LABOR and ANTITRUST

by ARTHUR J. GOLDBERG
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The ultimate objective of those who cry out against "labor monopoly" is to put our unions under the federal antitrust laws.

Should this objective ever be accomplished, organized labor will be weakened to a point of almost complete ineffectiveness. National and international unions will be prohibited from bargaining for their members at the plant level and all traces of company-wide negotiating will be eliminated. All this will be done under the guise of monopoly busting.

Employees working for any of the multi-plant employers who dominate the American economy will be restrained from using their collective strength in bettering their wages and working conditions. Instead, workers will be forced to bargain directly with the plant where they are employed as if that plant was a separate entity, completely devoid of the employer's other interests.

For the great majority of organized workers, the enactment of such legislation will mean a return to the 19th Century when employers with vast holdings held tremendous economic power.

Propaganda Campaign

Those who would return to the so-called "good old days" have resurrected the charge of "labor monopoly" as a front for their real goal. If they can convince the American public that labor is a monopoly, then "protecting the public interest" will necessitate placing this "monopoly" under restrictions of antitrust legislation.

Like the phrase "right to work," "labor monopoly" is now being drummed into the public mind as the first part of this anti-union campaign. Both phrases are equally misleading.

As "right to work" has nothing to do with a worker's right to a job, "labor monopoly" has no connection with our nation's concept of monopolistic practices.

The American public considers "monopoly" a bad word. We say that monopolies are bad—whether created by business organizations or by business organizations in conspiracy with labor organizations. Too often, however, we do not stop to analyze the reasons behind our condemnation of monopolies.

Essentially, our argument with monopoly stems from the fact that competition is economically desirable and should be the major regulating force in a free-enterprise economy.

We oppose monopolies because we regard it as undesirable for a manufacturer to have complete control over a product, enabling him to raise prices above those prevailing in a truly competitive system. We say that such control enables the manufacturer to gain excessive profits at the expense of the public.

No Competition

There are, however, areas where we recognize the fact that competition among suppliers is undesirable. For example, we do not object to one supplier of electric power, a single telephone service or a one-ownership urban transportation system. Similarly, our patent laws give inventors protection against their competitors for a limited period of time.

In such areas, we do not ordinarily apply the epithet "monopoly," although in a technical sense monopoly does exist. We do not use the term because in these areas, the lack of competition is considered socially desirable.

The same type of thinking must also apply to the charge of "labor monopoly." If a labor union is to be considered an undesirable monopoly, it must be undesirable because it suppresses or destroys competition socially beneficial to our economy.

What type of competition does a labor union destroy? Competition among whom? These are questions that must be answered if the charge of "labor monopoly" is to be considered seriously.

Technically speaking, of course, any labor union is a monopoly in the limited sense that it eliminates competition between employees for the available jobs in a particular plant or industry. By concerted economic action, these workers attempt to increase the wage at which the employer will be able to purchase their labor.

If the monopoly concept is to be applied to unions—under this false notion—all labor organizations should be forbidden and replaced by periodic auctions at which jobs can be parceled out to those qualified persons willing to supply their labor at the lowest wage.

Unions must be eliminated, under this theory, because the very purpose of labor organizations is to limit the power of an employer to drive down wage rates and enforce substandard working conditions.

If this is not the type of com-

petition envisioned by those who speak the loudest of "labor monopolies," there would seem to be only two other types of competition they seek to encourage. These are: competition between unions to see which will supply labor at the lowest rate; and competition between employers in the sale of their products, based strictly on a difference in labor costs.

Neither of these alternatives will stand the test of careful scrutiny. No one really proposes to establish an economic system under which unions would compete with each other to supply labor at the lowest possible cost.

Reward the Efficient

No responsible social critic believes that competition among manufacturers should be carried on, not on the basis of relative efficiency or ability to produce, but on the manufacturer's ability to obtain the lowest possible labor rates. The social advantage of competition is that it rewards the most efficient producer and thus guarantees the optimum use of our economic resources. There is no social advantage to be gained by allowing manufacturers to compete on the basis of sweatshop wages.

Even harder to rationalize than the question of competition is the placing of human labor in the same category as any other commodity.

There are obvious social reasons for distinguishing between the purchase and sale of commodities and the employment of workers. The owner of a commodity is not selling an object that is part of himself. He is selling property.

If the owner of a commodity is not satisfied with the price he is offered, he can generally withhold its sale until a better price is offered. But the worker is not selling a commodity. He is selling a part of himself—his own skill, strength and energy. The value of his labor, if withheld from the market, is lost and cannot be recovered.

From a practical standpoint, the individual worker cannot withdraw his labor from the market for any length of time. Without a union, he is completely at the mercy of the buyer—his employer. Since the worker must support his family and eat each day, he has no alternative but to

accept whatever is offered unless he has the protection afforded by collective bargaining.

Even if the laborer had a withholding power equal to that of his employer he would generally, in the absence of labor organizations, have little knowledge of the market value of his labor.

Prior to the advent of unionism, there never was such a thing as a market value of labor. This was partially attributable to the worker's lack of knowledge of the best available opportunities and also because workers cannot ship themselves to whatever place offers them the highest wage in the way the manufacturers can transport commodities.

Employer Monopoly

In the days before unions, because workers had no bargaining power there was no real competition. There was, rather, a genuine monopoly on the part of employers who could dictate the price at which labor was paid and who were not restricted by market conditions.

Until 1840, labor was considered a commodity comparable with any other product. As such, the courts held that an organization of workers to increase the price of their labor was *per se* a restraint of trade and illegal.

Beginning with the landmark decision of Chief Justice Shaw in the famous Massachusetts case of Commonwealth vs. Hunt (1842), however, the courts came to realize that the public policy against restraints of trade in commodities did not justify a ruling that the voluntary organization of workingmen was a restraint of trade and a monopoly.

This judicial recognition that the antitrust concepts do not apply in the labor market has been reinforced by repeated legislative action.

Section Six of the Clayton Act —passed in 1914—declares that "the labor of a human being is not a commodity or article of commerce" and that labor unions shall not "be held or construed to be illegal combinations or conspiracies in restraint of trade under the antitrust laws."

The Wagner Act set forth two basic reasons for distinguishing between a combination of businessmen to raise prices and a combination of workers to raise wages. The Act declared that the inequality of bargaining power between employers and individual employees depresses wage rates and that low wages are detrimental to the national economy.

This section of the Wagner Act was included without change in the Taft-Hartley Act of 1947 and remains, to this day, as originally enacted.

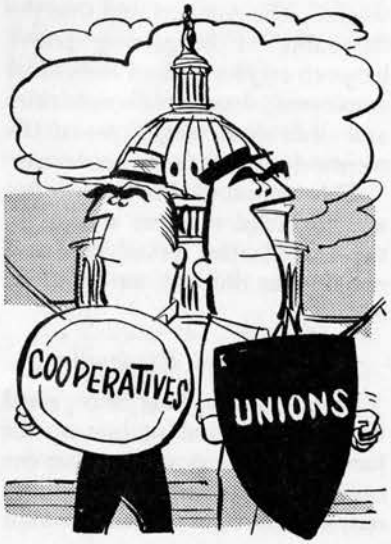
Congressional Recognition

Congress has long recognized that workers combine into unions for the same reasons that farmers combine into cooperatives. Not only does our government exempt

unions and cooperatives from the charge of restraint of trade, but it has encouraged their growth as in the public interest.

Because the worker and the farmer lack effective bargaining power when they stand alone in the market place, Congress has prescribed minimum wages and provided farm price supports. The legislative branch of our government rightfully considers that the national welfare demands safeguards for both workers and farmers against the impact of "pure" competition.

Those who cry out against "labor monopolies" know these facts. They are well aware that the monopoly concept is not applicable to labor unions because unions do not suppress the competition that our society considers desirable.



They also know that in those few cases where unions do cooperate with employers to restrain competition in the sale of commodities, these cases are properly subject to the present antitrust laws.

Disguised Union-Busting

The truth is that those who make the "labor monopoly" charge are not really concerned with competition or its negative counterpart, monopoly. Their real goal is the weakening of unions and especially those unions which they believe are too strong.

A typical example of this approach was the recent speech of Sen. John Marshall Butler (R., Md.) before the southeastern group of the Investment Bankers Association.

After stating that he would support legislation in the next Congress to bring unions under the antitrust laws, Sen. Butler proceeded vigorously to attack the United Auto Workers and Walter P. Reuther, its president.

Butler condemned the Auto Workers for calling upon the leading car manufacturers to cut their prices. He said this was another example of "Reuther's repeated attempts to secure participation in the pricing decisions of American business" and warned that such efforts "impose a threat to the maintenance of a competitive economy."

The *Wall Street Journal* also favors bringing unions under antitrust legislation. The *Journal* views strong national unions as an evil that must be corrected. A recent editorial entitled, "The Monopoly," blamed the revelations made before the McClellan Committee upon "the fact that the power of union leaders over both the public and the unions' own members has been for a generation unfettered."

The charge that labor unions are too strong is propaganda. No honest measure of the relative bargaining power of American employers and American unions will show that the strength of the unions is even equal to the strength of the employers.

Labor Still Behind

Whether we measure the strength of unions and employers by their assets or by the results that they have been able to achieve, the comparison must show that there is no truth to the charge of overwhelming labor power.

It is obvious that the assets of even such a union as the United Steelworkers of America cannot be compared with the assets of a single company like the United States Steel Corporation.

Nor do the results of economic bargains which have been made between American unions and employers support the charge of economic power. No responsible economist can claim that there has been an unjustly high distribution of wages to workers in recent years as against the distribution of profits to industry.

There are, of course, some few instances in which the strength of the union is greater than that of an individual employer. But this is usually countered by the development of employer associations which, incidentally, have not been charged with monopoly although their activities run far beyond collective bargaining.

One of the essentials of our free economic system is that we do not have government interference to redress every individual instance of economic imbalance so long as there is no general pattern of disequilibrium.

The real question behind the "labor monopoly" charge is whether or not organized labor exercises too great an economic power for the public interest.

The only answer to this question is that America's unions do not have this excessive power. Our nation's industrial scene is

not one in which poor, downtrodden, profitless business enterprises have lost every last penny to greedy labor unions.

Wage and profit statistics paint a contrary picture for our economy as a whole. In fact, these statistics show that only a minority of all our nation's wage earners are organized and many of these are organized in unions which cannot begin to match the economic power of their employers.

Even in those particular industries in which the large unions engage in company-wide bargaining, there is no data to support the charge that these unions have equal economic power with their opposite numbers at the bargaining table.

The "labor monopoly" charge against American unions is false from every viewpoint. The "labor monopoly" gimmick is no more than a different label on the old box of anti-union tactics still being peddled by the salesmen of reaction.

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An Analysis Of Antitrust Laws And Union Activity

American Federation of Labor and
Congress of Industrial Organizations

June 8 1955

Statement of Andrew J. Biemiller, Member
National Legislative Committee
American Federation of Labor*
Before the Antitrust Subcommittee
of the House Judiciary Committee
Concerning Application of the Antitrust Laws to Labor Unions
June 8, 1955

*** Mr. Biemiller is now Director, Department of Legislation, AFL-CIO.**

THIS subcommittee has been holding hearings on the report of the Attorney General's National Committee to Study the Antitrust Laws. This report deals with the application, enforcement, and administration of a number of congressional enactments starting back with the Sherman Act of 1890. This is a very important current issue which deserves serious attention from the Congress.

This committee's report deals briefly with the extent to which the antitrust laws have been applied to union organizations and to union activities. For the most part, this section of the committee's report confines itself to an analysis of the present situation in this field, with a guide to the ways in which it believes existing antitrust laws can be applied in special cases to union activity.

The committee does make some general comments regarding union activities, and it broadly suggests "appropriate legislation," but in no way does it state that antitrust laws should be extended to govern union activities and it does not examine or state whether in fact there appears to be an actual need for congressional action.

Nevertheless, the committee report seems to have served as a signal for a number of anti-union employers and employer associations, such as the U.S. Chamber of Commerce and the National Association of Manufacturers, to raise once again the battle cry "put unions under the antitrust laws."

The argument is a familiar one. It states that antitrust laws now apply only to business while unrestrained union activity is permitted. Unions have grown so big, the argument runs, that they constitute a danger and a threat to the success of our free enterprise system.

This is the type of argument which has now been made for well over half a century. Although it has a very plausible ring, it is as phony as a $3 bill.

This argument relies on a number of basic misconceptions. I would like to take the time to explain to this committee the fundamental facts that make it clear that it would neither be necessary nor desirable for Congress to take particular action to bring unions under the antitrust laws.

1. The call for application of antitrust laws to labor unions ignores the bitter pages in American history reflecting use of antitrust legislation to suppress legitimate union activities.

In 1890, at the time of the passage of the Sherman Anti-Trust Act, the American Federation of Labor was nine years old. American trade unions were just beginning to assume a form adequate to represent the laboring people of America.

Congressional debate over this legislation reflected clearly the intent to limit the abuses of big business combinations. There was no

reference to unions in the Act. House debates did not refer to unions at all. All legislators who supported labor voted for the Act.

Yet, in 1893, the second attempt to apply the law involved a group of workers.[1] During the same year the Circuit Court for the Eastern District of Louisiana[2] held that a strike of draymen in New Orleans was an illegal restraint of interstate commerce under the Act. The Court, in enjoining the strike, concluded that in legislating against restraint of trade, Congress acted so broadly that whatever the source of the restraint, the fact of it was sufficient to allow an injunction under the Sherman Act.

The Courts until 1914 continued to avail themselves of the injunctive power under the Sherman Act in many types of labor disputes. For example, the lower courts, in the famous Debs case,[3] enjoined a railroad strike on the ground that the interstate commerce via the rails was being impaired.

In the notorious Danbury Hatters' case,[4] the Supreme Court decided that a nationwide boycott of non-union made hats initiated by the Hatters' Union violated the Sherman Act. In arriving at its opinion, the Court concluded that the Act made no distinction among various types of contracts and that any contract which might result in restraint of trade was illegal.

It is hard to realize today the force with which the Danbury Hatters' case burst upon the slowly developing union movement. Here was a small union conducting a peaceful action, merely urging its members and sympathizers not to purchase the products of an anti-union hat concern. As a result of its prosecution and conviction, the entire funds of the union were confiscated. Since even these were insufficient to pay the fine, the homes and life savings of the individual members were seized to the extent necessary to pay the fine.

In the face of this threat to their very existence, is it any wonder that all organized labor actively campaigned to show the Congress and the public the wide gulf between action necessary to curb business evils and the action that had actually been taken to stifle union organization?

