvent. At the

other end are an increasing number of people who are finding that they must learn to deal with the problem of having time on their hands. This is true not only of the very wealthy; it is true of a large bulk of our population including the elderly and the young. In view of this, the following areas demand our consideration.

#### RECREATION:

It is imperative that our city offer ample recreational opportunities for all of its citizens. People will not be happy if they cannot have fun. We must use every facility at our disposal to increase recreational opportunities. We must also be willing to explore any feasible plan for expanding our facilities.

#### THE SCHOOLS:

The recreational facilities of our schools are not utilized anywhere near their capacity. The neighborhood which a school serves should have access to its gymnasium when not in use. There are many possibilities for creative use of other school facilities, and it is imperative that we explore and implement them.

#### THE PARKS:

Minneapolis is fortunate to have many lovely parks. Some of our neighborhood parks have developed very creative programs. Others are not being fully utilized. It is my hope that we can develop a strong recreational program in all of our parks. Of crucial concern are both team athletic programs and individual athletic programs for our children.

Detroit has demonstrated the results which can be achieved by providing a strong park recreational program. Mayor Cavanagh has stated that juvenile crime rates have dropped as much as 30% in areas where summer recreational programs are in effect.

#### ICE ARENAS:

It is unfortunate that our city hockey teams have so much difficulty finding time and facilities for practice.

The standard procedure is to get up at 2:00 A.M. and practice for a few hours. This is deplorable. How can we expect to develop interest and have teams that we can be proud of with this type of arrangement? In spite of this our teams have done well, but they could consistently be the best in the state with better facilities. There are problems of financing, but we owe this to ourselves and to our children. It is my intention to pursue this goal until we have provided what is required.

#### CULTURAL OPPORTUNITIES:

Minneapolis has made significant strides toward becoming a cultural center. The Tyrone Guthrie Theatre has been a vital addition. The citizens of Minneapolis owe a debt of gratitude to the civic minded people who have made the Walker Art Center and the Guthrie Theatre so successful. These people certainly deserve our support for the maintenance and expansion of these programs.

The entertainment calendar is always quite full giving us a broad range of cultural opportunities. It is my feeling that the arts are becoming more important as a creative use of leisure time. Without them, our society will deteriorate. I propose to take the following steps to generate more interest and give greater opportunity for expression.

#### A SPRING ARTS FESTIVAL:

Art festivals are gala community events. They give school art classes and amateur painters an opportunity to display their creations. We are thankful for the organizations which have sponsored events of this type. The completion of the Nicollet Mall will provide us an excellent setting for a grand Metropolitan Arts Festival. The possibilities of this event are exciting.

#### AN OPEN AIR SYMPHONY POPS CONCERT:

There are many people who never have an opportunity to hear our excellent Minneapolis Symphony Orchestra perform. I propose as an experiment that the Symphony put on a concert possibly in North Commons this summer. If it is successful it could become a regular feature in the summer schedule.

#### ART EXHIBITS IN CITY HALL:

City Hall is old and somewhat dismal. I propose that we brighten it up by encouraging young painters to display their work there. This will also give them greater exposure. It is my intention that this be primarily for the serious artist and art student. I have spoken with some of our young painters and they regard the idea very favorably.

There are many things that can be done and these are only a few ideas. Much can be accomplished simply by encouragement and new ideas. This does not mean new governmental bureaucracies. Rather, the stimulation of the citizens of our city, by providing them with opportunities for expression. There is no reason why Minneapolis cannot be a delightful city and it is our goal to make it one.

#### PRIDE IN THE CITY

We will not be happy in our city if we cannot be proud of it. The programs which I have proposed are the type that will make us proud of our city. Permit me to suggest one more proposal.

#### FOLLOWUP ON THE CITY BEAUTIFICATION PROGRAM:

A number of beautification programs have been proposed, but little has been done to implement them. I am very concerned about this, and I will devote time and energy to it. It is an important element in any program for the people of Minneapolis.

Developing elegant architecture and land use should not be an incidental concern of a city with the natural beauty and potential of Minneapolis. I would hope to inspire a garden city of parks with both beauty and utility. With proper care and refinement Minneapolis can be the finest city in the Midwest. This I firmly believe, and for this I will work.

A program for human rights is the very heart of my campaign. There are many more things that should be mentioned, but I trust that I have indicated that it is a comprehensive approach. I am fully aware that the problems are complex. I

can not promise miracles, but I do promise hard work. Minneapolis could have a dazzling future. Let's open the channels of communication and engage ourselves -- in workable ways -- for our invaluable human rights. We should do no less. We could do no more.

can not promise miracle, but like of miss hat work.  
Minneapolis could have a dazzling future. Let's open the  
channels of communication and engage ourselves -- in various  
ways -- for our inviolable human rights. We should do no  
less. We could do no more.

Rochester League of Women Voters

February 1967

# DEVELOPMENT OF HUMAN RESOURCES

## LOCAL IMPLEMENTATION OF FEDERAL LEGISLATION RELATED TO HUMAN RESOURCES

Local implementation of recent federal legislation related to the current agenda item on Human Resources is described on the following pages. The chief acts of Congress that have affected our community are as follows:

1. Manpower Development Training Act of 1962  
(see page 55 of Human Resources - Minnesota's Changing Patterns for a review of provisions)
2. Vocational Education Act of 1963  
(see page 58 of Human Resources)
3. Economic Opportunity Act of 1964  
(see pages 58-65 of Human Resources)
4. Elementary and Secondary Education Act of 1965  
Commonly called P.L. 89-10  
(see "Newsletter on Human Resources" for October, 1966.)
5. Higher Education Facilities Act of 1963
6. Higher Education Act of 1965

Manpower Development Training Act and Vocational Education Act  
Rochester Public Schools Adult Education Programs

The Rochester public school system conducts a number of adult education programs which to a large extent are financed by federal funds authorized under M.D.T.A. and the Vocational Education Act. (These are not the only federal monies involved in the adult education program, but we will not review the others which were authorized as far back as 1917). The funding of these programs is extremely complex.

The federal monies that are allocated to the state are authorized by three different acts of Congress. The State Board of Vocational Education attends to the dividing up of these funds for Vocational Education purposes. Some of the courses offered cost the student a fee which constitutes 25% of the cost. The remainder is reimbursed by the federal funds. The M.D.T.A. classes were reimbursed 100% initially, but this amount has been reduced to 90%.

Dr. Emil Heintz is the over -- all director of the Adult Education Program which this year has enrolled about 2000 people in all vocational type classes. There are at present five M.D.T.A. classes including one for cooks, medical secretaries, chemical lab assistants and small appliance repairmen. Three more will begin in the near future.

The coordinators work closely with business and community leaders and the Minnesota Division of Employment and Security to assess the local needs for certain types of services. Requests for funds are made to the state board on the basis of the demonstrated need. The main idea behind these programs is two-fold: to help business and industry fill the demand for skilled workers and to break the chain of poverty.

Anyone -- regardless of need -- is eligible for training, providing he needs to acquire a skill to become employable. The youths and adults (from 16 years and up) receive a training allowance which varies according to need and marital status. Some who commute receive, in addition, a subsistence allowance.

Each class of this type costs almost \$15,000, not including allowances. Although the program costs appear high, statistics show that a person who successfully completes a course and finds steady employment repays the entire cost in three years time through his tax contributions. Over 90% of the local trainees have been successfully placed, making the Rochester program one of the state's most effective.

The newest addition to the adult program is a Basic Education Course. School dropouts and persons ineligible for military service because of educational deficiencies are eligible.

The major portions of money spent for Adult Classes is spent for teachers and staff. Exact amounts obtained for this year were not made available .

Economic Opportunity Act Implementation -- Neighborhood Youth Corps

Although this congressional act has had wide implementation nationwide, the local implementation has been negligible. In the first years the E.O.A. provided some of the funds for the vocational education programs, but congress recently switched these to Health, Education and Welfare. The only local program has been a small Neighborhood Youth Corps program which operated in the summers of 1965 and 1966 under the auspices of the Rochester Park Board.

In 1965 approximately 50 boys participated in work at Silver Lake which involved cleaning up stream beds and banks in the creeks and rivers. Any boy 16-21 years of age was eligible, and the pay was \$1.25 per hour.

The 1966 project was limited to boys still in school who came from very limited income families. No drop-outs or graduates were eligible. The park department administrators thought this guideline was too restrictive, and they had trouble filling the job rosters. Only 50-75 boys worked, and because of their age and inexperience it was difficult to get the assigned work successfully completed.

Special Note --

Title II of the E.O.A. is the one which allows localities to set up Community Action Councils and programs like Headstart. The possibilities for implementation of this title have been debated quite vigorously in Olmsted Co. for two years. The County Board of Commissioners has opposed the plan on the grounds that Olmsted County's "poverty group", as defined by the Congressional Act, is too limited. We are one of two counties in Minnesota (the other is Washington) which has not implemented this act.

Title I Elementary and Secondary Education Act  
Rochester Schools Summer School Title I Project of 1966

The Rochester Public Schools obtained a \$95,000 grant to conduct a special six week program to motivate youngsters who, for a variety of reasons, had made unsatisfactory school progress. The students were handicapped by low ability (but not so low that they qualified for special education classes), social or cultural disadvantages, poor coordination, or inadequate perceptual ability. The program operated for children in grades 1-3, pre-junior high and senior high. Approximately 175 students were involved.

The project sought to modify the usual learning environment, to emphasize the worth of the individual, and to enhance the chances of success for these youngsters too accustomed to failures.

In the evaluation of the project, the personnel found that six weeks was not long enough to achieve all of the desired goals. However, they termed the experiments a success on the elementary and junior high levels and a qualified success on the senior high level. The reaction of the parents was highly enthusiastic.

Both public and non-public school teachers participated with classes held in the public schools. Children who resided within the corporate limits of the city were eligible for the project, providing the administrators thought the children would benefit.

Title I Elementary and Secondary Education Act.  
1966-67 Rochester Schools Project

In view of the success of the short term summer program, a long term one was instituted in November of 1966. The main emphasis is in grades K-8. The goals are similar to those in the summer experiments, and in the public elementary schools the same type of student is involved. About 50 youngsters in K-3 attend one of five different classes located at Harriett Bishop and Lincoln Schools. A full-time teacher and a part-time aide work a regular school day with these children.

The non-public schools participate but on a more limited basis in their own schools. Their programs stress remedial reading in grades 4-8, and three teachers serve about 140 students. A part-time speech therapist works in both grade and high school and a full-time teacher -- counselor works largely with the eighth and ninth graders.

This type of program illustrates how the intent of the law is followed. Programs are to be supplemental to the present school offerings and are not to supplant established ones.

Title I Elementary and Secondary Education Act  
Olmsted County Reading Improvement Program

In the spring of 1966 the county schools received approximately \$28,000 through Title I to conduct a 12 week remedial reading program in 31 common school districts. A total of 160 children were served. In addition to the reading improvement other services included psychological testing and visual and hearing testing.

The funds were used to pay staff salaries and purchase reading equipment and materials which the county otherwise could not have supplied.

Title I -- O.Co. Reading Improvement Program -- Cont.

The short program produced such good results, that the superintendent of schools and the coordinator thought a follow-through project should be conducted during the school year of 1966-67. A grant of \$28,000 was approved which allowed a continuation starting in October, 1966. Nine teachers -- 6 full time and 3 half-time -- are employed.

Title II Elementary and Secondary Education Act  
Instructional Materials for all Rochester schools --  
public and parochial -- and the county common school districts  
in Olmsted County

For the school years 1965 - 66 and 1966 - 67 all of the schools in the county have been eligible to order instructional materials -- supplemental items including library books (not texts, religious books or encyclopedias), films filmstrips, tapes, recordings, and transparencies through Title II. The money is distributed on a per pupil basis with Rochester City schools receiving about \$1.50 per child. The common school district funds range from \$1.25 to \$2.25 per pupil unit, depending on wealth of the district. The total school population in Rochester Public and parochial schools is approximately 13,500; the common school district population is 2200.

Title III - Elementary and Secondary Education Act  
Planning Project

A \$78,000 planning grant has been approved (but not as yet implemented) for Rochester public schools. This grant will be used for making an intensive study of the slow learning child. The goals will be to study methods of diagnosis and to find techniques of instruction for these children.

A main part of the program will be a six week summer workshop involving about 33 carefully selected teachers. Besides searching for an instructional program that can benefit the slower learner, emphasis will be placed on helping the teacher to understand and accept these children.

A coordinator will begin work in the near future who will seek to involve many community leaders as resource people for this workshop. Public and non-public school personnel will participate and be paid as they would be for a regular summer school program.

Title IV - Higher Education Act - Student Assistance -  
Loans and Grants at Rochester St. Jr. College

Mrs. Louis Nichols, R.S.J.C. Counselor, spends a large share of her time administering the student assistance program. Approximately \$50,000 in federal funds has been allocated to the college for 1966-67.

1. Grants

Twenty-three students receive grants of up to \$1000 per academic year. This amount must be matched by funds from another source -- i.e., a National Defense Education Loan. To be eligible students must show academic and creative promise, and their parents must be unable to provide more than \$600 per year for their child's education.

2. Work-Study

Forty-three students are involved in this program. They work up to 15 hours per week at \$1.25 per hour at jobs on campus or in organizations such as Y.M.C.A. The government pays \$1.10½ an hour of the amount with the school or organization supplying the remainder.

3. Insured Loans

Twenty students carry loans totaling about \$16,000. The loans are insured. The loans are granted by regular commercial lending institutions at no more than 6% interest. (This interest rate makes many banks reluctant lenders these days). The federal government insures the loan and pays all the interest until nine months after the student graduates or leaves school. Payment of the principal and assumption of 3% interest payment begins at that time.

4. National Defense Education Loans

These loans do not come under Title IV but under the N.D.E.A. of 1958; however, for simplification they are included here.

Forty-three students are involved in this loan program which grants loans on the basis of need. The loan agreement provides a % of forgiveness to those who teach after graduation.

It is currently a 15% per year reduction on the principal for up to five years. Interest rates have been 3% simple interest.

Higher Education Facilities Act and Higher Education Act  
R. J. College Building Program

Under the present law, the federal government will pay 40% of the first phase of the new campus building program -- or \$702,304. The first phase includes a library and student commons, a general classroom and office building, and a science and technology building. This month an application was filed for \$850,000 in funds for phase two of the campus program. This complex to be completed by the fall of 1968 (hopefully) includes a physical education facility and classrooms and offices.

The total building program will cost an estimated seven to eight million dollars and will be completed in eight years. Rochester State J.C. stands to benefit substantially if this 40% payment of construction costs continues to win Congressional approval.

The College also hopes to receive an additional \$20,000 for equipment and other federal funds for library books. (Amounts are unknown).

Feb. 3, 1971

To: Human Resources Lobbyists  
and Observers

From: Pat Lucas

Bills we are now watching:

- H.F. 137 - Schumann, Sabo, Albertson, Sillers, McCauley  
Referred to Governmental Operations  
State Housing Loan Act of 1971
- S.F. 59 - Companion to H.F. 137  
O'Neill, Wolfe, Palmer  
Referred to Urban Affairs
- S.F. 41 - Coleman, Tennesen, Wegener  
Referred to Judiciary  
Relating to landlords and tenants - covenants
- S.F. 43 - Coleman, Tennesen, Wegener  
Referred to Judiciary  
Relating to landlords and tenants - retaliatory eviction
- H.F. 167 - Wright, Pavlak, R.L., Bennett, Jopp  
Referred to Metropolitan and Urban Affairs  
Relating to municipalities; providing for referenda on  
urban renewal projects
- H.F. 275 - Vento, Pavlak, R.L., Boland, North  
Referred to City Govt.  
Similar to above.
- H.F. 384 - Wolcott, North, Brandt, Sabo, Bennett  
Referred to Gen. Legis. and Veterans Aff.  
Proposing an amendment to the Minn. Constitution  
providing authority for low interest housing loans for  
low income families.
- S.F. 171 - Mammenga, O'Neill, Coleman  
Ref. to Education  
Aid to children from AFDC families.
- H.F. 403 - Humphrey, Fuller, Kleinbaum, Knutson, R. Johnson  
Ref. to Education - Companion to H.F. 171
- H.F. 300 - Scherer, Sabo, Hook, Norton, Ulland  
Ref. to Education  
Relates to state aid for transportation to schools.
- S.F. 169 - Doty, Gearty, Popham  
Ref. to Education - Companion to H.F. 300
- H.F. 205 - Anderson, H., Bennett, Johnson, R., Faricy, Adams, S.  
Ref. to Education  
Prohibiting transportation of pupils under certain circum-  
stances without parental approval.
- H.F. 146 - Wingard, Scherer, Brandt, Sabo, Skeate  
Ref. to Labor Relations  
Relating to discrimination, including the physically  
disabled.

COPIES OF THESE BILLS ARE IN THE OFFICE.

May 22, 1973

The Honorable Wendell R. Anderson  
Governor of Minnesota  
St. Paul, Minnesota 55155

Dear Governor Anderson:

In the enclosed statement, the League of Women Voters seeks to direct attention of the bi-partisan leadership in both houses of the Minnesota Legislature to continuing concerns for meeting basic human and environmental needs in our state.

We invite your consideration of our request for joint study of the state's role in setting priorities, evaluating programs and examining alternatives to meet the needs of Minnesota citizens as federal revenue sharing becomes part of financing public services in our state.

Sincerely,

Mary Ann McCoy  
State President

MM:jm  
enc.

cc: Mary Ann McCoy  
Liz Ebbott, Program Vice President  
✓ Helene Borg, Legislative Action  
Pat Lucas, Housing  
Gloria Phillips, Human Resources Chairman  
1973 Legislative Action Office File  
Human Resources Office File

TO: Alec Olson, President of the Minnesota Senate  
Nicholas Coleman, Senate Majority Leader  
Harold Krieger, Senate Minority Leader  
Martin Sabo, Speaker of the Minnesota House of  
Representatives  
Irvin Anderson, House Majority Leader  
Aubrey Dirlam, House Minority Leader  
From: Mary Ann McCoy, President, League of Women  
Voters of Minnesota  
RE: Priority-Setting to meet Human and Environmental needs  
May 22, 1973

Recent actions at the federal level regarding impoundment of funds, moratorium on housing, and revenue sharing have caused a great deal of concern among the members of the League of Women Voters throughout Minnesota. Many League program and action areas have been affected by these actions.

We have immediate concerns about how basic human and environmental needs will continue to be met in our state. In addition we express concerns about how our state government may prepare to respond in a positive manner to future developments at the federal level.

We are aware that the whole process of setting priorities, examining programs and looking at alternatives will be complex. We urge that a joint, bi-partisan study committee be established to consider the state's role in the process. This committee could attempt to respond to immediate needs; data from recipients of programs, citizen groups and providers of services could be gathered to supply information on which to base future plans.

Although the status of many programs (re: cutbacks, guidelines and funding) is uncertain at this time, we submit that such an interim study committee could provide an overview of impact, changes, and alternate ways of implementing future change. We are confident that with this kind of study, the state of Minnesota will bring quality to the process of setting priorities, evaluating programs and examining alternatives to meet the needs of all our citizens.

73 COUNCIL

League of Women Voters of the U.S.  
1730 M Street, N.W.  
Washington, D.C. 20036

May 7 - 10, 1973

NATIONAL PROGRAM

HUMAN RESOURCES PREVIEW

In League annual reports welfare heads the list for that part of the year when we were all deep in the welfare reform campaign. Close behind it are housing, the Equal Rights Amendment (ERA), school desegregation, Indians and day care -- in that order. The Office of Economic Opportunity (OEO), too, came in for considerable attention with its important Community Action Program (CAP) agencies which have been effectively demonstrating the political possibilities of citizen participation. (To our credit we were not so absorbed in the historic approach to participation via the ballot box and letters to legislators, that we failed to recognize the excitement and importance of this new evidence that citizen participation works.)

Because participation of citizens is the very life of the League I want to suggest that, as we look for ways to make our efforts more manageable and effective in the year ahead, we accept that there must be the freedom for each of us, at the state, local and even personal level, to do our own thing. I quote Jonathan Livingston Seagull, "We are free to go where we wish and be what we are." We would lose much of our vitality if we were to restrict too narrowly our choices. I am not for one minute suggesting that we must each do everything within the item. Far from it! I am suggesting that we be free to make the choices that will make our work in Human Resources meaningful, rewarding and appropriate to the community and state needs we identify.

There is a further compelling reason for flexibility. Although it is possible to list the components of the HR item as if they were separate they are, in real life, inseparable. The achievement of equal opportunity for quality integrated education, for instance, is ultimately tied to integrated housing. Segregated housing patterns entrap us in the whole tension-building issue of busing. Many local and state Leagues and ILOs have found "their thing" in work to increase the supply of housing for low and moderate income families -- in the cities and suburbs. The League's high level performance in the housing field is recognized in the special grants making possible the recent Open Suburbs national conference, the still-to-come regional and metropolitan conferences and a housing manual which will beef up the potential of all Leagues to work for the goal of housing for all.

Where one lives, where jobs are, what job skills one has, and what transportation is available between job and home make the difference between "making it" and failure, if one is adult. Have you read between the lines of "Out of Work - A Sign of the Times," our recent employment publication, and recognized how inadequate an answer workfare is to welfare?

If one is a child, education and home and neighborhood environment are the change factors for success or failure. Compensatory education for the disadvantaged child, school breakfast and lunch programs and comprehensive day care which is more than

custodial have been your major thrusts. A gift to the League will make possible a brief, attractive Day Care publication which will speak to the needs of children and their working mothers. (Be thinking of other groups for whom this Day Care myths-and-facts will be useful.) Some of you have moved into the critical question of how the collection and distribution of money for education determine whether or not there is equality of educational opportunity. We are encouraged in our work for funding that may help some of the state Leagues in educating their states on this issue. School taxes come around full circle when they are cited as reason for opposing housing for low and moderate income families.

#### Indians

With cut-backs in federal funding and limited money channeled through revenue sharing there is increasing need for citizens to speak out on the social goals and priorities for which we believe states and localities should be spending those dollars. Without careful monitoring of community and state plans for that spending and vocal, determined citizen comment on highly competitive choices, there is every indication that the needs of the poor, the young, blacks, Chicanos, Indians -- and women -- will be ignored or treated with contemptible tokenism. The War on Poverty may be officially over, but poverty is not ended. Our reasons for accepting a role in that war are, I hope, as clear to us today as they were a year ago -- and six years ago. The theater of the war has moved; it's put you where the action is.

Indians have a special status in the HR item. We eagerly seek gifts to underwrite a publication that will focus on contemporary Indian problems, programs and federal legislation affecting Indians and assembling of a kit of League and non-League materials about Indians. We expect introduction of the Menominee Restoration bill to open up action possibilities at the national level; I cheer the evidence that here, too, many of you see an opportunity for vertical program development. Your contacts with Indian groups in your areas and your understanding (of their specific concerns) of the role of your state and local governments, particularly toward those Indians living off the reservations, will add an important dimension to the national effort.

# # #



# HUMAN RIGHTS NEWSLETTER

A clearinghouse for human rights ideas, information, plans and programs published bimonthly by LEAGUE OF MINNESOTA HUMAN RIGHTS COMMISSIONS, 3300 University Avenue S.E., Minneapolis MN 55414.

Special Edition  
Legislative Positions  
Pages four and five

ISSUE NO. 12

NOV./DEC. 1973

## Affirmative Action Programs

by Vicki Wilson

Affirmative Action Programs are designed and implemented to ensure fair and equal treatment for all persons, regardless of race, color, religion, sex or national origin — in all employment practices.

With the passage of the Equal Employment Opportunity Act of 1972, all state, county, local governments, including school districts, are expected to develop an Affirmative Action Program (AAP).

The new law means more than enforcing a policy of "non-discrimination." It means more than the words "Equal Opportunity Employer" on the letterhead or employment want ad.

The law means an affirmative effort to correct discrimination. The legal necessity for positive action to remove discriminatory practices found in every phase of employment have been firmly established by the courts. There is no "model" Affirmative Action Program. Every municipality will have to find the specific barriers to equal job opportunity in its system and plan specific ways to overcome them.

Local Human Rights Commissions can assist their municipality with the "self-analysis" of its employment practices to identify problems, action priorities and procedures.

In St. Louis Park the employment committee of the Human Rights Commission was assigned the task of working with the city manager's staff to develop both policy and plan of implementation:

1. They developed a written equal employment policy statement and affirmation action commitment which was adopted by the city council, looked at all employment practices, hiring, firing, promotion, compensation — in other words — privileges and conditions of employment.