When the Clayton Antitrust Act was considered in 1914, unions succeeded in persuading Congress to enact the famous Section 6 which states specifically that "The labor of a human being is not a commodity or an article of commerce." This action was supplemented by the language in Section 20 which was designed to remove

[1] Blindell v. Hagan, 54 F. 40 (1893).
[2] United States v. Workingmen's Amalgamated Council of New Orleans, 54 F. 994.
[3] United States v. Debs, 64 Fed. 724 (1894).
[4] Loewe v. Lawlor, 208 U.S. 274 (1908).

the power of the federal courts to issue injunctions in cases involving labor disputes.

With the cooperation of the Courts, however, anti-union employers were able to find a way around these safeguards for which organized labor had so desperately fought. They succeeded, through judicial interpretation, in getting the protection under the Clayton Act so diluted that it merely meant that workers had the legal right to organize into trade unions. It did not mean, the Courts ruled, that various types of union activity were protected against the injunction process. The antitrust laws continued to be used to break strikes and harass union workers.

Two particular cases show how the antitrust laws were applied against unions during the 1920's. In the first,[5] members of the Machinists Union in New York City refused to work upon or install printing equipment produced by a non-union manufacturer in the state of Michigan. The Supreme Court's position was that the dispute did not come under the specific wording set forth in Section 20 of the Clayton Act. The Court emphasized that the dispute was not between an employer and his employees, but between the employees of one employer and another employer. Relying on this distinction, the Court allowed an injunction against the union in spite of the provisions of the Clayton Act.

This same attitude towards secondary activity was reflected by the Supreme Court in an important 1927 decision.[6] Again, the Court held that concerted refusal by organized labor to work upon or with the stone products manufactured by a non-union manufacturer resulted in illegal restraint of commerce under the Sherman Act.

These continuing abuses of the injunction power were finally curbed with the adoption of the Norris-La Guardia Act in 1932. This statute was designed to protect union activity from government by injunction. The law's ban on injunctions was applied to "any controversy concerning terms or conditions of employment . . . regardless of whether or not the disputants stand in the proximate relation of employer and employee."

More recently, in 1940-41, the Department of Justice embarked upon a series of efforts to apply the antitrust laws against unions. This led to a series of Supreme Court opinions which have clarified the present attitude of the Courts on this issue. Perhaps the most important principle adopted by the Court has been that when a union acts alone in behalf of the interests of its members, its activities do

[5] Duplex Printing Press Co. v. Deering, 254 U.S. 443 (1921).
[6] Bedford Cut Stone Co. v. Journeymen Stone Cutters' Assoc., 294 U.S. 37 (1927).

not fall under the antitrust laws which are designed for a fundamentally different purpose, the maintenance of competition among business enterprises.

For example, in a significant 1941 decision,[7] the Court considered the problem of whether a strike by a union against an employer who had given work to a competing union's members violated antitrust statutes. In its decision, the Court ruled that passage of the Norris-La Guardia Act effectively nullified previous judicial interpretations of Section 20 of the Clayton Act. The Court concluded that the Sherman Act could not apply to the types of union activity specified in Section 20 of the Clayton Act and Section 4 of the Norris-La Guardia Act. This conclusion, however, was limited to those situations where a union carries on its efforts in its own self-interest and does not unite or act in concert with employers.

A few years after this decision, the Supreme Court was faced with a different type of situation. In this case[8] the Court found that certain union activity had been conducted in collusion with employers and that as a result, the union's conduct did fall within the scope of the antitrust laws. This decision has made it clear that to remain free of the antitrust laws, a labor union must refrain from combining with employers to restrict or control business practices.

Many of the protections finally achieved for union activity were negated by the passage of the Taft-Hartley Act. Once again various types of union activity are subject to government action. Once again injunctions are authorized against unions. And now over and beyond the penalties that have been inflicted on organized labor as a result of the Taft-Hartley law, anti-union employers are seeking to open additional areas for court action against unions. If they should succeed, the resulting application of antitrust laws to unions would offer untold opportunities for stifling traditional peaceful union activities.

2. Labor unions are fundamentally different from business organizations and cannot be treated in the same way for purposes of antitrust legislation.

We must not lose sight of the fact that business enterprises and labor unions are distinctly different types of organizations. They differ in makeup, in functions, in objectives. We think it appropriate to note specifically a few of these most fundamental distinctions.

A business enterprise basically represents an investment of capital. A labor union, on the other hand, is an organization of human beings.

A business enterprise handles products. It buys and sells goods.

[7] United States v. Hutcheson, 312 U.S. 219 (1941).
[8] Allen Bradley Company v. Local No. 3, 325 U.S. 727 (1945).

But the central concern of a union is human beings—the labor its members have to offer—the terms under which it shall be provided—and the welfare of its members.

A business enterprise's prime objective is profit. Its success is measured primarily by the return it can earn on its investment. In contrast, a labor union's objective is protection and aid for workers. Its success is measured primarily by the extent to which it can maintain and improve workers' living standards.

These are vital differences. They go to the heart of the basic distinction our society draws between the impersonal dealings of business and the personal, human nature of labor organizations.

This distinction was described by Samuel Gompers in 1914 in these clearcut terms: "The principle ('that the labor of a human being is not a commodity or article of commerce') is the basis of industrial liberty . . . (It) distinguishes between the labor power of a human being who produces an article and the thing which he produces.

"In brief, the thing upon which that principle is justified is as follows: Men and women are not of the same nature as the things they make. Labor power is not a product—it is ability to produce. The products of labor may be bought and sold without affecting the freedom of the one who produces or who owns them—but the labor power of an individual cannot be separated from his living body. Regulation of and conditions affecting relations under which labor power is used are a part of the lives and the bodies of men and women.

"Laws which apply the same regulation to workers, and to the products made by workers, are based upon the principle that there is no difference between men and things. That theory denies workers the consideration and the rights given to human beings. It denies the freedom and protection of free men and women."

We should not permit this distinction to be obscured or forgotten. Let us not be led astray by the propaganda campaign being undertaken by anti-union employers who urge application of business antitrust laws to union activities.

There is a further reason why the antitrust legislation should not now be stretched to cover unions. I refer to the fact that through the years a great body of court and administrative interpretations and precedents has been developed under this legislation. Since the legislation has been applied to commercial relationships of business enterprises and has dealt with the activities of business in determining purchase and sales prices for commodities, these rules have been specially shaped to meet certain evils arising out of business practices.

It would be a serious mistake to assume that this body of prec-

edent can simply be transferred and applied to the different area of union activities and employment relationships.

3. While union organization has increased during the past 20 years, the labor movement cannot be considered "monopolistic," nor does its strength create any threat to America's free enterprise system.

The effort to extend antitrust laws to unions is spearheaded by continued references by industry to so-called "monopolistic power of unions" and to "giant unions." This is simply part of a semantic campaign designed to delude some of the public into believing that it might make sense to apply the antitrust laws to "union trusts."

It is true that union membership has increased during the past two decades and that the financial position of unions generally has improved. But an examination of union strength and growth must be kept in proper perspective.

The total financial resources of all unions combined has been liberally estimated as perhaps as high as $1 billion.[9] But this figure, standing alone, is highly misleading. These financial resources are not under the direction or control of any one organization.

Organized labor in this country is not centrally controlled. Even when the merger of the American Federation of Labor and the Congress of Industrial Organizations will be completed, the new federation will be made up of more than 145 separate national and international unions which determine their own policies. They in turn are made up of more than 60,000 local unions which are largely autonomous.

The various unions never act as a single unit. Each controls its own finances.

The American Federation of Labor, for example, no more controls the treasuries of its affiliated organizations than the United States Chamber of Commerce controls the combined assets of its member corporations.

The Federation itself, incidentally, had a financial balance of but $1½ million at the end of its last fiscal year's operation. Its total receipts for a year to cover all of its expenses came to but $5½ million. This is less than, for example, the government's expenditures for the management of its fish and wildlife service and it amounts to less than a fifth of the budget for the Weather Bureau.

[9] This is the rough estimate made by Professor Nathan Belfer in his examination of union finances in "Trade Union Investment Policy," Industrial and Labor Relations Review, Cornell University, April 1953.

Consider union financial strength from another standpoint. If the combined finances of all unions were to be divided over the more than 16 million union members, they would amount to perhaps as much as $60 per member, that is, probably less than one week's wages per member.

But even more significant, the financial resources of organized labor in no way begin to match those of business. The combined market value of corporate stock at the end of 1954 has been stated by the Securities and Exchange Commission as amounting to about $268 billion. Total combined union resources amount to far less than ½ of 1 percent of that sum.

Moreover, even if the resources of all unions were to be combined, they do not begin to equal those of many individual large corporations. Last year alone, for example, the total earnings before taxes of one corporation, General Motors, amounted to almost $2 billion, or about twice as much as the accumulated finances of all local and national unions affiliated with the AFL and CIO. General Motors' total assets at the year end were greater than $5 billion.

Another corporation, American Telephone and Telegraph, had more than $16½ billion in total assets at the end of 1954. In cash and government securities alone, this one corporation had almost $1 billion, an amount about equal to the combined resources of all American unions.

Of course, if financial resources are to be compared properly, the comparison should be between the individual company and the individual local union which represents its workers. It is evident from such comparisons that the strength of unions lies, not in relatively meager treasuries, but rather in their membership.

While a union needs certain income to function, its ability to improve worker living standards is rooted essentially in its members' willingness to act together and, if necessary, to withhold their labor. If legislation is enacted to eliminate or restrict the right of workers concertedly to withhold their labor and peacefully to persuade the public to withdraw its patronage from a particular employer, the union's strength is effectively dissipated even if it has a substantial treasury.

It is also important to remember, in terms of the economy as a whole, that despite an increase in union membership in recent years, the approximately 16 million union members are but some 25 percent of all workers in the country. If we do not count the self-employed, the executives, the farmers, and others normally not included in unions, the percentage is still less than 40 percent.

Actually, it is in the absence of a union that there is a monopoly

in the employment relationship. Without a union, the workers can hardly increase wages or improve conditions through individual efforts. The employer alone decides. He truly has monopoly power over unorganized workers. It is only with the establishment of a union that workers can take some effective part in determining their conditions of work.

There is another criterion which should be taken into account in considering whether unions have so-called "monopoly power." Unions have made great strides indeed in advancing the living standards of their members and of workers in general. We are proud of these accomplishments. But let us not lose sight of the fact that hourly wages of the average factory worker today have as yet been increased to but $1.85 an hour, an amount which over a full year's employment will provide income of only $3,700, an amount still not enough to provide a satisfactory living standard for a family.[10] The picture is broadly the same for wages of non-factory workers. Can it truly be said that organizations of such workers have exercised "powerful monopolistic control" to the detriment of society?

Free enterprise in America is in no way endangered by the activities of organized labor. Rather, organized labor consistently has been and is a staunch supporter of free enterprise. In fact, to the extent that organized labor has been successful in its objective of protecting workmen and bolstering American living standards, it has played a significant constructive role in strengthening this system and providing it with a sound base for continued healthy operation.

Gains in union membership and advances in living standards, it should also be emphasized, have not been achieved at the expense of business, but have rather contributed to and gone hand in hand with its increasing welfare as well. It would be ironic indeed if an anti-union segment of industry were to succeed in muzzling union effectiveness by extending antitrust laws to unions under the guise of defending the free enterprise system.

4. The abuses of which anti-union employers complain, either are already the subject of Congressional regulation or are not actually significant abuses.

Those who argue that unions should be brought under the antitrust laws find it easy to utilize such time-worn phrases as "labor monopoly," "racketeering," and "featherbedding." These individuals find it far more difficult to state exactly what union activities constitute such a threat to the free enterprise system that they need to be the subject of specific action by Congress.

We have examined most diligently the recent arguments of those who favor placing unions under the antitrust laws. Frankly, we have found very few specific complaints regarding union conduct and nothing that is at all new.

Among the alleged types of union activity which anti-labor spokesmen have mentioned as "monopolistic" in character are the following:

1. Various types of "secondary boycotts."
2. Pressure for the hiring of "unnecessary" labor.
3. Jurisdictional disputes.
4. Price fixing and control of the market.
5. Opposition to technological improvement.
6. Industry-wide bargaining.

What is the status of these issues today? First of all, it should be noted that Congress has seen fit over the opposition of organized labor to write into the Taft-Hartley law a number of provisions dealing with some of these points. The statute, for example, includes specific provisions against activities noted by points 1, 2 and 3.

Not only does the law include these provisions which declare certain union activities to be unfair labor practices subject to government prosecution through the National Labor Relations Board, but in another section of the law the Congress provided that an injured party could sue for damages from any injuries received as a result of these activities.

Under each of these provisions, in the Taft-Hartley Law, action has been taken against unions and union officials. Yet, we find the U.S. Chamber of Commerce appearing before this Committee complaining that the NLRB has not interpreted this law correctly and that Congress should therefore pass a different type of statute. If this were done, it would open the way for certain types of union activity to be punished in three different ways: prosecutions by the NLRB, civil suit for damages, and prosecution by the Department of Justice.

Let me merely point out that organized labor, too, is very dissatisfied with these provisions of the Taft-Hartley law and with the manner in which the NLRB has interpreted them. We, too, believe that Congress should act regarding this problem. We believe that as the law is now written and interpreted it unfairly penalizes certain union activities. However, we believe that the proper forum in which to argue this is the debate over the merits of the Taft-Hartley law. Merely because the Taft-Hartley law has not operated to the satisfac-

[10] U. S. Department of Labor "City Workers' Family Budget" estimates that as of October 1951 a four-person family needed an annual income ranging from $3,812 in New Orleans to $4,454 in Washington for a "modest but adequate" standard of living.

tion of the Chamber of Commerce is no reason why Congress should pass a completely new law assigning authority to act in these matters to another government agency whose jurisdiction would overlap and conflict with the functions of the NLRB.

Point four in the campaign against unions concerns so-called "price-fixing and control of the market" through joint action with employers. Organized labor does not advocate collusion of this sort between unions and employers. Instances of such activity are extremely rare. On this issue the Supreme Court has made it quite clear that a union which joins with an employer in collusive action completely loses its immunity to antitrust action. Thus, no further legislation of any sort is needed to bring this type of activity by any union under the antitrust laws.

The fifth point involves alleged union opposition to technological improvement. It would be difficult today to find a dispute which has arisen as a result of union opposition to technological change as such. The disputes which have arisen over technological improvement rather reflect the union concern over the lack of adequate consideration for workers who may be directly and adversely affected by technological innovations.

The AFL's attitude is best expressed by a paragraph in a recent article by President Meany for *Fortune* magazine:

> "Certainly the trade-union movement does not oppose technological change. There can be no turning back to a negative or shortsighted policy of limiting progress. . . . The answer to technological change lies in smoothing its transition and cushioning the shocks that attend it. This means, in the immediate sense, the establishment of severance pay, retraining of skills, reorganization of work schedules. These are social costs that industry will have to bear in order to avoid the wasting of human resources—and to avoid our calling on government to bear these costs if industry fails to do so."

It would be an exceedingly dangerous precedent to give employers by law an absolute right to introduce technological changes regardless of the effect on their workers, with the workers forbidden to take action to protect their own job rights and livelihood. We believe that careful consideration of the implications of such legislation will convince the Congress against any action to make illegal union efforts to gain severance pay, transfer rights, gradual change, or other measures to ease any adverse social impact on workers of technological innovations.

The sixth item in the list of alleged union abuses, industry-wide

bargaining, has received thorough discussion in recent years. This discussion has helped to clarify the fact that there are in the United States today very few instances of complete industry-wide bargaining. Many cases of so-called "industry-wide bargaining" turn out, upon examination, to involve bargaining for a single large company or for a group of firms in a particular locality or region.

It is often forgotten that both labor and management have to agree on the scope of the bargaining unit. Where bargaining is conducted on an industry basis, this development has been the result of mutual agreement after both parties have weighed its possible effect on all aspects of the bargaining relationship.

It is important to remember that Congress itself has given thorough consideration to the issues involved in industry-wide bargaining. In 1947 during the discussion on the Taft-Hartley law by the 80th Congress, a specific proposal to ban industry-wide bargaining was rejected.

The American Federation of Labor does not endorse any particular bargaining system. We believe that the national interest is best served if unions and employers are free to choose for themselves the type of bargaining unit that best fits their particular situation. Prohibiting industry-wide bargaining by statute would inject the federal government further into the framework of collective bargaining and could only lead to disrupting peaceful labor-management relations.

Let me conclude with several summary observations.

Proposals to restrict certain union activities through application of the antitrust laws are not rooted in any demonstration of genuine need for such drastic legislative action. They are rather the reflection of a continuing effort of certain employer groups to use any means possible to carve out areas of union activity from the scope of legitimate activity.

It is not by accident that employer organizations show such zeal in seeking the extension of the antitrust laws to union activity. We suspect that these organizations hope even if they are not successful in this campaign that they will at least be successful in diverting attention from the question of enforcement of the antitrust laws to business operations.

We do not believe the particular minor or occasional activities of unions which certain employers have complained of warrant legislative consideration. But even if they did, a remedy as broad as the application of the antitrust laws is much too far reaching.

Extension of the antitrust laws to unions would place under a legal cloud many traditional and necessary union activities. In many in-

stances it would undoubtedly cut off the only effective means unions have to protect and aid workers.

The national interest is best served, not by increasing the avenues of legal entanglement for unions, but by minimizing restrictions on unions, for union activity to protect and improve worker status is in the interest of society as a whole. Any possible gain to society from curbing union activities by applying the antitrust laws would be far outweighed by the loss incurred from the stifling of union efforts in behalf of workers.

American Federation of Labor and
Congress of Industrial Organizations

GEORGE MEANY
President

WM. F. SCHNITZLER
Secretary-Treasurer

Printed in U.S.A.

This is what I find so right about the labor movement. They have made democracy and citizenship and the right to petition a reality to millions of men and women. And as they gained strength through unity, each gained the strength to speak up for himself, to talk back when necessary, to complain when aggrieved.

Unions have strengthened the democratic process by giving this voice to millions of individuals.

But what is even more important for the cause of democracy itself, is that every day of the year literally thousands of men and women are speaking out for their fellow workers. I am thinking of the shop stewards, the grievance committees, the negotiating committees, the local executive boards.

THIS IS INDUSTRIAL DEMOCRACY IN ACTION!

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"THIS IS INDUSTRIAL DEMOCRACY"

June 1959

Here are excerpts from a speech delivered by Senator Humphrey during the period when the American public was being bombarded with a steady stream of propaganda designed to create a false image of labor unions.

"IS THIS NOT IN THE PUBLIC INTEREST?"

Senator Humphrey centered his remarks around the three chief distortions levelled against the American labor movement: 1) that it is a narrow self-interest group; 2) that it is racket-ridden; 3) that it is run from the top by "labor bosses."

The full speech is contained in the Congressional Record, June 24, 1959.

The Public Should Be Informed . . .

Mr. President, I rise today to discuss what is right with the American labor movement. If there is any area of human behavior where the dog-bites-man formula is true it is the area of labor relations. How often do we read articles about labor peace? How often are editorials written about honest labor leaders? Is it not true that a $10,000 union contribution to a worthy charity is less newsworthy than a $100 bribe to a cheap crook? How often does a national magazine do a feature story on building tradesmen contributing their weekends to the rebuilding of a school or a hospital destroyed by fire?

But there seems never to be a shortage of front page space or editorial space when a strike is called, or when some violence flares or when a union official is called before an investigating committee. Now, I do not want to be misunderstood. I think that strikes and violence and labor corruption are worthy of public attention. I think the public should be informed about the issues in a strike and why violence results. The public should also have the full story of what decent honorable devoted trade unionists are doing day by day for their fellowmen, for country and the cause of freedom in a troubled world.

Not a Selfish Interest Group . . .

Working men and women have banded together to further their mutual interests. If they failed to do it for themselves who would do it for them? But they could not be concerned with their problems alone. If they were only for themselves what were they? It is a tragic fact, indeed, that the recent disclosures before the Senate Select Committee on Improper Activities in Labor-Management Relations, in the absence of adequate publishing of the total labor story in America, have led many people to believe that the labor movement is a narrow, selfish, irresponsible force.

I do not intend to make a record here of the specific economic gains which unions have brought their members. The economics books and history books and Government statistics are available for all to see. From 7-day workweeks and 14-hour workdays down to a standard 5-day, 40-hour week. Improvements in wages to match our ever-increasing productivity. Humane working conditions in factory and mill. Paid holidays and vacations and rest periods. Health benefits and pension rights and life insurance.

Labor asks for improvements in unemployment insurance. Union members would benefit from this, but there are a great number of non-union workers who need this additional protection. A growing number of union workers, as a matter of fact, look to union-negotiated supplementary unemployment insurance for their own protection. Do not all wage earners in the Nation deserve adequate protection against the hazards of unemployment?

Labor asks for health benefits for retired people. It asks for higher appropriations for medical research and hospital and other welfare activities. Are not these desirable social goals?

Labor lobbies for public housing and slum clearance and urban redevelopment. Is this not in the public interest?

Labor seeks depressed areas legislation, help for community facilities, bigger public roads programs. Are these narrow, selfish interests?

Labor supports Federal aid to school construction, better salaries for teachers, liberal scholarship programs. Are not these proper goals for all America?

Labor favors multi-purpose river projects and atomic energy development for peaceful purposes and conservation of our natural resources. Should not we welcome such support?

LABOR IS A STRONG BACKER OF CIVIL RIGHTS LEGISLATION, DESPITE THE DIFFICULTIES SUCH SUPPORT CAUSES IN SOME PARTS OF THE COUNTRY. IS NOT SUCH SUPPORT A GOOD THING?

No Image of Racketeers . . .

For two years now we have been hearing much about what is wrong with the American labor movement. A sordid, frightening, distorted image of that labor movement has emerged from the hundreds of hearings, the thousands of editorials and cartoons and the countless speeches about corrupt labor officials.

Mr. President, when I hear or see the phrase "labor movement" there does not flash through my mind the image of racketeers. The AFL-CIO, let it never be forgotten, did not wait for legislation before it acted. Its ethical practices committee was set up before there was established a Senate Select Committee to investigate improper activities in the field of labor-management relations.

The Ethical Practices Committee developed ethical practices codes which have already done much to meet the challenge of corruption. It was violation of these codes that served as the basis for the courageous action of the AFL-CIO in expelling more than one-tenth of its membership.

WOULD THAT THE BUSINESS ORGANIZATIONS OF THIS COUNTRY OR THE LEGAL SOCIETIES FOLLOWED THEIR EXAMPLE AND INSISTED UPON SUCH STRICT ADHERENCE OF ETHICAL BEHAVIOR. I HAVE YET TO HEAR OF ONE LAWYER OF THE HUNDREDS ALREADY CITED IN THE SENATE HEARINGS BEING EXPELLED FROM THE AMERICAN BAR ASSOCIATION. I HAVE YET TO HEAR OF THE CHAMBER OF COMMERCE OR THE NAM (National Association of Manufacturers) EXPELLING A MEMBER BECAUSE OF ILLEGAL OR UNETHICAL BUSINESS CONDUCT.

Is This Labor Bossism?

Many of our finest economists, political scientists, sociologists and philosophers have written at length about the basic meaning and goals of trade unionism. Perhaps the major contribution of all has no dimensions; it cannot be measured in dollars, in time, in size. It is that intangible thing that makes everything else in life shrink to nothingness. It is what unions have done to enhance the dignity, the spirit, the personality of the individual.

The unions have given their people a voice. Union organizations have provided for millions of formerly inarticulate citizens the forum in which to hammer out policies affecting the world in which they live and which their children will inherit. And not only have they hammered out policies, but they have developed techniques and resources for implementing those policies.

Supplement for John S. --from Chuck P. Labor // Speech material

1. On Employment: We have just reached an all-time high in employment in the U.S., having crossed the 72 million mark. Meanwhile, for the first time in six years we have reduced the unemployment figure below 5%. The last three years show the longest sustained rise in the economy in 110 years. This is very gratifying to say the least. The Kennedy-Johnson fiscal and economic policy, the tax cut and influence on both labor and management to hold the line against inflation have shown the vigor needed to meet the enormous demands that are upon us.

Enormous pressures are still upon us. There can be no relaxation about our problems or any taking for granted of our current prosperity. For the facts are that the bulk of the post war baby crop has not yet hit the labor market. Beyond that automation is taking a toll of eliminating at the moment, more jobs than it is creating. E.G. the two factors taken together--new additions to the labor force and loss of jobs due to automation--require that we create 300,000 additional jobs per month to keep even. This is equivalent to adding one major new industry per month in the American economy. This requires concern and planning, not only by government, but by all sectors of the economic community. Not only must they all plan and show concern. They must cooperate. We face the results not only of a population explosion but of a technological revolution. Of course it is solvable--but only if we do not ignore it. This is no time to put on the brakes when we are going uphill.

2. On people living longer: More babies are being born. Fewer are dying at birth. People are living longer. This is the result of the best medical care in the world and none would have it otherwise. Life expectancy has grown from 49 years in 1900 to 70 years today. One out of every 11 persons in the U.S. is now over 65. One thousand people per day in the U.S. ~~are~~ reach the age of 65. More than six million Americans are over 75. The U.S. population has increased 2.5 times since 1900 but the number of people over 65 has increased 6 times

The point: A greater need to provide decent care for older people in illness. Persons over 65 have twice as many chronic conditions; they average 40% more physician visits; they spent 3 times as many days per year in the hospital, and yet far fewer of them have any part of their hospital bills covered by insurance.

Old age should be lived in dignity and the golden years should be anticipated with serenity. Over and above private means, there has to be a shared social responsibility to keep our senior citizens from misery, want, and neglect. Eight million of our aged today are in the "hard" poverty sector.

3. On Poverty-- We have the richest society on the face of the earth, with an average income constantly going up, having quintupled the number of millionairs in the last 18 years and continuing to produce them at the fastest rate in our history. Yet--40, million Americans are at or below the level of "poverty". It is clearly and obviously possible to have a growing economy and production of wealth with millions in a state of chronic poverty.

But it is not right. The poor are not poor because they want to be, or because they have to be, in order that others might be wealthy. The poor too could be self-supporting and economically independent, if attention were given to the problems of education, retraining, and development to enable them to enter the economic stream.

Most of them are in the growing cluster of the giant cities. Two hundred thousand people per year are leaving the farms. Even many former industrial towns in Appalachia are now depressed. Many thousands of old jobs are now obsolete. So the drift goes towards the cities in a vain search for opportunity, but only to pile up a bitter core of poverty to increase the costs of welfare, relief, social service, and unfortunately--the costs of crime. By 1980, we will have a population of 250 million. Two-thirds of them, and a number equivalent to our entire present population, will live in a few giant cities in America. To make government--local government-- possible and economically feasible in those

cities will require coordinated planning now to make these poverty stricken people, and their children, able to enter the economic stream in independence.

4. The Education problem :

Most of the 69 million new children since 1946 will hit the colleges by 1965. In 1950 there were 2.3 million students in higher education. By 1970 there will be 7 million--a more than 300% increase. To handle it, we shall have to double our present existing facilities.

In recent Higher Education facilities act, we made a dent in the problem, but only a dent.

Even at elementary and secondary level, in spite of increase of 71,000 classrooms annually in last five years, we are 60,000 classrooms short if we want to cut down on overcrowding. This is based on 1962 enrollment figures and do not reflect the need to accomodate rising elementary and secondary enrollments, nor results of an effective program to get dropouts back in school.

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In short--as result of a population explosion, a knowledge explosion, a technological and scientific revolution, there is truly a need for a great new effort to make a new society. The resources in money and brains are there to make it the Great Society if we want that.

It is an enormous challenge to government at all levels. The major burdens of government will ~~fall~~ continue to fall, as they have, upon the state and local levels. But the Federal government will have to support and supplement--as it always has--at those points where problems are national in scope, or take national coordination, or go beyond a local capacity to meet entirely on their own.

The people who control all levels of government will continue, as they have, to determine the appropriate "mix" at any given time. To be afraid of any level of government in this, is to be afraid of the people--an odd reaction in any democracy, or republic.

STATEMENT BY SENATOR HUBERT H. HUMPHREY

BEFORE THE SPECIAL SENATE SUBCOMMITTEE

ON MIGRATORY LABOR - October 1, 1959

Hearing Room, Veterans Service Building

State Capital

St. Paul, Minnesota.

draft not final

Mister Chairman, I appreciate being afford this opportunity to present this statement before this distinguished subcommittee, on the very important problem which it is considering, of migratory labor. I am confident that this series of hearings which the Subcommittee is holding in various areas of our country will have a very healthy in calling to the public's attention the tragic plight of so many of the migrant farm laborers in our country. If the Subcommittee should accomplish nothing more than this, I think that its time would have been well-spent. I believe that it can be accurately stated that the migrant farm laborers -- women, men and children, are indeed our forgotten workers. We all bear the responsibility for the lack of attention and consideration which have been given to these workers and to their families. It is not a pleasant picture, Mr. Chairman, but it is one which we must look at squarely, face up to and resolve to take some affirmative action about.