2. Made a survey and analysis of minority and female employment by department and job classifications.

3. Identified areas where certain groups are under utilized.

4. Developed a plan of action and implementation which was adopted by city council.

Affirmative Action requires a

"What is required by Congress is the removal of artificial, arbitrary, and unnecessary barriers to employment when the barriers operate invidiously to discriminate on the basis of racial or other impermissible classification . . . (Title VII of the Civil Rights Act) proscribes not only overt discrimination but also practices that are fair in form but discriminatory in operation."

U.S. Supreme Court Justice  
Warren Burger (1971)

complete re-evaluation of employment practices in a municipality. It is complicated and time consuming.

It is morally right and mandatory for compliance with the 'Law of the Land.'

The success of AAP in a community will be measured numerically when minorities, women and handicapped persons get jobs they do not have but for which they are qualified.

A packet of information describing St. Louis Park's Affirmative Action Program plus other articles are available from the League of Minnesota Human Rights Commission's office. The cost of the packet is \$2 to cover xeroxing and postage. You can also obtain two guidebooks "Affirmative Action and Equal Employment" from U.S. Equal Employment Opportunity Commission, Chicago Regional Office, 600 South Michigan Avenue, Room 611, Chicago, Illinois, 60605.

## Discrimination Defined

What is discrimination?

There are three different legal definitions for discrimination in employment, according to Niel Thomas, instructor at the training course on "Current Law and Practice of Employment Discrimination." This course was sponsored by Minnesota Department of Human Rights in early December, 1973.

Thomas' first definition used in the early fifty's was "deliberate discrimination against a single individual, based solely on prejudice." It was necessary to prove in court the "intent of employer" or evil motive. Since this was difficult to do, civil rights agencies were ineffective in early years.

The second concept is "unequal treatment discrimination," said Thomas, training coordinator for International Association of Official Human Rights Agencies.

Under this "equal protection" definition, any differential treatment to class of individuals could be applied. Is one group hired for only clerical work? Or only janitorial services?

The third definition is more sophisticated; shaped by the supreme Court's case, Griggs V. Duke Power Company; and being constantly redefined in the courts.

"It's the most important case decided by Nixon Supreme court," Thomas said.

Griggs defines discrimination in terms of "adverse effect. It does not deal with intent of employer. It deals with consequences or effect on one individual or entire class of individuals," Thomas explained.

Thomas summarized the thousands of words in Griggs decision: "Anything which operates to exclude minority

(Continued on page 6)

## President's Letter:

by david cowan

The League has a responsibility to assist local commissions and municipalities as they seek to lessen the impact of discrimination and develop a climate of respect for all people.

We will continue to maintain our lines of communication with the State Department of Human Rights and the Minnesota legislature.



We should communicate the need for better legislation; the need to strengthen and insure flexibility of local commissions and municipalities as they deal with human rights issues; the need to review the appropriateness, progress and application of affirmative action plans required by federal and state governments.

## Mankato wins second human rights award

Mankato Area Human Rights Commission was awarded the Second Annual Human Rights Award at the annual meeting of the League of Minnesota Human Rights Commissions last October.

Two letters of Commendation were awarded to Maplewood and St. Louis Park Commissions and two letters of Special Merit given to Edina and Richfield Commissions.

Both Mankato Area's citizen and government officials were commended for establishing a strong, effective human rights commission backed by a comprehensive ordinance and adequate budget. The Commission's major concern has been protection of citizens' rights plus a strong emphasis on education.

A few projects of the Commission during the past year were:

\* Establish a student exchange for Indians and Whites in Mankato area.

## WHO'S WHO

### on BOARD OF DIRECTORS

The League's new president is **David Cowan**, a 25-year-old Mankato Area Human Rights Commissioner. He will also co-chair the League's legislative task force and assist funding committee.

Cowan is the Assistant Director of systems for Information and Planning at Mankato State College.

In his community, Cowan serves as a member of the newly formed Minnesota Valley Committee of the Minnesota Civil Liberties Union, Blue Earth County GOP Executive Committee and is the Secretary-Treasurer of the Union of Mankato Area Students, Inc.

Vice-president, **Mari Haddox**, Richfield, will continue as chairperson of the League's Research Committee during her second term. She will also be chairperson of the newly formed by-laws committee. Mari is chairperson of the Richfield Commission.

Secretary, **Carl McDaniels**, South St. Paul. This is Carl's fourth term as secretary of the League. He is also chairperson of Freedom of Residence Foundation and member of the Mayor's Economic Development Authority for So. St. Paul.

Treasurer, **Leola Schreurs**, Roseville,

is active in League of Women Voters and member of Mounds View School District Intercultural Committee.

Director, **Dr. Charles Mock**, Virginia, is chairperson of Virginia Commission and of the East Range Human Rights Committee. He is a general surgeon.

Director, **Marian Shulstad**, Chanhassen, will be chairperson of the League's Membership Committee and member of the By-Laws Committee. She is a lawyer for the U.S. Department of Interior.

Director, **Dr. William Dudley**, Plymouth, will continue this second term to serve as chairperson of Public Relations Committee. He is veterinarian at Brooklyn Center Pet Hospital and Clinic.

Director, **Craig Holman**, Bloomington, will be co-chairperson of the Legislative Task Force and will work on the Funding Committee. Last year Craig was active lobbyist for the League and continues to work with various student organizations.

**Phylis Janey**, St. Cloud, will be chairperson of the Funding Committee. She is past president of the League and will serve on the board as ex-officio member.

## From Commission To Council — Changes in Roles Does Not Change Attitudes

by Pat Moberg  
Member, Golden Valley Village Council  
Past Chairman, Golden Valley Human Rights Commission

Not long after I was elected to the Golden Valley Village Council last December, Dave Therkelsen of the League staff sent a note with congratulations and an invitation to describe how my perspective of human rights issues is affected in going from commission chairman to council member.

I don't believe my perspective on human rights issues has been affected at all; I believe now as I did in the past, that all government issues involve human rights as long as we have a government that is "for the people" and "by the people."

The real difference in roles between commission member and council member centers not around perspective, but rather around scope of activities. I no longer have the luxury of concentrating all my energies on one issue.

While considering issues being advocated by the HRC, the Golden Valley Council is also involved in the adoption of a Comprehensive Plan, the introduction of a trial system, intensive communications with the highway department, other municipalities, and citizens regarding a particular freeway and transportation in general, lobbying the legislature on various matters, planning the use of revenue sharing funds, interviewing and appointing people to commissions, representing Golden Valley in the various municipal organizations, dealing with suggestions for new ordinances, and the many problems that have to do with street, sidewalks, waivers, etc., etc., etc.

As a new member of the Council I have also been spending several hours each week filling in my own background on issues which will be appearing on future Council agendas.

Though my human rights perspective has not changed, Dave's offer gives me a chance to share some of my ideas about how commission members can provide the most effective help to their Council members. Here are some points I consider important:

**Know your Council and your community thoroughly.** Get to know your Council members well enough so you know the kind of arguments and the kinds of evidence that will appeal to each member. Don't make the mistake of

communicating with only one Council member — the one you believe to be most receptive to your ideas. This puts the burden on that person of convincing the other Council members. Present your case to each Council member in the way that is most likely to influence that member. This means extra work for you in preparation and communication, but is more likely to result in approval of your recommendations.

Knowing your community will pay enormous dividends. Testing the water by sharing information about recommendations which might be made gives your commission the benefit of additional reactions which the commission members might not have anticipated, will give you a feeling for timing your recommendations most effectively, and will provide you with allies. Support for your recommendations from many different groups and individuals in the community makes a great deal of difference to Council members. Remember, the Council will be getting pressure and sometimes abuse from opponents of any recommendation, so they need all evidence of public and private support they can get. Incidentally, Commission members who are active and respected members of other community groups are invaluable.

**Know the issue thoroughly.** Explore an issue completely before it is recommended to the Council. Know all the arguments against it and be prepared with counterstatements for each — best of all, present the unfavorable aspects yourself so your thoroughness and objectivity will be assumed. Provide as much documentation as possible; court cases, experiences from other municipalities, expert testimony either in person or writing. Your Council members need every piece of evidence they can get to adopt your recommendations. They will need ideas and documentation they can use in public meetings to justify their stand. You can be sure they will be getting pressure from those who oppose the idea. Never surprise your Council with requests at a public meeting. Pave your own way with personal conversations and letters so your request will receive adequate attention.

It is unfair to the Council and unfair to your recommendation to expect a favorable response without providing adequate background information to assimilate it.

**Be a person the Council can rely on implicitly.** The individual Council members may not agree with you philosophically, but if your approach is always calm, rational, and your ideas well researched, well documented, and based on what is good for the total community, you will have the respect of the Council and your ideas will receive more weight each time you appear.

Three months ago I would have thought my next suggestions too basic to mention, but after having been lobbied by individuals, groups, and Commission members during that time I will offer it: never lose your patience, never approach a subject emotionally, and above all, never insult your Council members.

In most cases the members are on the Council because they are sincerely interested in promoting what they see as being for the good of the community. Assume your Council members have good judgement and will make wise decisions when they are given adequate information.

At all times stress the total community benefits to be derived from your recommendations. Offer suggestions for implementation of the ideas you are advocating, and if approval is given, follow along with each project to insure its success. Every failure decreases your credibility, so leave nothing to chance.

## Notes From Director

The newsletter is late. We're sorry. Last August the League's money was so low, we decided to not publish a late summer issue.

We waited for final decisions on the legislative positions so it could be included in this issue.

We plan to mail this newsletter to each individual commissioner of our member commissions. BUT we have received rosters from only 21 of the 41 member commissions.

A pack of 15 copies of this newsletter will be mailed to those commissions which have not submitted rosters.

We're also sending copies to each municipality and county to keep concerned officials informed.

We need your suggestions. What would you like to read about in your newsletter?

## In November, 1973, the League of Minnesota Human Rights Commissions adopted as its recommendations to the 1974 Session of the Minnesota State Legislature:

1. Amend the Constitution of the State of Minnesota broadening its Bill of Rights to include all of the language identified below:

Neither the State nor any of its instrumentalities shall deny any person the equal protection of the law. The Legislature shall provide for the protection of all persons in the enjoyment of any civil right, and for the protection of persons against discrimination on account of age, race color, sex, including sexual orientation, creed, religion, ancestry, birth, social origin or condition, political or religious belief, physical or mental handicap, or institutional commitment, custody, or imprisonment.

2. Amend the Constitution of the State of Minnesota to permit persons age 18, 19, or 20 to hold public office.

3. Amend the Minnesota Human Rights Act (Minnesota Statutes Chapter 363 as follows:

A. Prohibit discrimination because of age (affecting 18 to 70 year olds in employment only) or sexual orientation.

B. In the exemptions section (M.S. 363.02)

Subd. 1(3)(ii) employment: remove permission to inquire into medical history.

Subd. 2(b): limit owner-occupant's permission to discriminate in room rental because of sex or marital status only (not because of public assistance status or disability).

Subd. 5: broader disclaimer to specify that nothing in the Act is intended to contravene positive action programs to remove imbalance or inequity because of race, religion, sex, age, economic status, or disability.

C. In the Public Accommodations section (363.03, Subd. 3) add marital status, public assistance status, disability, age, sexual orientation.

D. In the Public Services section (363.03, Subd. 4) add marital status, disability, age, sexual orientation — present law does not match its own Declaration of Policy in 363.12 (4).

4. Support of administrative action or legislation to meet the needs of the Department of Human Rights for funds and staff, specifically:

A. Establishment by the Department of Human Rights of regional offices throughout Minnesota, staffed by investigation and enforcement professionals. Such regional offices would be required to provide human rights services to the standard set by and under control of the Commissioner of the Department of Human Rights. Funding for these centers would be regional in nature and would generate from Federal revenue sharing resources.

B. Provide for Commissioner's salary commensurate with importance and use of the Department and with Minnesota's reputation for commitment to equal opportunity.

C. Improvement of community services to meet local Commissions' needs and potentials and to meet the needs of minorities around the State.

D. Establish outstate office of Chicano or Latino affairs.

E. Establish a position of program director for education.

F. Recommend a staff position for research.

G. Additional staff complement for at least two more investigators.

H. Adequate number of new positions for contract compliance and review.

5. Support Children's Rights legislation including:

A. Prohibition of medical procedures that deny rights of due process and informed consent to persons under the age of majority — especially where such procedures have irreversible results; i.e., sterilization.