It was my privilege in 1952, as Chairman of the Subcommittee on Labor and Labor-Management Relations of the Senate Committee on Labor and Public Welfare, to hold extensive hearings on migratory labor. I might say that these were difficult hearings, difficult in that they forced us to look at the sordid conditions under which these workers and their loved ones were forced to work and live. These hearings which we held in 1952 convinced me that, if there was any area which literally cried out for

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greater public consideration and attention, it was this field of migrant labor. On the basis of our hearings, the Committee reported out favorably a bill to establish a Federal Committee on Migratory Labor, The purpose of this Committee was to bring about a more effective coordination of policy with respect to the employment of migratory agricultural labor. Unfortunately, this bill was not acted upon by the Congress.

Since that time, there has been little consideration being given to this problem. Yet, the situation is little changed. Migrant laborers and their families live under conditions which should shame us all. I shall not burden this Subcommittee with a long recitation of the terrible conditions under which our migrant laborers work and live. The evidence to this effect is well established.

I would point out, however, the following facts which every American should be aware of.

First of all, our migrant farm workers are at the very bottom of our economic scale. The latest figures indicate that the national average annual wage for hired farm workers is only $892 a year, and this includes $154 in non-farm earnings.

Secondly, although the general farm population is dropping, the number of migratory farm workers remains high. Of the 2,000,000 hired farm workers employed for more than 25 days in 1958, about 1/4 were domestic migrants and there were an equal number of foreign contract workers, mostly from Mexico. The number of child workers is also rising.

The housing conditions of the vast majority of migrant workers are utterly appalling. Less than half-a-dozen states have adopted into State Law the minimum recommendations on housing as made by the President's Committee on Migratory Labor in 1951.

The transportation facilities for migrant workers are both inadequate

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and unsafe. Reports of buses and trucks loaded with migrant workers being involved in accidents resulting in the injury and death of men, women and children are all too common. To date, there has been ineffective regulation of such transportation facilities.

Migrant farm workers are usually specifically excluded from the benefits of social legislation, such as minimum wage-and-hour laws, workmen's compensation, unemployment insurance, recognition of collective bargaining and the like.

As citizens of the richest and most powerful country in the history of the world, we cannot be proud of the living conditions of these migrant laborers. Social justice demands that we given them the consideration to which they are entitled.

There are times, Mr. Chairman, for righteous indignation. And the deplorable conditions under which migrant laborers live is cause, indeed, for righteous indignation. I am hopeful, indeed, that these hearings will spark the Congress into taking action on the legislation which is before it to help raise the living standards of these forgotten people. It is incumbent upon us as members of the Congress that we act promptly on this matter. I will be looking forward to the report and the recommendations of this distinguished Committee.

And I am hopeful, too, that the Administration will show more of an interest than it has in the problems of migrant workers. It has throughout its almost seven years in office, been strangely apathetic to the needs of these people. It seems to be more interested in balancing budgets than it is in balancing the moral scales. The Administration can wax poetic over the reasons why we should raise the interest rates, but it seems to be blind to the need for raising the living standards of migrant farm workers. The Secretary of Agriculture is indignant over the so-called farm surplus, but he shows little concern over the exploitation of hundreds of

our people who work in the fields to supply us with the necessary foods.

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In all fairness, I want to take this occasion to commend the Secretary of Labor, James Mitchell, for his interest and concern in the plight of migrant farm workers. I am most pleased that he has gone forward and held public hearings on his proposal to amend the regulations under which the Public Employment Service supplies migrant workers to farmers. Extraordinary pressures were exerted to prevent these Hearings from taking place this year. Indeed, the Legislative Chairman of the National Farm Labor Users Conference went so far as to advise that "the regulations indicate their own course of action that you should take. That is, do anything you can to stop and to prevent the issuance of them and the holding of public hearings." Secretary Mitchell is to be commended for standing up to this tremendous pressure which was exerted by corporate farm interests.

It took great courage for Mr. Mitchell to do what he has done, especially in the absence of any signs of support from the other members of the Cabinet or from the President himself. I want to commend the Chairman of this Subcommittee, Senator Williams of New Jersey, for his great interest in this subject. And I want to say how important his bill is, S. 2498, which it was my privilege to join in sponsoring, to provide for the registration of contractors of migrant agricultural workers. Certainly, this is a bill which the Congress should promptly approve. The evidence of the exploitation of migrant agricultural workers by certain contractors is too-well established to be denied or to be ignored. This is a modest bill to set up certain standards which would have to be adhered to by contractors.

In conclusion, Mr. Chairman, I want to say that if migrant farm labor is necessary, then we have a moral obligation to see to it that the conditions under which such workers toil and live are decent and adequate. A society is judged not by how it treats its rich and its powerful, but by how it treats its poor and its unfortunate citizens. There is no

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justifiable excuse for the neglect of the migrant farm laborers. They deserve a decent living wage. They deserve to be properly housed. Their children deserve to be properly educated. They deserve adequate and safe transportation. They deserve to be covered by social legislation just as our workers in the factories. In other words, migrant laborers do not deserve to be treated as second class citizens.

There is no doubt, that it is going to cost us more if we provide the adequate working conditions and living conditions for migrant workers and their families, but I say that it is a cost which we have a moral obligation to assume. And I dare say that the God-given food which we have to eat will taste all the better if we realize that the migrant laborers who supply a considerable portion of it, have an adequate standard of living.

[1960]

86th CONGRESS
2d SESSION

S. ----------

(NOTE.—Fill in all blank lines except those provided for the date and number of bill.)

IN THE SENATE OF THE UNITED STATES

Mr. HUMPHREY

introduced the following bill; which was read twice and referred to the Committee on

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A BILL

To amend the Labor Management Relations Act, 1947, so as to provide a more effective method of dealing with labor disputes in vital industries which affect the national security.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title II of the Labor Management Relations Act, 1947, is amended by renumbering present sections 211 and 212 as sections 216 and 217, respectively, and inserting the following after section 210:

"Sec. 211. Whenever the head of an appropriate department or independent agency reports to the President, and the President finds, that a national emergency is threatened or exists because a stoppage of work or operations has resulted or threatens to result from a labor dispute (including the expiration of a collective-bargaining agreement) in a vital industry or plant which seriously affects the security of the United States, and the Director of the Federal Mediation and Conciliation Service advises the President that all possibilities of mediation and conciliation have been exhausted without success, the President shall issue a proclamation to that effect and call upon the parties to the dispute to refrain from a stoppage of work or operations, or, if such stoppage has occurred, to resume work and operations in the public interest.

"PROCEDURE FOLLOWING PROCLAMATION

"Sec. 212. (a) Immediately after issuing a proclamation pursuant to section 211, the President shall submit to the Congress

for consideration and appropriate action a full statement of the case based upon such information as has been made available to him through the appropriate agencies of the Government together with such recommendations as he may see fit to make as to procedures for effecting final settlement of the dispute and, pending settlement, for maintaining operation of the enterprise or enterprises involved.

"(b) The President may include a recommendation that the United States take possession of and operate the business enterprise or enterprises involved in the dispute. The President may make such additional reports and recommendations as he deems advisable. If the President recommends that the United States shall take possession of and operate such enterprise or enterprises, the President shall have authority to take such action forthwith. If the Congress by concurrent resolution within ten days after the submission of such recommendation to it determines that such action should not have been or should not be taken any property seized shall be returned to its owners and no future seizure shall take place during that dispute without Congressional authorization by concurrent resolution: Provided, That during the period in which the United States shall have taken possession, the Federal Mediation and Conciliation Service shall continue to encourage the settlement of the dispute by the parties concerned, and the agency or department of the United States designated to operate such enterprise or enterprises shall have no authority to enter into negotiations with the employer or with the labor organization for a collective-bargaining contract or to alter the wages, hours, or the conditions of employment existing in such industry or plant prior to the dispute, except in conformity (in whole or in part) with the recommendations of the emergency board: Provided, That in case an emergency board assumes jurisdiction over any form of union security which requires an employee to join a union as a condition of continued employment, the putting into effect of its union security recommendations, during a period of Government possession shall require the acceptance of the labor organization and the employer concerned in the dispute. If the Congress or either

House thereof shall have adjourned sine die or for a period longer than three days, the President shall convene the Congress, or such House forthwith for the purpose of consideration of an appropriate action pursuant to such statement and recommendations.

"(c) After the issuance of a seizure order it shall be the duty of any labor organization of which any employees who have been employed in the operation of such enterprise are members, and of the officers of such labor organization, to seek in good faith to induce such employees to refrain from a stoppage of work and not to engage in any strike, slow-down, or other concerted refusal to work, or stoppage of work, and if such stoppage of work has occurred, to seek in good faith to induce such employees to return to work and not to engage in any strike, slow-down, or other concerted refusal to work or stoppage of work until the dispute is settled or until possession of such enterprise is relinquished by the United States, whichever occurs sooner.

"(d) After the issuance of a seizure order, or any time thereafter the President may direct the Attorney General to petition any district court, having jurisdiction of the parties, to enjoin such stoppage of work or operations, and if the court finds that the President has reasonable cause to believe that a national emergency is threatened or exists because a threatened or actual stoppage of work or operations may result or has resulted from a labor dispute (including the expiration of a collective agreement) in a vital industry or plant which seriously affects the security of the Nation, it shall have jurisdiction to enjoin such stoppage of work or operations, or the continuing thereof, and to make such other orders as may be appropriate. In granting such injunction or relief, the jurisdiction of courts sitting in equity shall not be limited by the Act entitled 'An Act to amend the Judicial Code and to define and limit the jurisdiction of courts sitting in equity, and for other purposes, approved March 23, 1932' (U. S. C., title 29, secs. 101-115). Such injunction or order shall be dissolved when the dispute is settled or the property of which possession has been taken is relinquished by the United States, whichever occurs sooner.

"EMERGENCY BOARDS

"Sec. 213. (a) After issuing such a proclamation, the President may appoint a board to be known as an 'emergency board'.

"(b) Any emergency board appointed under this section shall promptly investigate the dispute, shall seek to induce the parties to reach a settlement of the dispute, and in any event shall, within a period of time to be determined by the President but not more than thirty days after the appointment of the board, make a written report to the President, unless the time is extended by agreement of the parties, with the approval of the board. Such report shall include the findings and recommendations of the board and shall be transmitted to the parties and be made public. The recommendations shall be consistent with all laws and regulations otherwise applicable to compensation, hours, and other terms and conditions and incidents of employment. The Director of the Federal Mediation and Conciliation Service shall provide for the board such stenographic, clerical, and other assistance and such facilities and services as may be necessary for the discharge of its functions.

"(c) An emergency board shall be composed of a chairman and such other members as the President shall determine, and shall have power to sit and act in any place within the United States and to conduct such hearings either in public or in private, as it may deem necessary or proper, to ascertain the facts with respect to the causes and circumstances of the dispute.

"(d) Members of an emergency board shall receive compensation at the rate of $75 for each day actually spent by them in the work of the board, together with necessary travel and subsistence expenses.

"(e) For the purpose of any hearing or inquiry conducted by any board appointed under this title, the provisions of sections 5 (f), 9, and 10 (relating to the attendance of witnesses and the production of books, papers, and documents) of the Federal Trade Commission Act of September 16, 1914, as amended (U. S. C., title 15, secs. 45 (f), 49, and 50, as amended), are hereby made applicable to the powers and duties of such board.

"(f) When a board appointed under this section has been dissolved, its records shall be transferred to the Director of the Federal Mediation and Conciliation Service.

"(g) No member of an emergency board shall be an officer or employee of the organization of employees or any employer involved in the dispute.

"Sec. 214. (a) In the event that the Government shall take possession of and operate any business enterprise or enterprises involved in a given dispute, the President shall designate the agency or department of Government which shall take possession of any business enterprise or enterprises including the properties thereof involved in the dispute and all other assets of the enterprise or enterprises necessary to such continued operation thereof as will protect the national security.

"(b) Any enterprise or properties of which possession has been taken under this title shall be returned to the owners thereof as soon as (1) such owners have reached an agreement with the representatives of the employees in such enterprise settling the issues in dispute between them, or (2) the President finds that the continued possession and operation of such enterprise by the United States is no longer necessary under the terms of the proclamation provided for in section 211: Provided, That possession by the United States shall be terminated not later than sixty days after the issuance of a seizure order unless the period of possession is extended by concurrent resolution of the Congress.

"(c) Beginning not later than thirty days after issuance of a seizure order, the United States shall impound and hold all income received from the operation thereof in trust for the payment of general operating expenses, just compensation to the owners as hereinafter provided in this subsection, and reimbursement to the United States for expenses incurred by the United States in the operation of the enterprise. Any income remaining shall be covered into the Treasury of the United States as miscellaneous receipts. In determining just compensation to the owners of the enterprise, due consideration shall be given to the fact that the United States took or

continued possession of such enterprise when its operation had been interrupted by a stoppage of work or operations or that a stoppage of work or operations was imminent; to the fact that the United States would have returned such enterprise to its owners at any time when an agreement was reached settling the issues involved in such stoppage of work or operations; and to the value the use of such enterprise would have had to its owners in the light of the labor dispute prevailing, had they remained in possession during the period of Government operation: Provided, That any increase in wages or other compensation or any increase resulting from a change in the method of computing wages or other compensation which are agreed to retroactively for the period of Government operation or any portion of that period shall be deemed costs or expenses for such period.

"(d) During the period in which possession of any enterprise has been taken by the United States under this section, the employer or employers or their duly designated representatives and the representatives of the employees in such enterprise shall be obligated to continue collective bargaining for the purpose of settling the issues in the dispute between them.

"(e) (1) The President may appoint a compensation board to determine the amount to be paid as just compensation under this title to the owner of any enterprise of which possession is taken. For the purpose of any hearing or inquiry conducted by any such board the provisions relating to the conduct of hearings or inquiries by emergency boards as provided in section 213 of this title are hereby made applicable to any such hearing or inquiry. The members of compensation boards shall be appointed and compensated in accordance with the provisions of section 213 of this title.

"(2) Upon appointing such compensation board the President shall make provision as may be necessary for stenographic, clerical, and other assistance and such facilities, services, and supplies as may be necessary to enable the compensation board to perform its functions.

"(3) The award of the compensation board shall be final and binding, unless within thirty days after the issuance of said award, a party moves to have the said award set aside or modified in the

United States Court of Claims in accordance with the rules of said court.

"Sec. 215. When a dispute arising under this title has been finally settled, the President shall submit to the Congress a full and comprehensive report of all the proceedings, together with such recommendations as he may see fit to make."

Sec. 2. This Act shall become effective upon its enactment.

Statement by Senator Hubert H. Humphrey

COPY

Presented to the Subcommittee on Labor,

Senate Committee on Labor and Public Welfare,

in support of S. 895, a bill to amend the

Fair Labor Standards Act

February 28, 1961

In the Fair Labor Standards Act of 1938 Congress first pledged a national policy of action

> "to correct and as rapidly as possible to eliminate....labor conditions detrimental to the maintenance of the minimum standard of living necessary for health, efficiency and general well-being of workers."

To achieve this purpose Congress set the first federal minimum wage at 25 cents an hour, rising to 30 cents an hour a year later, and to 40 cents an hour by 1945.

In 1949 Congress raised the minimum wage to 75 cents an hour and in 1956 Congress acted again, raising the minimum wage to one dollar an hour.

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Now we are proposing to raise the dollar-an-hour minimum wage to $1.25 in gradual steps over three years and to extend wage-hour protections to an additional four million three hundred thousand working men and women. This proposal is similar in intent and similar in scope to the minimum wage bill we passed here in the Senate last August.

Unfortunately, last year adjournment pressures and the threat of a Presidential veto killed this vitally important legislation.

Fortunately, this year we have a President who supports this measure. I pledge my assistance and my support for speedy action by the Senate on the Kennedy Administration minimum wage bill, S. 895, which has been sponsored by Senator McNamara. A similar bill has been introduced in the House by Congressman Roosevelt.

Under this legislation, the minimum wage would progress to $1.15 this year, to $1.20 in 1962, and to $1.25 in 1963. For workers newly covered by the Fair Labor Standards Act under this legislation, the minimum wage would be $1.00 this year, $1.05 in 1962, $1.15 in 1963, and $1.25 in 1964.

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There is no maximum hours requirement for newly protected workers during the first year so that their employers can make a gradual adjustment to the minimum wage requirement. In the second year, newly covered workers would get overtime benefits after 48 hours a week. In the third year, they would get overtime benefits after 42 hours, and in subsequent years after 40 hours.

Let me repeat the purposes of this legislation. We are trying to raise the standard of living at the bottom of our economy. And we are trying to raise the buying power of the least favored workers whose poverty contributes significantly to the economic recession which still stifles American prosperity.

There are two issues here -- a moral issue and an economic issue -- and I think both demand action by this Congress.

We have a moral obligation to extend wage-hour protections to the least powerful, the exploited men and women who earn less than a dollar an hour -- and this at a time when $2.25 an hour is considered

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the minimum income necessary for a subsistence existence for a family of four, according to the Department of Labor.

These low-paid workers generally have no labor union to protect them, to speak up for them, to bargain for wage increases, for job security and fringe benefits. The Fair Labor Standards Act must be their protection. Otherwise they are defenseless against exploitation and helpless poverty.

I am convinced that the moral conscience of all Americans rejects the idea of a dehumanized existence at subsistence wages for any working man or woman in this country. Decent family life is impossible when income is at a starvation level. And, when family life is weakened, the whole fabric of our social life is torn by disease, crime, and degradation of the human spirit.

On the economic side, we must enact this minimum wage legislation as a contribution to the welfare of our economy, as a much needed boost to an economy which still suffers from serious recession in too many areas.

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An increase in buying power for low-paid workers will stimulate business activity by speeding dollars into circulation for purchase of consumer goods. In Minnesota there would be an estimated seven million dollars added to the purchasing power of Minnesota families. This additional spending would be a tremendous boost to the Minnesota economy, and the same stimulating effect will take place throughout the rest of this country, increasing purchasing power, raising employment and quickening the tempo of business activity.

There are two sound economic arguments for gradually increasing the minimum wage to $1.25 an hour.

First, the cost of living increase from 1955 when Congress enacted the $1.00 an hour minimum to December 1960 is 11½ percent.

Second, productivity of our economy has advanced from 16 to 18 percent from 1955 through 1960, based on Labor Department estimates.

Thus, we should raise the minimum wage from $1.00 an hour to $1.25 an hour simply to restore the purchasing power of the minimum wage

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in the face of cost of living increases and to provide those at the bottom of our economic ladder with a fair share in the rising productivity of the American economy.

Humanitarian objectives, social goals, and economic policy combine to justify fully enactment of minimum wage legislation such as the Kennedy Administration has proposed. I am confident that this Congress will take quick action on urgently needed minimum wage legislation to enhance the welfare and prosperity of all Americans.

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File — Automation 1964?

AUTOMATION: THE AWAKENING GIANT

The introduction of powerful new tools and methods in office and industry has set massive forces in motion. We have experienced change in the past and no doubt we shall experience it in the future, but recently the pace of technological change has accelerated sharply.

We can see in the present shifts, signs that a giant, automation, is just awakening. Since technological changes as significant as these carry a deep meaning for our entire society, it is the duty of the Government to remain alert to these changes.

The effects of automation are widespread. It directly affects the jobs of many individuals. It affects the economy of our country not only internally but its presence or absence influences our position in

the world economy and alters the patterns of international trade.

Indirectly, it will affect everybody as its presence changes our lives and culture.

In the light of these developments there are a series of actions which a responsive and responsible government must take.

First, we must make an accurate evaluation of the direction and dimensions of the change. All the data gathering facilities of the Federal government should be employed in a study by a group of experts to interpret them, to extrapolate the information and to formulate alternative possibilities.

This last Congress has passed an act to establish a Commission on Technology, Automation and Economic

Progress, which will perform some of these tasks.

Second, we must see that the human beings who may be directly affected by these forces not within their control are not forgotten. They must be given an opportunity to take advantage of the new situation to upgrade themselves. We must have retraining and relocation programs as well as some form of aid to help them through the period of painful transition.

Third, we will make sure to provide the climate where maximum use can be made of these new techniques to benefit all of America. Automation offers the possibility of lower costs, greater flexibility and responsiveness to needs in shorter periods of time. It can be made a liberating force rather than a threat.

An updating of our own industrial plant to take advantage of automation would no doubt improve our position in world trade. This is especially important since it is possible for a nation with only a rudimentary industrial plant to introduce a highly advanced technology together with the low cost of labor. This can undercut our international economic position. We should not discourage the development of other industrial countries since we hope to eliminate, or at least to vastly reduce, the gap between the wealthy industrialized world and the developing world whose populace are among the have-nots. Although the moral arguments should be persuasive enough there is also the fact that a prosperous world is a better market than a poverty-stricken one.

Fourth, we must attempt to discover the long range effects of automation. The possibilities are open of increased leisure and an even richer variety of goods and services which by their cumulative effect alter our society. These may be changes which we would like to encourage, and no doubt the advantages of Automation are many. On the other hand, not all of the changes may be desirable and it would be the height of folly to wait for them to become major problems before we do anything about them.

In summary, we are on the brink of great changes and our government must make every effort to understand the effects of automation to make sure that they are directed to the general welfare.

We live in an age of continuing technical change. These changes carry deep meaning for our society. We have experienced change in the past and no doubt we shall experience change in the future. What does concern us is the pace of technological change which affects our relative position in world economy and world trade and the effects it has on people. Its effects on people are direct--those whose jobs are affected or who are unable to get goods; and indirect--those whose lives and culture are affected by the results of automated production.

In the light of these developments there are a series of actions which a responsive and responsible government must take. Its <u>first</u> duty is to discover what the pace and depth of the change is. To do this, all the data gathering

power of the federal agencies must be employed along with a study panel (Automation, Technology and Employment Commission) to interpret them, to extrapolate the information and to formulate alternative possibilities.

Then second, we must see that the human beings who may be directly affected by these charges are given an opportunity to take advantage of the flexible situation to upgrade themselves. Here we will have retraining and relocation programs and some form of aid to help through theperiod of painful transition.

Third we will make sure to provide a climate so that maximum use can be made of these new techniques to benefit the people, lower costs, greater flexibility and short time responsiveness of these methods and capital investments.

The lower production costs and higher output in shorter time also of course have an effect on our position in the world trade arena. This is especially important since it is possible for a nation without an industrial plant to introduce ahighly advanced technology with low cost of labor and to undercut our economic position. Nor should we discourage this since we hope to eliminate or at least to vastly reduce the gap between the industrialized world which has and the developing world whose populace is among the have-nots. Further, a world of prosperity is a better market than a poverty stricken one. An updating of our own industrial plant would no doubt improve our position in world trade.

Fourth, we must attempt to discover the long range effects. The possibilities of increased leisure and a

variety of goods which by their cumulative effect alter the society. These changes may be those we would like to encourage but there may be some side effects whose occurrence would be deleterious and by foreknowledge we may be able to mitigate the bad effects and maximize the good ones.

[1964]

Davenport, Iowa
State Federation of Labor

There is nothing the American people can do this November that would be of more positive value than sending the Goldwater faction down to thundering defeat. We are not in this election confronted by a responsible opposition, but by a radical assault on the things which you and I, and most Americans, take for granted. For the first time since Franklin D. Roosevelt brought the United States from the depths of the Depression and presided over the establishment of a national government which represented all the people, a significant political movement has emerged which would seek to drag us once again into the dim and dreary past.

It is easy to recount the material benefits which have come to you, and to all, as a result of the reconstitution of the American economy in the Roosevelt years — and in the years since. We have just reached

an all-time high in employment with more than 72 million at work and never in history have we had such a sustained period of prosperity. But these are surface matters. Beneath them lies a reality that we overlook at our peril: the whole nature of our community has been strengthened by the policies of the Democratic Party over the past thirty years.

It is this new American consensus that the Goldwaterites, the rear guard of a defeated past, wish to destroy.

Let me repeat: this is not a normal election, and if we rest on our laurels we may imperil all the great achievements of this century. The Goldwaterites have drawn the dagger against everything that we cherish. Their pet solution for revitalizing 19th century labor relations, the so-called "right to work" laws (which should be called "wrong to organize" laws) constitute nothing less than a death sentence on trade unionism.

It was Goldwater himself who said that Walter Reuther and the United Auto Workers were "a more dangerous menace than the sputniks or anything else Russia might do."

Make no mistake about it, no one can sit at home on November 3rd and contemplate his affluence without risking everything he has won in the long hard struggle to make the United States a civilized society, a nation which has substituted the National Labor Relations Act for the law of the jungle.

Let us make November 3rd "V" day -- "V" for voting and "V" for victory !

Every generation has had its share of complex problems and crises. Read any period of our history and the lesson is always the same: Democracy in America is a difficult business. In fact, man's eternal struggle to govern himself is the most demanding of all

human endeavors. This is just as true today as it was in the golden days of some unidentified past.

The country is now gripped by an industrial and technological revolution which, when coupled with our population growth, requires us to create 300,000 additional jobs each month just to stay even in terms of unemployment percentages. Life expectancy has increased from 49 years in 1900 to 70 years today; one thousand people per day reach the age of 65. In 1950 there were 2.3 million students in institutions of higher learning; by 1970 there will be 7 million--more than a 300% increase. We are still lacking 60,000 classrooms in elementary and secondary schools if we want to eliminate overcrowding. Each year 100,000 qualified high school graduates fail to attend college because they lack the necessary funds.

Can responsible government simply ignore these social and economic realities? Of course not. The real

question is: Will each segment of our federal system be prepared to allocate the human and economic resources necessary to get the job done? These are questions worthy of a free people determined to make democracy work.

In seeking answers, one fact stands out above all others: the respective levels of government in the American system are partners in a common enterprise. Government and people are collaborators in the common cause of securing the national interest, not mutual antagonists contending against one another for power and glory. No one advocates running everything from Washington.

Let us be specific!

A few weeks before school opened this year, President Johnson said that we, the American people, "are learning that it is time for us to go to work --

and the first work of these times and the first work of our society is education."

But Iowans have known this fact for generations.

You are justly proud that Iowa has the highest literacy rate in the United States. You are justly proud that your great universities -- at Ames and Iowa City -- are among the finest institutions of higher education in the country. And you know that as Americans we have an obligation to assist other states to increase their intellectual and educational resources.

The present Congress, speaking for the American people, has passed more educational legislation than

any other Congress in history. It has become, as President Johnson has called it, our "Education Congress." And the President, in leading the way and in signing more legislation for education than any before him, can well be called our "Education President."

For all Americans concerned with the state and status of American education, this has been a time of prodigious accomplishment. It symbolizes the sound will, the knowledgable determination of Americans to respond to the sweeping social and economic challenges of our time.

Never was more demanded <u>of</u> education than now.

Within the past year, the majority of the Congress,

Democratic and Republican, has passed new and expanded programs to meet education's essential needs, to strengthen our educational structure in every state and community in the land. It has passed legislation for:

--vocational and technical training;

--manpower development and retraining;

--higher education facilities;

--community libraries;

--graduate schools and teacher institutes

--science, mathematics, and foreign language teaching;

--college loans and graduate fellowships;

--medical and nursing education;

--teaching the handicapped children and reaching the poor;

--educational research to improve the whole process of teaching and learning.

By these actions we are making it possible for our young to become <u>individuals</u> -- to achieve that intellectual and economic self-sufficiency which makes choice possible. This is what Democrats mean by extending <u>freedom</u> to our citizens.

The leader of the Goldwater faction -- in contrast-- has consistently rejected education's needs. He talks a lot about "freedom" but does little to foster it. In almost every instance, he has parted company with the wisdom of his own party as well as with the wisdom

of the American people.

He has repeatedly raised the bogeyman of Federal control of education in every effort of the Federal government to strengthen the controlling hand of our states and communities and educational institutions throughout America. His prescription for American education has been the tranquilizer and the sleeping pill.

He has voted <u>against</u> the Higher Education Facilities Act, which will help to build college classrooms for several hundred thousand more students in this decade of doubling college enrollments ... which will help to build up to 30 new public community colleges every year... which will help to construct

graduate schools in major academic centers... which will help to create new technical institutes to accelerate our training of vitally needed technicians...

He has voted against the National Defense Education Act and its extension and amendments, which will enable up to 90,000 more students to attend college each year under its expanded loan program... which will strengthen the teaching of science, mathematics, and modern foreign languages throughout our schools... which will improve our school guidance and counseling services and enable us to identify and encourage exceptionally able students...

He has voted against the Vocational Education Act, which will enable our states to expand and modernize

our vocational and technical schools... which will help young Americans to learn employable skills in a ceaselessly changing world of work...

He has voted against amendments to strengthen the Manpower Development and Training Law, which will expand our ability to deal with problems of unemployment and underemployment resulting from automation... which will help this Nation to meet the growing national challenge of untrained, unemployed school dropouts...

He has voted against the Library Services and Construction Act, which will provide public libraries in cities and counties across the country... which will help to modernize libraries which have been long

neglected and create them where none exist...