B. Prohibition of educational procedures that deny rights of due process and informed consent to persons under the age of majority — especially where such procedures have irreversible results; i.e., tracking. Children are often placed in categories based on tests and continue in that labeled group through their entire education, such as slow learner, mentally retarded.

C. Assistance to pregnant women.

D. Replacement of Youth Conservation Commission with commission charged with oversight of all institutions serving children and youth.

6. Support legislation needed by Indian Minnesotans, including:

A. Prohibit political division of reservations except where the number of voters inside the reservation outnumbers the established apportionment for the division.

B. Wherever possible designate Reservation Business Committees or Reservation Councils as local units of government with powers and duties similar to those of county or township officers.

C. Increase the service capability of Indian Affairs Commission staff, including outstate offices and staff.

D. Codify U.S. treaty agreements with Native American bands, tribes, and nations, if they relate to persons who are now Minnesotans or lands which are now Minnesota, in the Minnesota statutes.

E. Recognize the treaty right to hunt, fish, and rice in all conservation legislation and regulation.

7. Support legislation needed by migrant and other agricultural workers, including:

A. Extension of labor law favorable to them.

B. Provision of decent housing, health care, education and other community services, with enforcement assured.

C. Provision for legal services to agricultural employees, especially seasonal employees, through the Department of Agriculture.

8. Support Women's Rights legislation by:
  - A. Removing all unnecessary and unfair distinctions between men and women in Minnesota law.
  - B. Creating a Commission on the Status of Women which reports to the Legislature and governor to replace the Women's Advisory Committee provided by Ch 363.04 Subd. 8 which reports to the Commissioner of Human Rights.
9. Support administrative action, or legislation, that will assure sensitivity to the needs of physically or mentally disabled persons in all state and municipal services.
10. Support penal and judicial reform legislation which will:
  - A. Develop and fund a community-based corrections system in Minnesota.
  - B. Assure due process and prisoners' rights guarantees to all persons in custody of any part of the criminal justice system.
  - C. Decriminalize victimless crimes such as status offenses (truancy, incorrigibility) and sexual acts between consenting adults, (sodomy, fornication).
  - D. Develop a replacement for the YCC which will assure attention from outside the Department of Corrections to the care and treatment of youthful offenders.
  - E. Provide and enforce human relations training requirements as part of the intake procedure for all inmates, and at least annually repeated training for all corrections employees.
  - F. Cease and desist cruel and unreasonable punishment of drug possession and use.
11. Support housing legislation which will:
  - A. Allow the State of Minnesota to invoke economic sanctions against municipalities that do not demonstrate responsibility for their fair share of low-and moderate-income housing.
  - B. Recognize the need for low-cost hotel rooms as a legitimate unmet public-assistance housing option in most Minnesota municipalities.
  - C. Require that at least two of the Governor's appointees to the Minnesota Housing Finance Agency be consumers of low and moderate income housing.
12. Support public transportation legislation which will:
  - A. Provide for regional commitments to early implementation of rapid transit systems that are truly competitive with the private automobile in terms of comfort, convenience, and cost, in order to enlarge the range of opportunities (including employment and housing) available.
  - B. Stabilize or reduce fares, on the premise that increasing fares for a necessary public service places an undue burden on those least able to pay.
  - C. Accelerate expansion of presently available public transportation services to more communities, to make practical expressed policies of decentralizing low-and moderate-income housing.
  - D. Help to shape and direct rural and urban development and redevelopment toward the conservation of human and natural resources.

13. Support education legislation which will:
  - A. Provide incentive grants for desegregation and human relations training.
  - B. Improve education in racially and low-socio-economically impacted areas.
  - C. Provide assistance for special problems incident to desegregation in elementary and secondary schools.
14. Support health care legislation which will assure expert, accessible, and accountable health care — both preventive and remedial — to all persons in every part of Minnesota without regard to their ability to pay.
15. Support legislation which aims to assure nonviolent solutions to conflict such as:
  - A. Licensing of new handguns and limited regulation of their possession.
  - B. No-fault divorce.
16. Support legislation which will provide injunctive relief and subpoena powers to any municipality which has adopted a human rights ordinance with enforcement provisions.
17. Penalties should be increased for drunk driving and drug pushers.

The League of Minnesota Human Rights Commissions is an association of the local municipal human or civil rights commissions in Minnesota. It is an affiliate of the League of Minnesota Municipalities.

There are approximately 70 municipal Human Rights Commissions; the jurisdiction of these commissions covers some 2.1 million persons — 70% of Minnesota's total population.

The League's Task Force on Legislation (composed of the Legislative Liaison of each local Human Rights Commission in Minnesota):

- provides information to local Commissions concerning legislative needs,
- maintains a mutual support relationship with organizations and individuals whose legislative goals are similar to the League's,
- is charged with effectively presenting to state and federal lawmakers all possible evidence of citizen support for legislation needed to assure the human rights of all persons in the State of Minnesota.

Address inquiries to:

Task Force on Legislation  
League of Minnesota Human Rights Commissions  
3300 University Avenue Southeast  
Minneapolis, Minnesota 55414

Telephone:

(office) 612/373-9837 or 373-9992  
(evenings) 612/788-8457 (Executive Secretary)  
507/387-2893 (President)

After February First:

Address - 480 Cedar St., St. Paul MN 55101  
Office Phone: (612) 222-2861

## commission round-up

Bloomington HRC is developing an information flyer to make people aware of their commission. They plan to distribute it with the water bill.

Several commissions, including Mankato and Columbia Heights, are revising their city ordinances to conform with the revisions of the State Human Rights Act. Mankato reported that their city council recently approved the changes.

Edina Human Relations Commission helped activate a "Meals Via Wheels" program in their community, by sponsoring informational meetings. The program began delivering meals the first week of December.

Maplewood has investigated the accessibility of voting places to handicapped in their city.

Mankato is working on a bi-cultural student exchange between School District 77 and White Earth Indian Reservation.

Roseville commissioners delivered in person an excerpt of the State Human Rights Act dealing with rental properties to all apartment units and realtors in their community.

We get information for this column from the minutes of meetings of commissions. We would like to receive minutes from all 41 member commissions. Please add the League to your mailing list.

(Continued from page 1)

persons is unlawful."

Thomas listed the categories of minorities, "the protected classes," to include race, sex, national origin, and physically handicapped.

In the Griggs case, the court applied this definition to invalidate hiring standards concerned with education and testing prospective employees.

"The employer," Thomas said, "must prove that any condition for employment is bona fide business necessity."

"Griggs is the most important tool to combat discrimination," Thomas concluded. "It was a unanimous decision of the Burger Court."

"Our Constitution is color-blind. But until our society translates that ideal into everyday practice, the decision-maker who is color-blind is blind to injustice."

U.S. Supreme Court Justice  
John Marshal Harlan (1869)

## league angels

League of Minnesota Human Rights Commissions activities have been financed in part in 1973 by the firms and organizations listed below. The League encourages its members to consider in their purchasing decisions the products and services of our donors.

Honeywell, Incorporated  
Northwestern National Bank,  
Mpls.  
Hamm's  
General Mills, Incorporated  
International Multifoods

## Hearing Aims Inequities In Girls' Athletics

Every speaker at public hearings on girls' athletics recognized that there are inequities.

The Dec. 14th hearing was sponsored by the sexual stereotype and education committee of Women's Advisory Committee of Minnesota Department of Human Rights.

The 25 persons who testified represented a broad spectrum of interests such as deputy commissioner of Department of Education, school principals, parents, students, coaches and associations representing coaches and women's groups.

In an interview, Betty Howard, director of Women's division of Department of Human Rights said that the hearing aired many questions and the problem of finding the right solutions.

"What is fair?" asked Ms. Howard. "Should boys and girls compete on the same team or separate teams? Is it true that boys and girls have different strength and skills after eighth grade? What about the boys who are left out of athletics?"

"All the testimony will be evaluated," Ms. Howard said. "The department will develop guidelines. It was a successful hearing. Everybody became more aware of the problem."

## volunteers wanted

Two committees of the Women's Advisory Committee of Minnesota Department of Human Rights need more members.

Volunteers are wanted on the sexual stereotype and education committee and legislative committee.

If you are interested, please telephone Betty Howard, Department of Human Rights, 296-5669 or write to her; 200 Capitol Square, St. Paul, Mn. 55101.

## U.S. Justice Dept to Assist Communities

Community Relations Service (CRS) of the Department of Justice offers to assist in resolving conflicts and differences caused by ethnic or racial basis in a community.

"We are a conciliatory or mediation agency. We do not investigate or enforce law," said Jessie Taylor, from the CRS staff at our October annual meeting.

CRS staff includes specialists in five areas: housing, education, communication, economic development and justice.

Any community concerned with a racial or ethnic conflict can request CRS assistance. A team of specialists will be sent to the community.

"We try to bring people to talk at a table. We always relate to both sides and stay neutral. We bring about talks with all groups so that they can arrive at a settlement which both can live with," Taylor said.

Taylor said that the team operates under a confidentiality clause in the law.

"What is said or learned in confidence cannot be passed on to enforcement agencies or used as testimony in court," he explained.

Taylor urged communities to use the service for either a crisis or pre-crisis situation.

Telephone collect or write to Richard Salem, regional director, Community Relation Service, Department of Justice, 55 East Monroe St., Room 1440, Chicago, Ill. 60603. Phone number is (312) 353-4391.

## Human Rights Newsletter

Published bi-monthly by League of Minnesota Human Rights Commissions, and distributed to member commissions, counties and municipalities throughout Minnesota. For additional information contact the League office, 3300 University Avenue, Minneapolis 55414.

Telephone:

(612) 373-9837 or 373-9992 (office)  
(507) 387-2893 (President, home)

President . . . . . Dave Cowan  
Publisher . . . . . Dr. William Dudley  
Editor . . . . . Vicki Wilson



# HUMAN RIGHTS NEWSLETTER

A clearinghouse for human rights ideas, information, plans and programs published bimonthly by LEAGUE OF MINNESOTA HUMAN RIGHTS COMMISSIONS, 300 Hanover Building, 480 Cedar Street, St. Paul MN 55101.

League's Office has moved!  
New address: 300 Hanover Building  
480 Cedar Street, St. Paul, MN 55101  
Telephone: 612-222-2861

ISSUE NO. 13

JAN./FEB. 1974

## HUMAN RIGHTS CONFERENCE APRIL 26-27

Human Rights Conference combining both an orientation for newly appointed human rights commissioners and an up date for all interested citizens is being planned by the State Department of Human Rights and League of Minnesota Human Rights Commissions.

The two day workshop, starting Friday evening April 26th at the Dyckman Hotel, Minneapolis will have speakers, workshops and lots of opportunity to ask questions and discuss concerns of local human rights commissions.

Two well-known relevant speakers will start the conference Friday evening followed by a social hour, giving human rights commissioners a chance to meet and discuss common concerns.

Saturday morning, April 27th, starting at 9 a.m., there will be a group of speakers followed by a panel of minorities representing such groups as Blacks, Chicanos, Indians, women, handicapped, youth, senior citizens.

This same panel will continue its discussion of issues and concerns as one of the six workshops starting at 11:30 a.m.

Other workshop choices will be:

**Affirmative Action Program:** definition and how human rights commissions can assist their communities in the development of the program;

**Human Rights Act and city ordinances:** an explanation of the law and what happens when a charge of discrimination is filed at the Department of Human Rights.

**Women's Issues:** discussion with Betty Howard, director of Women's division, State Department of Human Rights and representatives of other women's organizations.

**Community Affairs:** an opportunity to

meet human rights commissioners who will talk about the role of a commission, how to become visible in your community, projects-successes and failures.

**Legislation:** laws passed during the 1973-74 sessions and plans for next legislative session-1974-75.

The cost of the conference will be \$6, which includes registration fee and Saturday lunch. Reservations must be mailed by April 17th to the League's office.

After Saturday lunch there will be an opportunity for participants to attend two more workshops.

Summary of the day's happenings will begin about 3:30 p.m.

Wendy Snow from the League's staff is planning this conference with Connie Price, Community Service director and Tom Donaldson, deputy commissioner, State Department of Human Rights.

The conference will be at the Dyckman Hotel, 27 South 6th Street, Minneapolis, MN.