He has voted against the Health Professions Educational Assistance Act, which will help us to expand our teaching facilities for medical and nursing education... which will increase the number of medical school graduates... which will relieve the growing shortage of physicians and nurses and dentists and other trained custodians of American health.

And he has voted against the Economic Opportunity Act, which provides in our broad-scale assault on poverty in our states and communities, a means of raising the educational opportunity and attainment of our children of poverty... those who require the best education and ever so seldom receive it.

Senator Goldwater stands alone and apart in a Congress that has seen and recognized and acted on the judgment that education is truly "the first work of these times and the first work of our society."

He stands alone and apart from the mainstream of American wisdom and American progress.

And he will stand alone and apart in November when the American people say, once again, that our future lies ahead of us, not behind us, and that it is time for us to get on with our work.

[1964]

BARRY GOLDWATER
VS.
AMERICAN LABOR

The Record • The Threat

AMERICAN LABOR has worked harder than any other element in our society to close the gap between the dream of democracy and the actuality . . . and all Americans should take note of the boundless contributions that labor has made to the dignity and rights of all Americans.

Americans for Democratic Action has been honored to work close by the side of labor in the continuing struggle for a more fulfilled and richer life for every American and for the peace and prospering of all citizens of the globe.

Barry Goldwater's avowed hostility to the trade union movement has provoked us to write this pamphlet. We felt it was important to highlight his implicit—and explicit—threats to American labor . . . and hope that by so doing we can open any eyes which still remain closed to the overwhelming need for the total defeat this November of the Goldwater faction of the Republican Party.

AMERICANS FOR DEMOCRATIC ACTION

10 cents

Introduction

"I fear Washington and centralized government more than I do Moscow."

Senator Barry Goldwater,
address delivered in Spartanburg, S. C.
September 15, 1960

Rarely in American history has there been as important a choice as the American people will face when they choose a President this November. Millions of Americans will be called upon to pick not only a man but a philosophy of government which can well decide the future, if there is to be one, of the modern world.

The American workingman has always been in the forefront of progress, not only in support of legislation to protect his pursuit of freedom and happiness, but for the far-sighted conduct of the affairs of the nation and indeed the western world.

This choice is between foresight and reaction, between hope for a peaceful future for all mankind and the potential for sabre-rattling leading to nuclear catastrophe. It is the choice between a meaningful attempt to secure the blessings of liberty and prosperity for all American citizens and an attempt to retain financial affluence in the hands of the few throughout this land. It is the choice between a government which understands the manifold and complex problems of the 1960's and a government which looks back nostalgically to the agrarian years of the 1760's for its inspiration for programs. It is the choice between a government responsive to the needs of all its people and a government whose major concern is with the uptrodden.

It is above all your choice. Government is no more and no less than the people of America make it. Effective government is only possible if we have an effective, far-sighted President. The choice in 1964 is between the vision of Lyndon Johnson and Hubert Humphrey on one hand, and the stagnation of Barry Goldwater and William Miller on the other.

The choice was never more meaningful . . . and the decision is largely in the hands of the wage earner and the trade union movement.

1—GOLDWATER AND THE TRADE UNION MOVEMENT

"The immense and ever growing power of labor unions constitutes a grave danger to our economy.'

Senator Barry M. Goldwater,
speech to Congress,
September 24, 1962

The American trade union movement is under attack this year. All the ideals and goals of the labor movement, all of its battles against oppression, poverty and ignorance are being challenged by one man, supported by an armada of money. The man is Barry Goldwater, one of his primary missions, to curb labor, and undo the gains of a century of its contributions.

Sometimes Goldwater disguises his hostility toward labor. He would like the working man to believe that he is not anti-labor. He pictures himself as a lonely crusader striving to protect the working man from the "corrupt" influences of the labor "bosses." He maintains that the right to organize, to strike and to bargain collectively are fundamental rights in American society. He has told the public he wants these rights protected and that he would look out for the welfare of the American working man.

His record shows his claim to be false.

Since 1946 Senator Goldwater has been in the forefront in his state and in the nation in proposing anti-labor legislation. He has consistently opposed legislation that would give the working man and the trade union movement some of the benefits of an ever-growing national prosperity, and he has constantly overlooked the plight of the poor within the American society of affluence.

Part of this neglect may stem from the Senator's background: Senator Goldwater grew up in the then newly created state of Arizona and was heir to a department store fortune created by his father and uncle. He is fond of crediting himself with hard work as a clerk in the store to show his ties to the working man, but it is also clear that he did this in order to learn a business that he would be given whether he had worked a stitch on the department store floor or not.

He was raised in a state which last passed minimum wage legislation in the late 1930's—this legislation guaranteed a small group of workers a minimum wage ranging from 18.72 a *week* for laundry workers to $26.40 a *week* for retail clerks. Dry cleaning workers ($21.60 a week) were the only other workers covered.

The state of Arizona has failed to provide adequate factory safety legislation and has financed its governmental activities predominantly through sales tax legislation that placed the primary fiscal burden on the small wage earner. Senator Goldwater, throughout his public life, has done nothing to correct any of these abuses.

Union Shop Illegal in Arizona

Senator Goldwater's first emergence on the public scene came in 1946 when he was head of a local retailers' committee seeking so-called "right to work" legislation. This legislation, which passed through his efforts, made the closed, or union, shop illegal in the state of Arizona.

Publicly billed as a measure which would enhance the "freedom" of the average working man, "right to work" legislation has been consistently used to break up union strength so that the bargaining power of the working man is seriously threatened. It has prevented unions from receiving hard-won benefits, gained through years of battles in which men risked their livelihood and very lives to gain an even break for labor.

In net effect, the Goldwater legislation has served to weaken union influence in the state and to pave the way for his own election and re-election in the predominantly conservative atmosphere of Arizona politics.

His record in Congress amply bears out his opposition to labor. On three occasions he has sponsored "right to work" legislation which would have made union and closed shops illegal in every corner of the United States. "Right to work" proposals in referendums in the 1958 elections were soundly beaten in all but one of the states in which they were proposed. And yet Goldwater has gone on advocating them.

Against Minimum Wage, Etc. Etc Etc.

Goldwater has consistently opposed minimum wage legislation—at whatever level—and has argued that the minimum wage would be harmful to the American economy. He has claimed that this legislation would lead to the loss of jobs of millions of workers, despite continuing evidence that minimum wage legislation has never cost labor jobs. In fact the opposite is true.

Not only is Goldwater against minimum wage—he would reduce the number of people covered in existing legislation.

In 1960 and again in 1961, he backed legislation which would have reduced significantly the number of persons covered by minimum wage legislation. In doing so he has not only differed from the trade union movement and the Democratic leadership, but also from the responsible leaders of his own party.

Goldwater has on occasion disguised his union-curbing proclivities. Twice he has introduced legislation in the Senate asking that regulation of labor unions be turned over to the states. On the surface this didn't appear as a move hostile to labor. However, it is no secret that until the recent Supreme Court decision most of the legislatures of the 50 states were dominated by predominantly conservative, rural interests with little or no sympathy toward the trade union movement or the problems of the working man. It is to the credit of the Senate that neither of these thinly-veiled anti-labor measures reached the Senate floor.

Twice Goldwater has introduced legislation calling for a conservatively-loaded select committee to investigate the labor-management situation vis-a-vis the national economy. In both cases it was implicit in the Goldwater resolutions that the national economy had been hurt by unreasonable demands on

the part of labor. In another piece of legislation, Goldwater sought to attack minimum wage by the establishment of an industry committee—without labor representation—which could have been expected to report back findings unfavorable to minimum wage legislation.

In each instance, Goldwater attempts to push anti-labor legislation have failed. But he never lost an opportunity to try—nor to vote against legislation in the interests of the working man.

Let his record speak for itself:

- ►83rd Congress: introduced bill giving states right to regulate strikes and picketing.
- ►84th Congress: introduced bill giving states right to regulate strikes and picketing.
- ►85th Congress: introduced legislation to provide for an "industry committee" to review minimum wage demands.
- ►86th Congress: tighten Taft-Hartley Act; rejected by Senate 41-50. Goldwater FOR.
- ►86th Congress: raise minimum wage to $1.25 and extend coverage. Passed 62-34. Goldwater AGAINST.
- ►87th Congress: reduce increased minimum wage coverage to cover less persons. Rejected 39-56. Goldwater FOR.
- ►87th Congress: Manpower Development and Training Act to provide retraining for workers out of work because of automation and lack of skills. Passed 60-31. Goldwater paired AGAINST.
- ►Amend Manpower Development and Training Act to provide for literacy program for unemployed. Passed 41-26. Goldwater AGAINST.

The record seems abundantly clear. On each issue where the powers of government could be used to promote the interests of the working man, Goldwater has been against. On each issue to impinge on the freedom of the unions and the workers, Goldwater has been for.

The Goldwater that is asking for election is a man no bigger than the Goldwater who headed the Arizona city council in 1950. It is the same man who failed to recognize the need for urban renewal, for housing codes and authorities. It is the same man who could see 25,000 Negroes and 65,000 Mexican-Americans living in poverty in Maricopa County and fail to do anything to improve their living conditions.

It is the same man who failed to understand either the reason for, or the contributions of, a strong labor movement in a democratic society.

II—GOVERNMENT FOR THE FEW

"The government has no right to educate children. The parents, you and I, have that responsibility. The child has no right to an education. In most cases, children will get along very well without it." Senator Barry Goldwater, speech in Jacksonville, Fla., October 3, 1960

"I don't believe in federal aid to education or aid to the aged or any kind of medical assistance." Senator Barry Goldwater, The Chicago Tribune, September 25, 1961

Government is responsible to the people that elect it. If it fails to be responsive to the needs of the people then it has failed to do its duty in a democratic society.

For over 50 years the trade union movement and the workers of America sought to educate the American public to this proposition. With the election of Franklin Delano Roosevelt to the presidency this concept came closer to recognition, but there are still endless unmet needs.

Many of today's workers never had the opportunity for an adequate education. Many were brought up in slums . . . few had adequate clothing.

None would wish the same experiences on their children. But Barry Goldwater would.

"My aim is not to pass laws, but to repeal them," Goldwater wrote in "Conscience of a Conservative" in 1960. The laws which he would seek to repeal are the very laws that have protected workers and others in need from poverty of mind, body and spirit since the 1930's.

The laws which Goldwater currently opposes are the very laws which would extend the blessings of freedom and prosperity to the most deprived among us, laws which would see that our children have an adequate education and which would lead to a stronger, more vital country of the future.

Senator Goldwater is fond of calling welfare, education, health and social security programs "giveaways," but he consistently fails to realize that these very programs are an investment in the future health and present prosperity of the nation.

Who would give up the right to a secure life in advanced age—security fostered by social security legislation? Barry Goldwater would. He has asked that Social Security be made voluntary—the only way to surely kill it.

Who would try to preserve slums, and fight against housing projects that would allow persons of low income to rent clean and liveable dwellings at reasonable rates? Barry Goldwater would. He has voted against housing appropriations each time they have come to the Senate floor.

Who would deny needed health funds to provide care for the elderly and for those in need? Barry Goldwater would. He has voted against—or for the reduction of—appropriations for every significant health bill (with one minor exception) that has come to the floor of the Senate since 1952.

No Problems in Public Schools

Barry Goldwater is unwilling to admit that a problem even exists in our public schools.

Due to the double problem of teacher shortages and classroom shortages, countless schools throughout the country are forced to operate on two shifts. Even so, thousands of teachers have a classroom load of over forty students. The teacher shortage is intensified by woefully inadequate salaries and miserable working conditions, the unappealing prospect of teaching in obsolete buildings, with aging equipment, and, in many cases, textbooks which should have been relegated to the antique shops years ago.

Yet Barry Goldwater contended as late as last year, "It is evident that school expenditures . . . have more than kept up with school needs." And he must believe what he said, for he has voted against nearly every aid to education bill which has come up.

Additionally, Goldwater has opposed:

- ►urban renewal and mass transit legislation designed to make cities better places to live in.
- ►welfare schemes designed to give persons some dignity in favor of private charities in which individuals must be the recipients of gratuitous handouts.
- ►medical care to the aged and all other plans that would allow some portion of the major medical expenses of the poor and the old to be paid out of social security and thus guarantee freedom from fear of economic loss through illness in one's declining years.

And he has supported

- ►every effort to send welfare, health, education problems back to the states which have proved over the last 100 years that they consistently fail to handle the problems.

These measures don't begin to cope with the problems in the dimensions the problems demand—and yet they were too far out for Goldwater.

In the spring of 1964 the government proposed and Congress enacted a far-reaching poverty program aimed at allowing some thirty million people in the United States to develop the skills needed to help themselves out of the ravages of poverty. The program was found necessary when studies showed that welfare legislation was not enough—that fully one-fifth of the entire country lived in conditions that were below the levels of subsistence and that more and more people could be counted on to be in this condition unless the people acted.

The hope of the poverty programs was and is to spend now to enable people to do it for themselves later—to develop skilled persons in an increasingly specialized society so that none would fear unemployment because of lack of training. The dream which is beginning to be put into reality was for those who lived in the perpetual misery of poverty through no fault of their own—through birth, through large families, through lack of education, through lack of attention—to be able to stand on their own feet in this society and to be a contributing force in the progress of America.

Goldwater Sees No Poverty

It is a dream and a hope that Barry Goldwater does not share because he does not see the need. Indeed he sees no poverty. And seeing none, he has opposed the efforts of the elected representatives of the people to help the people to progress.

Perhaps the inheritor of a department store can claim this, but the many millions of people who live in unending fear of not having thier daily bread, whose families are so large that they cannot suport them, whose children must drop out of school in order to contribute to the family income, whose clothing and housing are so poor as to constitute a continuing danger to them from disease—they know that Goldwater does not know, and they know that the poverty program promises a glimmering of hope.

For a number of years enlightened legislators and civic leaders have attempted to correct the abuse by calling for minimum wages, by asking for minimum health standards, by proposing an end to the agreement with Mexico that permits both Mexicans and Americans to be exploited by the large farmers of the border areas.

And in all these efforts, Goldwater has said no. He has said no because he has been unable to see the migrants' plight and because he is continually interested in protecting the prerogatives of business against both the American and the foreign worker. He has, for the first time this year, lost his battle. The agreement with Mexico will expire this December, and American workers may have some economic protection.

It is in Goldwater's desire to protect in all cases the interests of the merchant that he often runs counter to the will of the people and sometimes finds himself at odds with his own words.

Late last year Goldwater made a speech in Tennessee in which he advocated selling the Tennessee Valley Authority to private enterprise for one dollar. The speech created an outrage in Tennessee which reverberated throughout the nation.

Sell T.V.A.—For One Buck

The Tennessee Valley Authority is a conspicuous example of how federal funds have transformed a region of poverty and misery into a thriving, prosperous area. Before TVA, much of Tennessee along the Tennessee River was poor. It possessed inadequate electricity, and poor farmland was constantly threatened with becoming poorer by flash flooding. The government stepped in and created a complex of dams and rural development programs that has returned to the state of Tennessee many times the original investment in taxes alone and has brought a thriving publicly owned business to the state to supplement and complement the area's new-found prosperity. Not even the most conservative Tennessean in his right mind has proposed the sale or private ownership of TVA. Barry Goldwater has—for $1.

Goldwater has backed a $1.5 billion public works project for his home state of Arizona, claiming that this money is for "reclamation" rather than public welfare. Neither the majority of the Senate nor any competent observer can see the difference between this program and the others that Goldwater has voted against.

Sets Back Calendar

With this exception, Goldwater has been consistent. He has shown his allegiance to a system of free enterprise which brooks no public interference. And in doing so he has set back not the clock but the calendar.

The results of unfettered free enterprise were shown in the bread lines of the 30's, in the crippling violent strikes of a century ago, and in the bankruptcy of the domestic economic picture in the depression of 1929. Almost everyone else learned from this experience, but not Barry Goldwater.

He has not learned that one must balance economic value with human values. He has failed to see that with constructive public intervention the American economy can become stronger and more people can both participate and benefit from it. He has failed to realize that what is best for General Motors is not necessarily best for the country—that within this country there are pockets of poverty that are doomed to recur unless public leadership takes firm action.

Barry Goldwater is too firmly tied to a dogma of a by-gone age to see the real problems confronting American society. These problems must be met. When solutions cannot be found on a local level or on a state level, they must be found nationally and the people can help provide the type of leadership which is interested in bringing about solutions.

The American working man can bring the fresh approaches that speak of a creative present and a prosperous future.

III—TO THE BRINK

"Some day, I am convinced, there will either be a war or we'll be subjugated without war. I think that a general war is probable. I don't see how it can be avoided—perhaps five, ten years from now."

Senator Barry Goldwater
Interview with Irvin Ross,
The New York *Post,* May 8, 1961

"We should, I believe, announce in no uncertain terms that we are against disarmament. . . . We need weapons for both the limited and unlimited war."

Senator Barry Goldwater,
"Why Not Victory?", 1963

No one who was born, brought up, or lives in this age can fail to be directly confronted with the prospects for survival. Perhaps the most significant overriding issue of the 1964 election campaign is which man is best equipped to steer the narrow and sometimes difficult course that will preserve the integrity of the American ideals of freedom and still keep us from a conflict that might lead to the annihilation of the human race.

There is no question about Barry Goldwater's position toward foreign policy, and there is no question that his position constitutes a threat to our lives, our homes and everything that this country stands for.

There is no one in this country that likes the prospect of a continuing cold war. There are precious few that would want to transform it into a hot war with all its attendant implications about the use of nuclear weapons.

But Barry Goldwater proposes that we can win a "total victory" and we can do this through asserting our power. He would initiate war in the smaller Communist countries. He would send the Marines to turn the water back on in Guantanamo. He would use nuclear weapons to attack the Communist supply lines in Vietnam and he would arm the NATO armies with nuclear weapons to be used at the discretion of NATO field commanders.

The first three would undoubtedly bring instant retaliation from either the Soviets or the Chinese, and the last would vastly increase the danger of nuclear holocaust.

Perhaps the real difficulty lies in the failure of Senator Goldwater to realize that there is a difference between the nuclear weapons and others. A low-yield nuclear weapon is something whose power and devastating effect can only be matched in human history by the bombs that destroyed Hiroshima and Nagasaki. And yet he would use those today if afforded the opportunity.

We are fighting against the poverty and disease that spawns discontent in Latin America, Asia and Africa, and yields to the demagogic appeal of the Soviet Union and the most militant of Communist spokesmen, the Chinese. And we can counter this part of the battle with constructive aid, designed to promote democracy and aid the people and not only the leaders. But Barry Goldwater opposes all non-military aid.

Voted Against Test Ban Treaty

We have begun to turn the pendulum from the awesome prospect of nuclear war by the test-ban treaty of two years ago. Limited though it may be, it provided for a well-inspected moratorium on nuclear testing that has reduced the chances of war and has saved people in this country and throughout the world from the awesome prospect of continuing invisible radiation build-up in the atmosphere that threatened human life. Barry Goldwater voted against that treaty and wants the U. S. to resume testing.

Moreover, Goldwater opposes any other efforts at seeking disarmament agreements. He sees disarmament as a surrender of U. S. authority while failing to realize that we are asking the same surrender from the Russians and all other nuclear powers.

To every major problem, Goldwater has a simple answer.

There is a wall in Berlin? Tear it down. A few votes are going against the United States in the United Nations? Get out. The war is dragging on in Vietnam? Use nuclear weapons. There is a split in the Communist world? They're all communists anyway. People are oppressed in South Africa, Spain, Angola and other places? Let them wait. Russia is hostile to the United States? Let's withdraw recognition.

These are the answers that Goldwater has given to some of the complex problems of our time. These are the answers that can take us not only to the brink but beyond the brink of nuclear catastrophe.

No one wants this country to be weak, but we have a right to demand from our president that he understand the complexities of the world's problems and that he make the strongest attempt to deal with them peacefully.

What patriotic American would dare trust the responsibility of world leadership to a man who admits he "shoots from the hip" when the gun he shoots may be loaded with nuclear weapons?

IV—THE CHOICE

"Are we maximizing freedom?"

Senator Barry Goldwater,
"The Conscience of a Conservative," 1960

There is a real choice in 1964.

Barry Goldwater promises freedom—freedom for those in poverty to continue to be poor; freedom for the unemployed to find jobs if they can; freedom for the uneducated to seek education that is beyond their reach; freedom for labor to live within controls; freedom for business to be rampant in its pursuit of profit; freedom for the treasures of nature in the United States to be looted by the profiteer. He proposes freedom for those who have and by default no freedom for those who cannot afford it.

Goldwater promises victory, but he also foreshadows the end of peace and with it the lives and happiness of a majority if not of all Americans.

His appeal in many places is based on the fact that many people are bewildered by a vast, changing, complex and frightening world. Many would like to return to the days when simple answers would suffice and when the problems of the country would be at all times comprehended by all people. Many would like to return to simple truths which have become outmoded by science, technology and communications.

But the world is no longer simple, and the politician who promises simple answers is either deceiving the public or is himself deceived. The public in any case must know the truth: that the complexities are here to stay and that no magic wand will remove them. That only work, devotion, understanding and patience will help to eradicate the domestic and foreign problems and make this world a healthy place for all people to live.

The test of government is not whether it governs little or much, but whether it reflects the will of the people and whether the people's will reflects the needs of the times.

Barry Goldwater is out of step with these times.

He has presented a choice for the American people, a very serious choice. On November 3rd, the American people will decide whether to go forward or backward, perhaps to oblivion. The choice should by now be obvious.

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Religion and Labor

INTRODUCTION

The religious organizations of our country—Protestant, Catholic, Jewish, Orthodox—and their leaders, have repeatedly shown a vital concern about the social, economic, cultural and spiritual aspects of American community life.

They have stood for the abatement and prevention of poverty everywhere, for reasonable hours of labor, for just wages, for fair working conditions, and for an equitable division of the product of industry.

They have joined with other groups in our American society such as trade unions in opposing so-called "right-to-work" laws, and in supporting child labor, civil liberty, racial equality, workmen's compensation, unemployment insurance, minimum wage and social security legislation, and for recognition of labor's right to organize and bargain collectively.

The AFL-CIO, recognizing the tremendous role that religion and religious organizations play in American national, state and community life, seeks to encourage trade union members, if they have not already done so, to join the church or synagogue of their choice and to take an active part in the work and worship of their chosen religious organizations, and to interpret the labor movement, its ideals, aims, practices and achievements to the members and leaders of the various religious bodies in our country and to provide a channel of communication, friendship and cooperation between religious and labor groups.

This pamphlet traces briefly the development of the relationship between the trade unions and the churches and synagogues. It is dedicated to the hope that these relationships will continue and that the forces of religion and labor that have so many common aims and objectives will work for greater material, cultural and spiritual fulfillment for all Americans.

Additional material on AFL-CIO programs and policies can be obtained from the Department of Public Relations.

IN THIS ATOMIC AGE it is exceedingly important that the forces of religion and labor that have so many common aims and objectives should understand one another and work for greater material, cultural and spiritual fulfillment for everyone.

Religious leaders from almost the dawn of history have demonstrated their belief that God wants mankind "to do justly and to have mercy."

The Hebrew Prophets and Jesus the Carpenter of Nazareth and their disciples—believing in a God of love and justice—have shown time and time again, down through the centuries, a vital concern for the poor and needy and for the victims of social and economic injustice.

St. Francis of Assisi, the founder of the Franciscan Order of the Catholic Church, devoted his life to aiding the poverty-stricken in the Middle Ages.

Wycliff, a medieval English clergyman, organized the "Poor Priests" who went up and down the countryside in England alleviating the suffering of the agricultural workers.

John Wesley, the founder of Methodism in the late Eighteenth Century, supported "a living wage and honest, healthy employment for all."

During the early years of the Industrial Revolution, when women and children as well as men were compelled to work long hours under conditions which imperiled health, religious leaders reached the conclusion that if there was to be even "approximate justice" in the relationships of labor and management, the workers had to be organized into unions.

They were then both "doers of the word" as well as speakers. For example, several English Methodist "local preachers" were arrested in 1834 and sent as prisoners to Australia simply because they dared to organize a union of "farm hands" and in the process had administered a "secret oath."

PROTESTANTISM

PROTESTANT EPISCOPAL CHURCH'S unofficial organization of clergy and laity—the Church Association for the Advancement of the Interests of Labor—organized in June 1887 was first among Protestant church bodies in its concern for organized labor.

In 1901 its members played a significant role in persuading the General Convention of the church to appoint a "Standing Committee on the Relations of Capital and Labor." In 1904 this committee in its report to the General Convention, declared:

"We are convinced that the organization of labor is essential to the well-being of the working people. It is based upon a sense of the inestimable value of the individual man. The cause of labor is the effort of men, being men, to live the life of men."

The Presbyterian Church in the U.S.A. holds second honors. In 1905 it set up a Department of Church and Labor and appointed the Reverend Charles Stelzle, an ordained minister and a member of the International Association of Machinists, to be its director.

The American Federation of Labor seated Reverend Stelzle as a fraternal delegate at the 1905, 1906, 1907 and 1908 conventions. He made a profound impression upon the delegates—an impression that undoubtedly played a significant role in having the A.F. of L. in 1909 ask the Federal Council of Churches to recommend to the churches of America that the Sunday before Labor Day, or another as near Labor Day as possible, be observed as Labor Sunday with appropriate sermons and exercises.

A Baptist Clergyman, Walter Rauschenbusch, who became Protestantism's outstanding prophet of the social gospel, who served eleven years in the early 1900's as a pastor of a Baptist church on the edge of the Hell's Kitchen District in New York City was forthright in his defense of the aspirations and aims of the labor unions. In his "Christianizing the Social Order," he asserted:

"When the unions demand a fixed minimum wage, a

maximum working day and certain reasonable conditions of labor as a security for health, safety and continued efficiency, they are standing for human life against profits . . . "

The Methodist Episcopal Church, on December 3, 1907 at a national conference of socially minded Methodists in Washington, D. C., created the Methodist Federation for Social Service.

The clergy and laity at this conference, under the leadership of the Reverend Harry F. Ward, drew up a document relating Christianity to such problems as child labor, low wages, exploitation of women in industry, industrial accidents, disease and unemployment.

In 1908 the General Conference of the Methodist Episcopal Church "noted with satisfaction the organization of the Methodist Federation for Social Service" and in its statement on "The Church and Social Problems" not only "recognized that the fundamental purposes of the labor movement are essentially ethical . . . and that the organization of labor is . . . the right of laborers and conducive to their welfare," but also declared, "The Methodist Episcopal Church stands for equal rights and complete justice for all men in all stations of life . . . for a living wage in every industry, and for the highest wage that each industry can afford."

The Federal Council of the Churches of Christ in America was organized in 1908. It brought together official representatives of the principal Protestant and Orthodox churches. In the same year it adopted a "Statement on the Church and Modern Industry," which not only repeated the Methodist Episcopal Church's stand "for equal rights and complete justice for all men in all stations of life . . . for a living wage in every industry, and for the highest wage that each industry can afford," but also declared that "the fundamental purposes of the labor movement are ethical."

In 1932 its newly formulated statement of Social Ideals declared that "the churches should stand for . . . the right of employees and employers alike to organize for collective bargaining and social action; protection of both in exercise

of this right; and the obligation of both to work for the public good."

In 1940 the Federal Council recorded its "conviction that not only has labor a right to organize but also that it is socially desirable that it do so because of the need for collective action in the maintenance of standards of living."

The National Council of the Churches of Christ in the U.S.A. in 1950 succeeded the Federal Council of Churches. This organization now consists of a fellowship of thirty-four nationwide Protestant, Eastern and Greek Orthodox Churches with more than 34,000,000 members.

Through its General Board the National Council has taken the following significant actions:

On February 27, 1958, in a "Statement on Basic Principles Relating to Collective Bargaining" it declared:

"We recognize the right of both employers and employes to organize for collective bargaining, and in connection with employes we believe that it is generally desirable to do so."

On June 4, 1958, it stated that "large-scale unemployment or long-continued unemployment for any considerable number of persons able and willing to work is intolerable."

It called also for adequate unemployment compensation and pointed out that "in most places this will require an increase in the amount, duration, and coverage now available under present laws."

On December 2, 1959, it took a stand against the so-called "right-to-work" laws by declaring that "union membership as a basis of continuing employment should be neither required nor forbidden by law: the decision should be left to agreement by management and labor through the processes of collective bargaining."

The Fifth General Assembly of the National Council of Churches, on December 8, 1960, in its "Resolution Regarding Agricultural Migratory Workers" expressed "deep concern for the wages, living and working conditions of the nation's seasonal migratory agricultural workers" and:

"Urged the continuation of current efforts at responsible and democratic labor organization among these workers."

"Called upon employers of Christian conscience to encourage and stand with these workers in their efforts to gain human dignity, self-respect and economic security through the well-tested device of union organization."

Under the leadership of the Reverend Cameron P. Hall and Miss Elma L. Greenwood, the Department of the Church and Economic Life of the National Council has the responsibility of implementing the resolutions and economic policy statements of the General Assembly and the General Board. They, and the General Committee of the Department, have done this in part through the publication of a series of volumes on "The Ethics and Economics of Society," through annual Labor Sunday Messages, and by conferences on "The Church and Economic Life."