## St. Cloud's Policy for Hiring Handicapped

By Maxine Wenstrom  
Personnel officer, St. Cloud

In 1972 the St. Cloud Area Committee for the Handicapped proposed to the St. Cloud Civil Service Board a policy for hiring the handicapped. After numerous meetings, the Civil Service Board on December 19, 1972, adopted a policy entitled "Selection Procedure for Hiring the Rehabilitated." The policy is designed to provide guidelines for hiring procedures which will enable rehabilitated persons to compete with non-handicapped people for employment, and also to insure that the City of St. Cloud will continue to obtain high quality employees.

The following procedures are included in the policy:

1. The Civil Service Board will notify rehabilitation agencies of all job openings (not just low level jobs), and the requirements of such jobs; experience, educational level, skills, and physical and mental abilities.
2. In certain cases where written tests place the rehabilitated person at a disadvantage, the Civil Service Board will strongly consider a modification

in testing procedures. Modifications could include readers for the blind, interpreters for the deaf, enlarged answer blocks and more time for the cerebrally palsied and others with poor coordination of hands and fingers, or anything which would allow the applicant to compete on an equal basis with other applicants. Requests for modification may be made by the Civil Service Secretary or by a rehabilitation counselor if the applicant is associated with a rehabilitation agency. If not so associated, he may request representation by a rehabilitation counselor who will act as a consultant to the Board. The applicant need not become a client of the rehabilitation agency, nor is his request to be construed as an application for services from the agency unless he so requests.

3. The rehabilitation agency shall provide assurances that its clients are capable of satisfactory performance on the job.

(continued on page 4)

## President's Letter:

(Editor's note: The President's Letter is written this time by Dave Hall, chairperson of Roseville Human Rights Commission.)

Why does the tenth largest city in Minnesota, 99.0% white, \$15,000 average family income and a good school system need a Human Rights Commission?

Good question!

On one level, the answer lies in the above statistics — that they persist in a largely non-white world of low average income and poor schools. On another, say the operating level, Roseville needs a Human Rights Commission to balance her other expressed concerns: police protection, fire protection, engineering, recreation, physical planning, finance and administration. Our 38,000 population is not without human rights and human relations problems. We want to serve our jurisdiction as well as the other city agencies serve theirs.

We have had just a dozen meetings at this writing. We are a 10 member Commission — actually the second generation Human Rights Commission in Roseville. The first Commission, appointed in 1968, was declared defunct in 1972 after the League of Women Voters asked for the latest minutes and nobody could find them. Council proceeded to appoint an all new Commission.

We are served by City staff member Doug Lowe, Doug's eloquent minutes are mailed out to about 30 individuals in addition to City officials in a first attempt at systematic public information. The 'system' needs work but somehow we feel a need to identify our constituency. Other means undertaken are public meetings at local churches with a speaker of interest and modest press and City newsletter coverage. These are the handles, however, to be developed into a going program of public relations. Every notice that a viable concern for human rights is abound in the community helps raise the public conscience of these issues. One measure of success in this area is that we have had a half-dozen contacts by individuals with a human relations issue or concern. We have discussed coordination of effort on these calls with our Chief of Police and are formulating guidelines for handling such contacts.

The Commission was, immediately upon its creation, faced with two major areas of concern — each with considerable momentum. They were a proposal for a subsidized family housing project and the 1973 legislative session.

The proposal won and Mrs. Murphy lost, (discrimination in rooming houses was removed from Human Rights Act) but we honestly question our impact on either decision. They were exhilarating victories for our cub commission though. We are approaching the 1974 session of the legislature with personalities and priorities a little better understood.

On the home front, we personally delivered the State Department of Human Rights housing brochure to all 130 apartment complexes and 13 real estate firms in Roseville. We also testified for a subsidized moderate income housing provision in the Village Comprehensive Plan (lost) and introduced a resolution to Council in support of subsidized housing in Roseville (passed unanimously). Our

## INEQUITIES FOUND IN GIRL'S ATHLETICS AT MOUND SCHOOLS

Possible inequities in the athletic program plus appropriate action to eliminate them are presented in an interim report of a study of girl's athletics in Mound Public Schools, published recently by the Human Rights Commissions of Mound-Spring Park-Minnetrista and Orono.

These two human rights commissions wanted to "acquaint the community with the present imbalance of athletic funding and facilities used in Independent School District 277 and to urge affirmative action to correct the situation by complying with the guidelines of the Minnesota State Board of Education's publication, "Eliminating Sex Bias in Education" and the State Human Rights Act, revised, September, 1973."

Under the item, interim conclusions, the report stated that "within the Mound Public schools there exists a general orientation which discriminates against girl's athletics:"

(1) "There exists a widespread myth within the community that the athletic budget 'belongs' to the boys, especially varsity athletic programs..."

(2) "School administrators oriented to favor boys varsity athletic activities control the District's athletic budget as well as the use of district facilities and have used their position to emphasize boys varsity activities at the expense of the girl's athletic program and boys non-varsity athletic program."

(3) "Much of the current sex

current activities are: commending local greeting card shops that display products depicting minorities; urging shopping centers to remodel as required to serve the handicapped and developing a brochure for community distribution explaining Commission programs, activities and membership.

Our 'second generation' HRC was influenced at the outset by David Therkelsen's lead article in the January, 1973, Newsletter. His formula was: identify the key people "... learn their interests, decide how they are better served through an improved social climate, convince them, and use them."

Good advice! Based on our 1973 experience, I would only add that it pays to do your homework first.

discrimination in the athletic programs can be traced to the Minnesota State High School League and its emphasis on boys varsity athletics through their rules, activities and budget. This emphasis is readily apparent by a cursory review of the 'Official Handbook' of the League."

(4) "The Mound Public School District is not alone in its discrimination against an adequate and equitable girl's athletic program."

Under specific discriminations, the report stated that the girl's coaches are underpaid in comparison to boys' coaches and that the only one certified woman coach at the high school level was expected to also coordinate all girl's athletic activities.

"Despite a strong interest in athletics by girls in the district," the report said, "the administration ignored their rightful request for supervision and facilities."

Affirmative action recommendations in report requested that girl's basketball which had been eliminated from the school program, be reinstated on a limited scale; discrimination in student athletics be eliminated in budget, use of facilities and coaches and that a standing committee be created to reevaluate the athletic program.

Single copies of this interim report are available by writing to Ms. Donna Carlton, 2660 Lydiard, Route 2, Excelsior, MN 55331. Cost 50 cents for mailing and printing costs.

## MEET NEW DIRECTOR OF INDIAN AFFAIRS COMMISSION

by Vicki Wilson

The new director of Indian Affairs Commission is Elwin Benton. He returned to Minnesota from a job at the Indian desk, special project branch of National Institute on Alcoholic Abuse and Alcoholism, Rockville, Maryland.

After four months in his new position, Benton finds that the role of the Indian Affairs Commission is that of an "advocacy."

"We try to alleviate the areas of conflict between the Indian Community and state, county and local governments. We also lobby for legislation and solicit assistance from other lobbying groups," Benton said.

"Sometimes policy is misinterpreted," he said. "We confront agency personnel concerning their duties."

Benton gave the example of social workers.

"They are employed to provide services and assistance. They are not to dictate to the Indian Community. We work tactfully and diplomatically with the agencies."

## League's Annual Meeting May 11

Annual meeting of League of Minnesota Human Rights Commissions will be Saturday, May 11th.

Main agenda items will include election of Board of Directors, approval of budget and revision of by-laws.

The League's Board of Directors directed the nomination committee, (board director, Lee Schreurs, chairperson) to seek out candidates for the election from each of the nine regions as proposed in the revised by-laws.

Any human rights commissioner interested in becoming a nominee should notify the League's office.

Member commissions are urged to take time in their monthly meetings to discuss the proposed by-law revisions and possibility of applying for the annual award. All this information has been mailed to commission chairmen, and when designated, to liaison commissioners.

Final details for the annual meeting will be described in the next newsletter.



Travel around the state is part of Benton's job.

"When a minor crisis arises, I either go there or contact people in the area to help."

He sometimes makes preliminary investigation concerning a charge of discrimination. He then works with the Department of Human Rights who has the authority to make a formal investigation.

It is difficult to carry out the legislative mandated duties of the Indian Affairs Commission, Benton stated, because he has very little staff, that is, two civil service employees and himself.

The commission is supposed to be a catalyst which gathers information and data in areas such as welfare,

employment, education, law and order and then propose legislation.

Benton spent his boyhood years in the Cloquet-Duluth area. After eight years in military service, he did his undergraduate work at University of Minnesota in sociology and social work. He completed his masters degree at John Hopkins School of Hygiene and Public Health.

As for goals of his new job, Benton hopes to build the credibility of his commission by working with all segments of the Indian population and to increase staff.

During the present legislative session, Benton is lobbying for a change in the statute so that directors on the Indian Affairs Commission receive equal compensation as other advisory boards. Those board members receive from \$28 to \$33 a day. Indian Affairs Commissioners receive \$10 a day.

Both houses have proposed budget increase and establishment of branch offices in Bemidji and Cloquet-Duluth areas.

Joint Religious Legislative Committee has agreed to lobby for two items, Benton reported: An associate director of Indian Program on the Alcoholic and Drug Abuse Authority and the labeling of wild rice as to whether it is natural or paddy grown.

## Notes From Director

We missed one member of the board of directors in our article in the last issue. Maria Larsen from Maplewood HRC is an active member of League of Women Voters. She will be working on plans for the Annual Meeting.

We've additional part-time staff. Wendy Snow is an Urban Affairs student at the University of Minnesota. She is working Tuesday and Thursday afternoons at the office. Her first assignment was to plan the human rights conference with the State Department of Human Rights.

Lynn Dotzenroth, a student at McCalester College, has volunteered to work with the Legislative Task Force. Lynn is a member of the Orono Human Rights Commission.

We will be mailing statements for next year's membership dues in March. Dues were increased last annual meeting. They will be three dollars per thousand population. Minimum dues will be \$30 and maximum \$300.

Our newsletter is printed by Bolger Publications. We purchase the paper and they contribute printing costs.

We send copies of the newsletter to each municipality and county to keep concerned officials informed.

## WE'VE MOVED:

The League's desk moved with the League of Minnesota Municipalities to new offices, 300 Hanover Building, 480 Cedar Street, St. Paul, MN 55101, on February first.

Telephone number is the same as the big League's: 612-222-2861. It will be listed in both Minneapolis and St. Paul telephone directories.

Along with the move are increased expenses — a monthly rent for the desk and space and increased telephone bill.

(continued from page 1)

4. Work site modification within reason will be considered by the Board where needed (e.g., providing ramp entrance, enlarging toilet stalls to accommodate wheel chairs, lowering desk).

To date only a few rehabilitated persons have applied for positions under the policy. Testing procedures have been modified in two cases without undue difficulty for the city.

There is a problem in hiring the handicapped or rehabilitated which our policy cannot overcome. A recent applicant for the position of Sanitation Worker (an employee who empties garbage cans into the packer trucks), was a mentally retarded young man with a speech defect. The Civil Service Board rates applicants for this position on the basis of an oral interview and an evaluation of job related experience. The handicapped applicant, after competing with 35 non-handicapped applicants, had the second highest score in the group. It would seem that a handicapped person could successfully compete for jobs. However, we must then give veteran applicants preference. The resulting ranking placed the handicapped applicant eleventh, with little likelihood of being hired. It is obvious that anyone with a handicap from an early age would not have been accepted in the armed forces, and hence would not be eligible for veterans preference.

There are both humanitarian and economic benefits in hiring a person with disabilities. The employer gains the dedication, reliability and loyalty of the handicapped employee. Statistics bear

out the claim that companies employing the handicapped show a decrease in loss of work time due to accidents, illness, and tardiness, and an increase in productivity and quality of work. The community gains by reducing the number of disabled welfare recipients, thus reducing the tax burden. Merchants gain through the increased spending power of the handicapped employee. And, finally, the working individual regains independence and self-esteem.

**(Editor's note: Copy of St. Cloud Civil Service Policy is available upon request from League's office.)**

## Human Rights Newsletter

Published bi-monthly by League of Minnesota Human Rights Commissions, and distributed to member commissions, counties and municipalities throughout Minnesota. For additional information contact the League office, 300 Hanover Building, 480 Cedar Street, St. Paul, MN 55101.

Telephone:

(612) 373-9837 or 222-2861 (office)  
(507) 387-2893 (President, home)

President..... Dave Cowan  
Publisher..... Dr. William Dudley  
Editor..... Vicki Wilson

## INFORMATION TO REQUEST

A complete report about a pilot program developing the effective use of the A-95 Review Process by civil rights forces, public and private has been recently published by National Committee against Discrimination In Housing, Inc. (NCDH).

A-95 is the procedure for evaluating applications for Federal financial assistance in advance of actual funding. Municipal human rights commissions and local citizens organizations can be involved in this process.

Single copies of the NCDH A-95 Pilot project report as well as the brochure, "Civil Rights and the A-95 Review Process" can be obtained from NCDH Western Office, 680 Beach Street, San Francisco, Cal.

## SPEAKERS AVAILABLE 'GAY' LEGISLATION

Speakers from the Gay Rights Legislative Committee would like the opportunity to discuss gay civil rights and the need for legislative action with local human rights commissions.

If you wish to schedule a speaker for your commission meeting, please write or call Steve Endean, 34 Spruce Place #4, Minneapolis, MN 55403. 612-336-3875 (home) or 612-724-2093, Americans for Democratic Action where Endean is acting executive director.

League of Minnesota Human Rights Commissions  
300 Hanover Building  
480 Cedar Street  
Saint Paul, Minnesota 55101

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# HUMAN RESOURCES NEWSLETTER



League of Women Voters of Minnesota, 555 Wabasha, St. Paul, MN 55102 - November, 1974  
PM-T

## HUMAN SERVICES ACT - 1973 - "FOR YOUR INFORMATION"

Although the Human Services Act does not come under our Human Resource position, it is the type of governmental operation that is often associated with League and does have an affect on many areas of League concern. League is concerned with active citizen participation, and League may be asked to serve on the boards or committees. For more information about the Human Services Act, contact Dick Broeker, Planning Director, Human Services Act, 101 Capitol Square Building, 550 Cedar Street, St. Paul, MN 55101, 612/296-4849.

Information available from State Planning Agency:

1. MID-STREAM, Report on the 1972 Human Service Act - Aug., 1974
2. Common Questions and Answers on the Human Service Act - July, 1974
3. Considerations in Establishing a Human Services Board - July, 1974
4. The 1973 Human Services Act (with 1974 amendments)

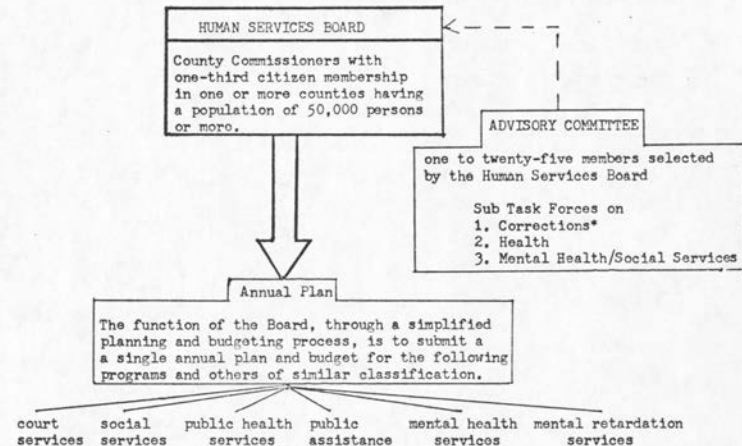
An evaluation report of the Human Services Act in the pilot areas will be available in early winter. The State Planning Agency and other affected state agencies are mandated to report back to the 1975 Legislature the results of the 1973-74 pilot period.

THE 1973 HUMAN SERVICES ACT

State of Minnesota

Permissive legislation for use by county boards of commissioners and health, corrections and welfare agencies wanting to coordinate or integrate their planning, budgeting and programming of human services.

The following structure replaces the existing hodgepodge of public boards and planning/budgeting requirements for all programs regulated or subsidized by the state Departments of Corrections, Health and Welfare. The diagram represents a minimum structure which can be expanded upon if a local area so desires.



Pilot Human Services Boards:

1. Region 3 Human Services Board (7 counties in Arrowhead Region)
2. Brown-Nicollet-Sibley Human Services Board
3. Blue Earth-LeSueur-Waseca Human Services Board
4. Faribault-Martin-Watonwan Human Services Board

Operating Human Services Board:

1. Scott County

\*same as the Community Corrections Act Advisory Committee

GUIDELINES ON THE USE OF STUDENT RECORDS

Recent state and federal legislation gives students and parents access to student records in public schools. The following guidelines were released by the Minnesota Department of Education:

- Teacher notes or anecdotal records do not enjoy immunity from a law suit for libel or slander. If placed in a pupil's record and exposed to public view, such notes may well be used as a basis for a defamatory action.
  - A student or his parent or guardian may examine and challenge official school records.
- Federal law includes the following provisions:
- Schools which "effectively prevent" parents from inspecting official records, files, and data directly related to their children could lose federal funds.
  - Material which is open to inspection must include everything in the pupil's cumulative record folder, including identifying data; scores on standardized IQ, achievement, and aptitude tests; academic work completed; level of achievement (grades and standardized achievement test scores); attendance data; interest inventory results; health data; family background information; teacher or counselor ratings; and observations and verified reports of "serious or recurrent" behavior patterns.
  - A parent's request to see the materials must be honored within 45 days.
  - Parents may request a hearing to challenge the content of school records and request deletion of "inaccurate, misleading, or otherwise inappropriate data..."
  - Third parties cannot see these records unless parents give written consent. Those who can see the records without consent are school officials and teachers who "have legitimate educational interests," officials of a school to which a student is transferring; and federal and state education officers, if records are necessary for an audit or evaluation of federally supported programs. Personal data may be released in connection with a student's application for financial aid.
  - When a student becomes 18 or leaves school, consent required before anyone can see his records becomes the student's business, not his parents.
  - Parents and students over 18 must be informed of their rights concerning student records.
  - Instructional material used in connection with any research or experimentation shall be available for inspection by the parents or guardians of the children in the program or project (this refers to research of any program designed to explore or develop new or unproven teaching methods or techniques).

Further information can be obtained from Mike Appleman at 708 Capitol Square, 550 Cedar Street, St. Paul, MN 55101.

UPDATE  
Vol. 9, No. 1, Sept. 1974

PUBLICATIONS AVAILABLE

"Steps to Advance Equal Employment Opportunities for Women." A fact sheet published by the Women's Bureau lists 20 suggestions to help employers and sex discrimination and to assure women employees equal access to job opportunities.

"The Myth and Reality" lists nine common myths about women workers and refutes them with factual data.

"Why Women Work" provides insights into why nearly 35 million women are members of the 1973 work force.

"Facts on Women Workers of Minority Races" includes information on employment, marital status, working mothers, occupational status and income.

All these pamphlets are available without charge from the Women's Bureau Employment Standards Administration, U. S. Department of Labor, Washington, D.C. 20210.

"Marriage and the Supreme Court," by Renee Chotiner, discusses the attitude of the Supreme Court toward women in the areas of employment, rights, control of her own body and property rights after marriage. Send \$2 to Today Publications, 612 National Press Building, Washington, D.C. 20015.

A film about the history of Women in the U.S., "Emerging Woman." Uses engravings, photographs, newsreels and other film clips to show various economic social and cultural experiences of women. 40-minute black and white 16 mm. Available for rental or purchase through Film Images, 1034 Lake Street, Oak Park, Illinois 60601.

EXPLANATION OF BONA FIDE OCCUPATIONAL QUALIFICATION ON THE BASIS OF SEX

Source: Minneapolis Department of Civil Rights, November 30, 1973

Legal Bases for Sex Preference

Generally, there are only three bases for a finding that sex is a bona fide occupational qualification: 1) where it is necessary for the purpose of authenticity or genuineness, e.g., an actor or actress, or a model; 2) where public morals, and not merely social predilections, demand that one sex be given preference over the other in a particular position, such as a washroom attendant or a foundation garment fitter; and 3) where sex appeal is an essential qualification for a position in the entertainment industry.

Illegal Bases for Sex Preference

The following reasons do NOT justify a finding that sex is a bona fide occupational qualification:

1. The assumption that one sex in general has preferable employment characteristics (such as the assumption that the turnover rate for men is lower than for women, or that men are more willing than women to accept transfers or to relocate);
2. The assumption that one sex in general is inherently better qualified than the other (such as the assumption that women are more capable than men at doing light assembly work);
3. The real, imagined or assumed preference of co-workers, the employer, clients, or customers;

4. The fact that the employer may have to provide separate facilities or uniforms for a person of the opposite sex;
5. The fact that members of one sex have traditionally been hired for a particular type of work;
6. The fact that the job involves late-night hours, work in isolated locations, or danger;
7. The fact that the job involves heavy lifting or other strenuous activity;
8. The fact that the job involves work with, or supervision over, the opposite sex;
9. The assumption that relatively few persons of one sex or the other are qualified or are able to perform the job (such as the assumption that few women are qualified mechanics, or few men are qualified secretaries); and
10. The assumption that the job or wages will not appeal to most members of one sex or the other.

#### FEDERAL ACTION

Every month the State LWV receives reports of actions initiated by the U. S. Department of Justice. A summary of the action for 1973-74 are as follows: public accommodations 72; housing 44; criminal 32; employment 18; Indian rights 5; education 4; voting 2; federal programs 1; and other institutions and facilities 1.

In June the U. S. Supreme Court upheld federal laws giving American Indians preferential hiring and promotion status in the U.S. Bureau of Indian Affairs.

The Department of Health Education and Welfare has been conducting research in an effort to identify sex stereotyping in textbooks. The results are to be completed this year and made available to school boards for advisory purposes.

# A Recharge for HR

Housing moratorium ... busing ... day care ... Title I ESEA ... Menominee termination ... food stamps ... revenue sharing ... ERA ... The list of "human needs" issues has been getting longer since our HR umbrella first began to unfold a decade ago. The tough struggles of the early sixties focused on getting rights spelled out in the law. The struggle for enforcement of the law on the books in the late 60s and 70s has proven to be more drawn out and, some would say, tougher. The heady early days of the War on Poverty are past. In their place have come enough alphabet programs to test one's literacy, as well as demoralizing bureaucratic contests for power, wrenching shifts in emphasis -- and postponed results.

The poverty and discrimination to which the country was sensitized in the sixties remain. Programs and laws enacted to eradicate these social blights have been underfunded, misadministered, abruptly disbanded or not enforced, leaving us with a full measure of frustration, more intractable poverty and insidious discrimination. Now, in the mid-seventies, our continuing fight for quality education, decent housing, equal employment opportunity and alternatives to welfare is all the more urgent. A continuing fight, yes, and a fight that has expanded in its dimensions, too. Expanded by new awarenesses of women, Indians, chicanos, as well as blacks. Expanded by the need to discover and use new tactics and strategies as we get new insights into the layers of a problem. Expanded also by the need to counter the resourceful ploys of the opposition.

Small wonder that some HR committees feel as if they've been stonewalled. Perhaps your League has moved on to other priorities and

to struggles that give greater promise of tangible results.

...Perhaps your community coalitions are falling apart, as the programs of the 60s have been aborted, or underfunded, or dispersed.

...Perhaps scattered "wins," have undermined public support by nursing the illusion that the big fights have already been won.

If that's your case, this COMMITTEE GUIDE has some ideas for recharging your batteries that we hope you will try. They are offered to help you bring fresh vitality to your work, to help you set priorities and unify and focus your activities, within the broad and diverse HR context and within League program as a whole.

The suggestions share a "transfer" factor": while assuming that you will use what you already know, they assume also that there is much that is adaptable from other people's experience and work.

---new 1970s-style strategies tested and proven in experimental projects

---insights from techniques and publications developed for other League portfolios

---inspiration from other Leagues' HR work

You could tag it our conservation-of-energy program, our campaign against reinventing the wheel.

## CONSIDER AN HR COMMUNITY PROFILE

According to a recent USDA study, the needy in this country are hungrier and poorer than they were four years ago. A recent expansion of coverage in the food stamp program may veil that fact, but again in the seventies reports the Census Bureau. Statistics document that nationally the poor, in appalling numbers, are still in appalling housing, while low-cost housing programs are going nowhere.

# Committee guide



**League of Women Voters  
of the United States**  
1730 M Street, N.W.,  
Washington, D. C. 20036

Desegregation of the suburbs, recognized as essential not only to solving housing problems but to resolving many school problems as well, moves at snail's pace, around new obstacles of no-growth planning and quality zoning.

That's the national profile. You may be pretty sure that in some degree it's your local picture too; but in rallying community concern, intuition is no substitute for hard facts. Talk about low-cost housing commitments may be obscuring the fact that none has been built in the last four years. A better policy about providing school lunches may hide the fact that guidelines for participating have become tougher. Welfare payments may have risen, but not at the rate that the cost of living has. And whole categories of people may be being quietly pushed off the rolls by punitive and arbitrary (local) guidelines. What's the case in your community?

A recent Voters Service COMMUNITY GUIDE, Elections 74-76: Turning People On urged Leagues to do a fresh and probing kind of community analysis, one that pushed beyond conventional bounds to get at the current facts on who's turned off and why, as a sound basis for a newer and more sophisticated kind of voters service. A comparable HR community reassessment survey may be just the eye-opener and spur that your League and your community need, if your HR program is in the doldrums.

A 1974 HR community profile set alongside a profile of 4, 5 or 10 years ago can give you a solid answers to such questions as:

---By any chosen yardstick, are there fewer poor people in our community than there were in our baseline year?

---By objective standards, are the poor in our community better housed than they were five (or 4 or 10) years ago?

---Have minorities in our community made gains in employment, as measured by unemployment rates, entry into higher levels of jobs, minimum wage compared to cost of living, etc.

---Do more children have access to quality education in our community today than 5 years ago?

You can crank in some new questions, too. For instance, what is the precise impact of the energy shortage on the living standard of poor people in our community -- measured in transportation problems, utility bills, etc?

There aren't many communities in which these questions, or similar ones, could all be answered positively. But the answers, good or bad, can help sort out priorities; they can stimulate community concern; and they can galvanize League members and others to action.

Check the box for examples of how to pinpoint what you want to find out on a particular subject

and for leads to national publications in other fields that contain tips you can adapt to your purposes. It also suggests some basic outside sources.

Maybe the last thing you need is more facts on the problems--what they are and how bad they are. Perhaps your big problem is fatigue from hammering on the same closed doors, answering the same bigoted arguments, tripping over the same Catch-22 obstacles. Perhaps you're tired of plugging away, trying to breathe life into old coalitions built around tactics and solutions no one any longer believes in. Take heart. The emerging issues and strategies described below may be the tonic your League needs.

#### FOCUS ON COMMUNITY RESOURCES: TAP THEM WITH NEW HR STRATEGIES

The main thrust of two current League of Women Voters Education Fund (LWVFF) projects is toward developing effective techniques for community organizing and citizen action. While both projects are in areas of prime interest within the national HR program, neither has as its primary focus at the federal level. Instead, they were designed to offer both financial and technical help in solving local and state problems through new vehicles.

Because they have this focus, you can readily draw from them. Some of you may want to duplicate in both goal and scale. More likely, you will want to pick and choose among the techniques and tools we've been testing. Overall, they may serve as models for ways to integrate local, state and national program.

#### General revenue sharing

Long hailed as the cornerstone of the Administration's "new federalism," general revenue-sharing (GRS) came into being on October 20, 1972 when the State and Local Fiscal Assistance Act was signed into law.

In order to "restore power to the people" the act returns money to the local level where, according to the rhetoric, needs are best determined and met. By 1977 approximately \$32 billion will have been distributed "automatically," according to a formula, to some 38,800 local units of government and 50 state governments, "with no strings attached." A few strings, however, are in fact attached. Three of these are of particular interest to HR.

FIRST, local governments are limited to seven designated priority areas in spending their GRS money. The tracking of these funds has been high on the League action list from the start, because the seven categories include many of the League's HR concerns; moreover, GRS funds have turned out to be the sole substitute for many former federal grant-in-aid programs that served minorities and the poor.

SECOND, there must be no sex or racial discrimination

#### DEVELOPING AN HR COMMUNITY PROFILE

##### I. Developing Benchmark Data:

To identify trends you will need a benchmark against which to measure change. 1960 and/or 1970 data could provide your benchmark, depending upon the availability of more recent data and the need to establish long and/or short term trends.

##### II. Data Sources:

1960, 1970 census data for states  
Chamber of commerce data on business, employment, etc.  
Official local government studies  
School board studies  
Local and state social agency studies  
Field trips  
Newspapers

Your League may already have done portions of such a community survey as part of its fact-gathering studies of education, employment or housing. The Know Your.... series have all been recently revised. They can help you sharpen your thinking about what questions you should seek answers to.

##### III. A Sampling of Questions

Growth and Change - You'll want to know about population stability:

1. Is there a general rise or decline in the population?
2. Are residents moving out or in at a higher rate than before, and where are they going?
3. Are any age groups moving out at a higher rate than before: young adults (17-25) who would provide a base of skills for the future? Experienced (26-45) who may have children living with them? The elderly (60-70) who may need low-income housing?
4. How stable are the high, middle-and bottom-income classes?
5. What is the ethnic makeup of the population and how has it changed?

Economic Conditions - You'll want a clear picture of your community's economy:

1. What is the present composition of industries? What's increasing and what's decreasing? How do these changes compare with changes in the SMSA/county or state as a whole?
2. What is the present income structure of your community?
3. What is the present skill class structure of your community?
4. Has the unemployment rate changed? Which ethnic group, age group and profession is suffering the highest unemployment increase?
5. What changes have taken place in the number of persons receiving welfare, food stamps?
6. How many substandard housing units are there in your community? Where are they?
7. How have interest rates changed? What measurable changes have resulted in homebuying and other kinds of borrowing?

In addition, you will probably want to answer a series of questions on your community's educational opportunities, perhaps its health services, transportation services, recreation, leisure facilities, land use practices.

tion in the spending of these GRS funds. This second string makes these funds an obvious target of added interest to HR committees--a ready focus for local action on equal rights.

**THIRD**, these GRS funds must be allocated through the existing local or state budgeting process. It's this third string that has greatest interest strategically. It is the budgeting process that really sets priorities in a community, and GRS gives citizens a new incentive for getting in on the act--and a new strategic route for getting what they want. But how best to get a handle on this process and bend it to our ends? That's what the General Revenue Sharing Monitoring Project set out to help us discover. The answers and the tools the project is beginning to come up with don't belong to HR alone--they're just as useful to environmentalists or any other citizen groups. But the anti-discrimination provisions and the shrinkage of federal programs for which GRS funding was said to be a substitute, though an elusive one, give "HR types" special incentives for mastering the system in order to manipulate it.

Faced with impoundment and the dismantling of OEO, the LWVEF joined with the National Urban Coalition, the Center for Community Change and the Center for National Policy Review in the fall of 1973 to launch a National Revenue Sharing Monitoring Project (NRSMP). The NRSMP designed a detailed instrument for monitoring three sensitive points: citizen involvement in determining priorities actual use of these "new" funds, --officials' perceptions of priorities, and--civil rights violations. Forty local Leagues and six state Leagues were among the groups funded to monitor.

Most sites have now concluded their six months of intensive monitoring, and data analysis is well under way. But we have already learned a good deal from the monitoring experience itself. Among the many interesting suggestions and possibilities for action that have come from this project, the major, oft-repeated and most successful tips on strategy are:

--Form strong broadbased coalitions

--As a coalition, act on a predetermined and agreed-upon priority and

--Get into the budget process early, where and when the hard decisions are made.

By the time budget hearings are held, it's usually too late to make any impact! We hope eventually to draw together in a publication some of the more effective methods of citizen involvement which emerged from League participation in the project. For the time being there are several tools already available for you to use, in making the budget process work for Human Resources. One is a direct result of the project's training conference last fall, The Budget Process from the Bureaucrat's Side of the Desk (Pub. #483-3508). The pamphlet is filled with shrewd advice

on how to crack the local budgeting process. Be sure to check out the companion publication, The Citizen and the Budget Process: Opening up the System (Pub. #482-3509), too. It offers help in translating fiscal jargon, a sample from a well-done city budget and tips on how to make your case.

To analyze your communities' needs and goals, the suggestions in this guide for doing an HR community profile are apropos. If you really want to do an in-depth project we'd be more than happy to send you a copy of the monitoring instrument (\$1.00) developed for the NRSMP. It gives you a clearly defined method not only of demographic analysis but of detailed budget analysis as well. It also includes a series of questionnaires for use in interviewing local officials, department heads, interest groups, labor, the media, etc. Use of these questionnaires might, among other things, help establish more firmly your relationship with officials and identify other community groups with similar interests for coalition building.

Each League recently got another helpful publication, Setting Involvement: Your Guide to General Revenue Sharing (Catalog # F11072:33272; 4008), published by the Office of Revenue Sharing, U.S. Department of the Treasury. This is a basic handbook "from the horse's mouth," identifying points for citizen input into state and local decision making. Additional copies may be ordered from the Government Printing Office (Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402).

Two Leagues have already made a big impact on the budget process in their communities. Cincinnati and Indianapolis have concentrated on opening up the system, rather than on a specific program issue, and they've accomplished wonders. For specifics check your League's files for the report on the national Research and Projects Department entitled Projects: The Extra Dimension - A Wrapup of Local Metro and Election Systems Projects sent to you in April, 1974 and given out to convention delegates (for additional copies write to: Research and Development, LWVEF, 1730 M Street, N.W. Washington, D.C. 20036).

#### School finance reform

The LWVEF and three state Leagues (South Carolina, Vermont and New Jersey) are working in partnership on citizen education campaigns. The goal: to draw attention to inequities of existing methods of financing public education and build support for state reform. The LWVEF is providing financial and technical assistance to help each of the three state Leagues in their effort to mount major reform campaigns. Each state has formed a coalition tailored to its particular situation: the population it seeks to influence, the constituencies which carry weight in the legislature, and outreach capability.

The coalitions are also experimenting with ways

to adapt the media and organization techniques used in political campaigns. For instance in New Jersey they plan to put into operation "neighborhood coffee" meetings of the sort that candidates have used successfully. But in this instance, it's "Meet the Issue" instead of "Meet the Candidate." They're using flyers, radio, films, press briefings, legislative briefings and information packets, and they may cook up some bumper stickers, too. South Carolina plans to blitz the state with campaign flyers. They will also feed editorial material to all legislators, major newspapers and local weeklies on a continuing basis.

Even if the battle for equitable reform is not won, these state coalitions have built a strong "political" machine for education issues. The Arkansas Community Organizations for Reform Now (ACORN) has done this with many issues (from welfare to power plant siting) in Arkansas--there is no reason why we can't successfully transfer to our issues some of their organizing techniques (See "A Citizens' Action Force That Really Works," Martin Kirby, p.57-62, *Southern Voices*, No. 2, Vol. 1--published by the Southern Regional Council, 52 Fairlie Street, N.W., Atlanta, Georgia 30303).

The techniques used in these campaigns (many of them not completely new to you) are transferable to ERA ratification campaigns or to local issue campaigns such as setting up new day care centers. For that matter, the campaign action and education techniques you have used in your various environmental quality projects--most recently the solid waste projects--are transferable to HR projects. Perhaps your League can find some new strategy ideas for HR in Solid Waste -- It Won't Go Away Unless ... A Sampling of What Citizen Leaders Can Do (Pub. No. 513 Handling charge 25¢).

We want to share with all Leagues the technical expertise gained from successes and failures in influencing the local budgeting process and in organizing citizen education campaigns on important issues. Face to face, if we can manage it; if not, certainly through coming publications, or by phone or correspondence. But one thing we can't emphasize too much: all of this League "expertise" and organization technique is transferable from issue to issue and project to project. We become "expert" by learning from one another.

#### THE FIGHT FOR SOCIAL JUSTICE CONTINUES

##### Housing: Strategies for outwitting federal cutbacks

What can Leagues effectively do during a housing moratorium? Enterprising Leagues are doing a lot. Among them are some 47 Leagues that have participated in the Open Suburbs project, through metropolitan and regional conferences to develop citizen action strategies and plans which they might adapt to solving their own communities, housing needs. The Milwaukee area Leagues recently convened a conference of local officials, planners

and citizen groups to hammer out a strategy for solution to that areas low-income housing needs.

The LWV of Charlottesville-Albemarle County, Virginia found its community at a different stage of awareness and produced an in-depth TV series on housing in cooperation with a local cable TV station. The seven-part documentary has won kudos from diverse sectors of the community and was aired throughout a seven-week period last fall. The LWV of Colorado is using still another vehicle for informing the public on the hard facts of Colorado's housing situation. It has developed a slide show for use in small-group meeting discussions in conjunction with their factual pamphlet entitled Let's Put Our Housing in Order.

There are many ways to bell the housing cat--and these success stories along with other innovative projects are all reported in Issue #1 of *Open Communities--Metropolitan Housing Exchange* (Pub. No. 471-5068), which appeared last March. Two more are planned, the next one will be ready late summer of 1974. If housing is your HR emphasis, you will want to keep these newsletters on file.

Perhaps your League has determined that it can make the greatest contribution by unraveling the tangle of custom and prejudice that maintain residential segregation in your community. If so, What Ever Happened to Open Housing? - A Handbook for Fair Housing Monitors (Pub. No. 462 - \$1.00) is for you. This handbook takes you step-by-step through the process of monitoring compliance with and enforcement of existing fair housing laws and regulations. Civil rights groups are turning more and more to monitoring as a means of combating discrimination and ensuring compliance with the law. Monitoring fair housing laws can offer new and exciting opportunities to learn about the dual housing market, and more important, how to get a handle on what to do about it.

So while the federal housing moratorium, high interest rates and soaring inflation contributes to a rather gloomy outlook for solution to our housing problems, Leagues need not be overly frustrated. We can learn from the experiences of others and take action despite frustrations.

A citizens' action guide in housing, based on what we've learned over the last few years, is now in the works. Even though the big breakthrough in housing seems far away, the League can't let the chance for lesser breakthroughs get away.

##### Education

Twenty years after the Supreme Court's *Brown v. Board of Education* decision, most perceptive observers agree that the issue at stake is not really the buses, it's still "the niggers." School desegregation remains one of the thorniest problems Leagues are attacking. The only change is that the big battles seem to be moving north, with busing as a subterfuge. The busing issue has surfaced twice in the 93rd Congress. Leagues

responded to urgent TIMES FOR ACTION. The Kalama-zoo League presented compelling testimony before the U.S. House Education and Labor Committee, and the national lobbying efforts, in conjunction with those of members of the Leadership Conference on Civil Rights, beat back the anti-integration interests, only to see the busing issue re-surface again, this year tacked on to the energy shortage crisis!

For lasting solutions, the real battles will have to be won slowly and arduously on the local level. And many Leagues have made school desegregation their high-priority HR issue. The LNW of Detroit is one. They worked this year with a large coalition to help prepare their community for anticipated metropolitan-wide school desegregation. Now that the Supreme Court has reversed the Court of Appeals decision regarding Detroit area school desegregation, the League will have an even tougher job.

The League has co-chaired a speaker's bureau to supply groups with qualified speakers and discussion leaders and has urged community groups outside the coalition to join in and support their efforts. At the same time research on metropolitan school desegregation continued. A metropolitan and distributed over 4,000 copies to citizens, civic leaders, school board members and elected officials. In addition to the publication, this study committee has established a working communication channel with the major Detroit newspaper respecting its coverage of the court case and has kept close touch with those Leagues across the country that are also directly involved with the school desegregation issue, in an effort to keep current with all developments and possibilities of dealing with problems attending desegregation.

Many civil rights groups, such as the NAACP and the Washington Research Project's Child's Defense Fund, as well as the U.S. Civil Rights Commission have published excellent studies on desegregation and the busing issue. You can obtain these by writing directly to the respective organizations.

Integration is just part of our total commitment to "access to quality education" for all children. While some Leagues are focusing on access others are tackling the quality side of this two-pronged problem. We've already described state-wide efforts to reform school financing. If the quality of education your community provides is a high priority for your League's efforts you may find it helpful to review the new edition of *Know Your Schools* (pub.#342 - \$1.000) in getting a perspective on your school system, its strong and weak points.

#### *Day Care: The first stages of education*

Defeat of a comprehensive national day care program was snatched from the jaws of victory by the veto of the Economic Opportunity Amendments of 1971. Since then most of the work for day care programs has been done on a one-by-one local com-

munity basis. To help allay citizen fears based on misconceptions about day care, the Education Fund has published *Day Care - Who Needs It?* (Pub. #281, 35¢). It's a great citizen education tool.

In Greensboro, N.C. the LNW in cooperation with the Family Life Council of Greater Greensboro, Inc. and with financial help from Sears and Roebuck & Company, made this publication a prominent part of their day care information kit, which contains two other pamphlets (both attractively printed in the same blue and green as the LNWFE publication). One is a guide to what parents should look for in quality day care, and the other is a fold-out map and directory of Greensboro's established day care centers and the various services they provide. If you want to take a look at this packet, write to Diana Clark, the HR Chairman of the League of Women Voters of Greensboro, 3910 W. Friendly Avenue, Greensboro, N.C. 27410.

#### Employment: A Way Out of Poverty

The key to combating poverty is adequate employment, and here the fight is on several levels. Race and sex discrimination still play a part in unemployment and underemployment, as do lack of access to training and education. To open up employment opportunities is really to fight discrimination. The energy crisis has already had and continues to have serious adverse effects on employment. The picture of Seattle's 1971 employment story painted in *Out of Work a Sign of the Times?* (Pub. #177, 50¢) may well be Detroit's this year. On the national level we have worked for increased minimum wage, enforcement of equal employment opportunities, and public employment. With the recent passage of the Comprehensive Employment Training Act (CETA) a new avenue for citizen input in local program planning and development is open to Leagues. Leagues in jurisdictions which have been designated as prime sponsors, can, for example,

- take action to assure that there is minority and female representation on the manpower planning councils;
- stimulate community-based group interest and participation in the planning of specific local manpower programs; and
- monitor to assure participation of minorities and women in local manpower programs.

The National Urban Coalition has recently published an excellent action guide entitled Community

Manpower Programming Workbook (Order direct, 2100 M Street, N.W., Washington, D.C. 20037.\$3)

#### Alternatives to welfare

Finally, high on the League's agenda is our continuing search for alternatives to welfare. The League's approach stems from a conviction that the federal government has a major responsibility



ty "to meet the basic needs of all persons, who are unable to work, whose earnings are inadequate, or for whom jobs are not available." Our basic concept on "income assistance" is spelled out in the League position adopted officially in January 1971 following two years of intensive member study and agreement on "alternatives" to welfare programs.

Immediately after the national position was established, state and local Leagues joined in an intensive push for welfare reform at the national level. Despite our efforts and those of many other organizations, no meaningful national reform has resulted. In fact, new federal regulations, affecting cuts in state allocations, will force state and local reform without the benefit or aid of national reform. A major share of the action in welfare has shifted to the state and local levels.

Our income assistance position has proved to be forward-looking and flexible. We can continue taking action to obtain the best possible federal program of income maintenance (and supplementary services). Even though we do not see this as a main HR priority in 74, because major congressional action seems unlikely, we can meanwhile continue to work to see that the remaining welfare cash grant programs, the food stamp program, housing allowances and funds for health assistance, are administered fairly and in such a fashion as to serve fully all those eligible for such assistance programs.

#### Food Stamps: Working with what we have

The National Food Stamp Campaign sponsored by anti-hunger groups, church groups, labor unions, organizations for the elderly, and other public interest groups, including the League of Women

Voters Education Fund, is an effort to supply low-income consumers with information and assistance that would help them to take full advantage of available bonus food stamp money. An increase in the eligibility levels of those who could participate in the program, against a backdrop of rising food prices and unemployment, has made the time ripe for an extensive outreach effort.

A memorandum sent from the national League office on February 22, 1974 asking Leagues to participate in the program received enthusiastic responses from over 60 Leagues.

Despite the enormous setback in not securing the expected 1.6 million dollar grant from OEO to fund this campaign, there are many local efforts Leagues are making. These range from distributing materials about the food stamp program in low-income areas to an all-out registration drive to sign up potential recipients. The San Antonio LNW has been working with a coalition known as the San Antonio Food Stamp Task Force to accomplish a number of outreach objectives, such as the use of bilingual application forms and removal of caseworkers with a history of abusing clients. The coalition is also sponsoring a series of meetings to inform clients of their rights.

If your League is trying to work with any of the federal food programs and is encountering problems or if you just want to explore the possibilities, contact any of the following three organizations:

Community Nutrition Institute  
1910 K Street, N.W., Washington, D.C. 20006

The Children's Foundation, Suite 614  
1028 Conn. Ave., N.W., Washington, D.C. 20036

Food Research and Action Center  
25 West 43rd Street, New York, New York 10036

These organizations also publish valuable handbooks and guides regarding food program regulations, how to participate in them, how to monitor them, and how to expand outreach.

#### NEW SKIRMISHES IN THE DISCRIMINATION BATTLE

The League's continuing opposition to discrimination in whatever form falls under the inclusive phrase "equal rights for all"--regardless of race or sex. The League fight against racial discrimination began in the early 60s. The added dimension of opposition to discrimination on the basis of sex was added at the 1972 convention, as was the phrase "with emphasis on the special needs of Indians."

#### Women

Most of the recent League action related to women took place in the form of intensive ERA ratification campaigns in the unratified states. As a result of the smashing success of ERA bracelet sales--far beyond our early expectations! -- the national League has been able to provide funds and staff assistance to ratification campaign efforts and will continue to give such help to Leagues in the remaining shrinking number of unratified states.

The effort in Maine, which helped to shrink the number by getting ratification is a success story made possible through persistence, hard lessons learned, and new political insight. The Maine campaign was a strategically well defined, unified coalition effort, born out of the previous year's open confrontation and chaos. The well organized coalition took a persistent, cool, rational approach which reduced the opponents' arguments and style to the fear and extremism that, for the most part, it represented. In the final weeks of the campaign, the coalition developed and distributed information packets to the press and legislature; kept a close headcount on both House and Senate members; mounted a low-key but intensive lobby effort, and maintained close coordination with ERA workers in the various legislative districts (who, in turn, wrote letters and made phone calls at strategic times). The campaign reached a crescendo with a quiet, effective display of power at the legislative hearing. After a brief statement outlining reasons for the coalition support for ERA, a speaker for each member organization announced the group's support. In addition, speakers in the House and Senate were kept up to date on developments and given information when needed, in anticipation of floor debates. When the count finally came, ERA won, but not without a lot of hard work and careful coordination of efforts.

Maine's success story may not be replayable in your state--perhaps your state is instead one of the ratified ones where you want to keep a close look-out for rescission attempts. Or perhaps you

are in a "safe" ratified state and now want to turn your energies toward revising state law to comply with ERA. There is lots still to be done to abolish sex discrimination in divorce law, pension plans, extension of credit, ownership of property, corrections...the list seems almost endless. What's your state's Commission on the Status of Women doing? Don't forget the possibility of litigation; many remedies can be found only inches short of a court suit. Take another look at Going to Court in the Public Interest - A Guide for Community Groups (Pub.# 244, 25¢).

In any event, you'll want to keep au courant via the ERA Newsletter (three issues so far). Copies of #2 and #3 can be obtained from the national LWV office. If you're planning a renewed ratification campaign, take another look at the League's ERA Campaign Kit (Pub. #508, \$2.00). New materials are in preparation. If you want or need help - including money - get in touch.

#### Indians

When it comes to the special needs of Indians, all HR components are brought together in an urgent, compounded problem package.

"The special needs of Indians" evolved out of the insights developed to implement the 1972 convention's action to make explicit the League's concern with the Indian plight, we have drawn heavily on the expertise of Leagues such as Minnesota, which have long experience in working for better housing, education, and health for Indians. In developing a national focus, state and local Leagues joined the national League to lobby for passage of the Menominee Restoration Act. On December 22, 1973, it was signed into law, after nearly a decade of struggle to reverse the trend toward termination started in the 1950s. With a Lilly Foundation grant we are developing a publication aimed toward a common understanding of Indian problems and special needs.

In the meantime, Leagues have on their own found numerous ways to treat Indian problems in their communities. Perhaps the New Brighton (Minn.) League's Indian project will spark your imagination: The New Brighton League is expanding a survey they conducted last year on the attitudes of school children toward Indians. The results of the enlarged survey will be made available to teachers to help students see Indians as an integral part of our modern society.

So..., what is all this about? In a word it's ACTION.

Now that you see all the thousands of possibilities for action in HR - your job is to set some priorities and focus on the action that will make the biggest difference in the fight against poverty and discrimination: whichever of HR's seemingly separate HR components you opt for at a given moment, keep your eye on the basic HR goal of "UNA DESTINATIO, VIAE DIVERSAE".