Along with the leaders of the corresponding Catholic and Jewish organizations, they have served repeatedly as mediators in labor-management disputes, on "public review boards" and as advisers to individual clergymen and laymen involved in complex economic situations.

CATHOLICISM

JOHN CARDINAL GIBBONS of Baltimore, well-known as "the most influential man in the American hierarchy in the 1880's," was a real labor leader.

In his heroic fight on behalf of the Knights of Labor, a union of American workers founded shortly after the Civil War, he wrote to the then twelve archbishops of the United States: "There is nothing revolutionary, unpatriotic or irreligious in a man wanting weekly wages, an eight-hour day, the abolishment of child labor and healthy surroundings in which to work."

He conferred with Terrence V. Powderly, the Grand Master Workman of the Knights, and then went to Rome where, with the support of England's Cardinal Manning, he pleaded the cause of the Knights at the Vatican and won

his case. Whereupon, as a Catholic trade unionist put it, "Pope Leo XIII found no objection to the U. S. Knights of Labor."

Pope Leo XIII's Encyclical "Rerum Novarum—The Condition of Labor" was issued in 1891.

In this encyclical, undoubtedly influenced by Cardinals Gibbons and Manning, Pope Leo declared for a program of social reform (not simply individual reform), with state intervention to protect the worker against the abuses of capital, the right of the worker to organize and the doctrine of the worker's right to a living wage as a minimum.

In regard to workmen's associations, Pope Leo stated: "It is truly to be desired that they grow in number and in active vigor. They are highly opportuned and are formed by their own right."

In 1906 Monsignor John A. Ryan, subsequently director of the Social Action Department of the National Catholic Welfare Conference published "A Living Wage: Its Ethical and Economic Aspects"—a work which in the words of one historian was "destined to become the 'Uncle Tom's Cabin' of the minimum wage law movement."

During 1909 Father Peter E. Dietz, through The Militia of Christ for Social Service, did yeoman work organizing Catholic support for trade unions, and was designated official Catholic representative to the AF of L Convention in St. Louis in 1910.

The "Bishop's Program of Social Reconstruction" came as a climax to the work of such men as these. It was issued in 1919 by a representative group of Roman Catholic Bishops and reasserted on the American scene labor's "right to organize, to bargain collectively with the employer and to participate in the 'industrial part' of business management." It endorsed legislation to secure the eight hour day and a living wage.

Pope Pius XI's Encyclical "Quadragesimo Anno—On Reconstructing the Social Order" of 1931, asserted that "associations of this kind (unions) have molded truly Christian workers who, in combining harmoniously the diligent practice of their occupation with the salutary pre-

cepts of religion, protect effectively and resolutely their own temporal interests and rights, keeping a due respect for justice and a genuine desire to work together with other classes of society for the Christian renewal of all social life."

In 1940, the Catholic archbishops and bishops on the Administrative Board of the National Catholic Welfare Conference declared:

"Labor can have no effective voice as long as it is unorganized. To protect its rights it must be free to bargain collectively through its own chosen representatives. If labor when unorganized is dissatisfied, the only alternative is to cease work and thus undergo the great hardships which follow unemployment."

Pope John XXIII's Encyclical "Mater et Magistra (Mother and Teacher)—On Christianity and Social Progress" released by the Vatican on July 14, 1961, commemorates the 70th Anniversary of Pope Leo XIII's Encyclical and the 40th Anniversary of Pope Pius XI's.

Pope John XXIII's encyclical reaffirms the body of social doctrine begun with Pope Leo when he proclaimed and defended the legitimate rights of workers to organize.

Pope John recommends an industrial order in which "the workers may have a say in, and may make a contribution toward, the efficient running and development of the enterprise."

With his predecessors he regards "as justifiable the desire of employees to be partners in enterprises with which they are associated" and holds that "companies should grant to workers some share in the enterprise, especially where they are paid no more than the minimum wage" and especially when "productive enterprises achieve rapid growth precisely because they finance replacement and plant expansion from their own revenues."

He envisions associations of workers as able to make a contribution to the common good on the national level by assuring among other goals (1) employment for the greatest number of workers and (2) a balance of income between segments of workers "lest privileged groups arise even among the workers themselves."

The Pope goes far toward championing labor's right to a say in determining not only the national common good but also to the "common good of human society as a whole." To achieve this good he finds that the following conditions should be fulfilled: "that the competitive strivings of peoples to increase output be free of bad faith; that harmony in economic affairs and friendly and beneficial cooperation be fostered; and, finally that effective aid be given in developing the economically underdeveloped nations."

Finally in a specific reference rare in encyclicals, Pope John XXIII expressed heart-felt appreciation for the International Labor Organization (the ILO) which "for many years, has done effective and valuable work in adopting the economic and social order everywhere to the norms of justice and humanity. In such an order, the legitimate rights of workers are recognized and preserved."

The Social Action Department of the National Catholic Welfare Conference, from 1940 down to the present under the leadership of Monsignor John Ryan, Father Raymond A. McGowan, Father John Cronin, and Monsignor George G. Higgins, has made outstanding contributions to the cause of economic justice through its publications: "Social Action Notes for Priests," "The Yardstick" and "Labor Day Statement;" through its conferences on economic problems and especially by the effective counseling these leaders have given in tense industrial situations.

One of the major tasks of this department in 1962 and in years to come, according to Monsignor Higgins, will be to urge Christians to practice what is taught in Pope John XXIII's Encyclical.

JUDAISM

THE FOUNDATION OF THE American labor movement, it has been said, was laid in the teachings of Moses, Amos, and Jesus. Moses, the great "Law Giver," inspired by God, led his people on a walk-out from the land of Egypt because of intolerable working conditions imposed

by Pharoah's overseers, and later when he proclaimed God's Commandment that the Hebrew people should observe one day's rest in seven he helped set forth the first labor legislation in history.

Amos, the prophet of social justice, demanded that justice should roll down as waters and righteousness as a mighty stream.

Jesus, the Carpenter of Nazareth, who thundered against injustice and exploitation, also called upon his disciples to love God with all their heart, soul and mind and to love their neighbors as themselves.

The Mosaic Law was and is solicitous for the rights of the laborer. The hired servant must not be mistreated. He must be given rest on the Sabbath.

The Talmudic sages, many of whom were artisans and laborers, not only proclaimed "great is labor, for it does honor to him who is occupied by it," but they also "persistently advocated laws for the protection and enhancement of the status of the consecrated toilers and dedicated laborers."

The Central Conference of American Rabbis (Reform Judaism) was the first American Jewish religious organization to make a comprehensive pronouncement on economic justice in the United States.

In 1918 it urged the "recognition of the right of labor to organize and to bargain collectively" and "advocated a fair minimum wage, workmen's compensation for industrial accidents and occupational diseases, and regulation of industrial conditions with particular reference to the special needs of women."

The Rabbinical Assembly of America—representing the Conservative rabbinate, in 1950 declared:

"The Taft-Hartley Law (Labor-Management Relations Act) has enabled employers to interfere with the right of workers to organize . . .

"Unions have been deprived, through the ban on secondary boycotts, of the right to protect even their own

members, when working on certain materials might threaten the security of those unions . . .

"These considerations, among others, impel us to ask for the repeal of the Taft-Hartley Law and its substitution by a new labor act . . .

"We call upon all who are in a position to influence the improvement of labor-management relations to recognize the primary moral factor involved in these relations; namely, the inherent right of all human beings to share in the determination of their economic life."

The Rabbinical Council of America (Orthodox) in 1957, resolved that it "recognizes the right-to-work legislation as a misnomer and beholds such legislation as a camouflage and a 'gimmick' to weaken and undermine responsible, democratic unionism.

"Were right-to-work legislation enacted, the non-union member, working side by side with his union-fellow-worker, would get the same pay, the same working conditions, and would use the same grievance apparatus to correct job injustices.

"Right-to-work legislation makes the non-union worker a moral parasite in a democratic labor force . . . makes the non-union worker like the citizen who receives all the benefits of citizenship, but refuses to pay his taxes.

"The presence of non-union, non-dues-paying members, in a business establishment, ultimately threatens the whole structure of responsible, democratic unionism."

The Synagogue Council of America—representing the Orthodox, Conservative and Reform national rabbinic and congregational bodies of Judaism, said in its 1958 Labor Day Statement:

"The Synagogue Council believes that the government should neither require nor prohibit security agreements. Whether or not such agreements, regulating the relationship between unions and management, are entered into, should be left entirely to the processes of free collective bargaining between statesmanlike labor and statesmanlike management. In this way the ends of social justice, industrial democracy, and the public good can best be served."

The Synagogue Council's 1961 Statement said—

"Jewish religious tradition has constantly upheld the rights of workers to organize for their economic betterment and to engage in the process of collective consultation.

"We earnestly believe that the cooperation partnership and mutual reciprocity of management and labor will advance the enlightened best interests of both equally vital forces, and enrich the lives, liberties and security of the entire country . . ."

The Central Conference of American Rabbis 1960 report of its Commission on Justice and Peace (Reform) made the following statements regarding "Automation and the Use of Leisure:"

"We believe in the spiritual significance of work. The lack of a useful occupation can be destructive of an individual's dignity and sense of worth. We therefore urge that labor, management, and government begin to plan together how to avoid conditions of idleness for millions. In order to distribute the available jobs, there will have to be a further reduction in the work week. This should be done without a reduction of take-home pay. The forty-hour week for which we argued in 1928, and which then seemed visionary, may become the thirty-six or thirty-hour week, the five-day working week and in certain instances four days. In this eventuality we should like to see Saturday become one of the leisure days."

The New Religious Action Center established in Washington, D. C., in 1962, is a joint instrumentality of the Union of American Hebrew Congregations, the Central Conference of American Rabbis, and the National Federations of Temple Sisterhoods and Brotherhoods and Youth. It is under the direct supervision and control of the Commission on Social Action of the Union of American Hebrew Congregations.

One of the major responsibilities of its director Rabbi Richard G. Hirsch, is to consult with the social action representatives of Protestantism and Roman Catholicism on the great moral issues which face the nation and the world

and to appear before congressional committees or other governmental bodies to make statements approved by the Social Action Commission of the Union and the Central Conference of American Rabbis.

THE GREEK ORTHODOX CHURCH

THE GREEK ORTHODOX CHURCH in America, according to Archbishop Michael, "recognizes and is most appreciative of the prime right of both employes and employers to organize for the purpose of collective bargaining, in order to ensure economic and social justice and equality in our beloved United States.

"The great strides labor has taken towards effective organization in the past few decades in this country have had the democratic support of the great majority of Americans, and of all employers who are far-seeing.

"Employers and employees must work together for mutual benefit, and their constructive cooperation, pursued with patience and understanding, and bolstered by a firm belief in religious and ethical principles, will do more than anything else, in the long run, to ensure the prosperity and integrity of our country, which all freedom-loving nations of the world look upon to set the proper example."

THE WORLD COUNCIL OF CHURCHES

FOUNDED IN 1948, after a provisional or formative period of ten years, the World Council of Churches—which now consists of 197 Protestant, Orthodox, and Anglican churches with more than 200,000,000 members in 60 countries—held its Second Assembly in August 1954 at Evanston, Illinois.

At the Evanston plenary session, the following statements were commended to the member churches for study:

"We welcome the role of responsible trade unions in fighting exploitation and promoting a humane environ-

ment for workers, and also the growing cooperation between labor and management to increase the material resources available for human welfare . . .

"Labor unions . . . can be organs through which a Christian layman may serve God's purpose as truly as he serves it in what is conventionally recognized as 'church work' . . .

"Unemployment is not only a problem for economists but for all Christian people . . .

"The Christian view of the nature of work lays upon the laity the duty of promoting measures which will ensure the right of all men to work . . ."

The Third Assembly of the World Council of Churches met in New Delhi, India, in December 1961. It was concerned with the "meaning of work for human relations in industry." The delegates were faced with the problems of "the relations of management and workers;" "the pace of change in industrialized society accelerating under the impact of development in the physical sciences, in technology, and in some areas of political change."

Its Committee on Church and Society recommended a major study program with the title: "The Social, Political and Moral Problems of Modern Industrial Societies." It also recommended that the study should consider: "the welfare state," "the dynamic economy," and "the life of the church in modern industrial societies."

The Assembly Message declared:

"The Christian must strive to see that men and women are treated as the beneficiaries, not merely the tools, of (social, political and economic) change."

"The churches must not cease to press for effective assistance by the richer countries to those lands poorer in resources which seek rapid economic development."

"Especially through the daily work of laymen the saving presence of Christ may be communicated through public and secular services to the distressed members of our mass society."

CONCLUSION

AN ANALYSIS OF THE WORDS AND DEEDS of the leaders and members of the Catholic, Protestant and Jewish social action organizations over the past half century demonstrates that they have evidenced concern about equal rights and justice for all men, for adequate housing, for the abolition of injurious child labor, for regulation of working conditions for women and for wholesome recreation for every child.

They have stood for the abatement and prevention of poverty everywhere, for reasonable hours of labor, for just wages, for fair working conditions, for security in old age, for insurance against injury to the worker and for an equitable division of the products of industry.

They have joined with other groups in our American society, such as trade unions, in supporting workmen's compensation, unemployment insurance, minimum wage and adequate social security legislation and for the legal recognition of labor's right to organize and bargain collectively.

They have opposed the adoption of the so-called "right-to-work" laws, and have declared that union membership as a basis of continued employment should be neither required nor forbidden by law; that the decision should be left to agreement by management and labor through the process of collective bargaining.

Through the joint efforts of all faiths, the first meaningful grass roots support for the civil rights of all Americans began in 1962. This was done through the programs developed by the National Conference on Religion and Race—the organization which touched deep chords in the conscience of religious leaders in many U. S. communities. Pilot projects, designed to attract broadly based local community support for affirmative action in the civil rights field, were initiated in approximately 60 cities throughout the country in the latter part of 1963.

The AFL-CIO Task Force Program developed during the summer of 1963, began to relate to the program of the

National Conference in cities where both labor and religion were active. The AFL-CIO Task Force effort attempts to provide local community leadership through the AFL-CIO central labor councils throughout the nation to build community-wide support for action to eliminate any and all discrimination based upon race, creed, color or national origin.

Significant joint statements by unofficial groups of Protestant, Catholic, and Jewish clergy and laity were issued in 1960 during the presidential election campaign condemning "all attempts to make religious affiliation the basis of the voter's choice of candidates for public office," and in 1961 before the U. S. Senate Agricultural Committee championing "the right of migrant farm workers to organize into unions and bargain with their employers, and to have the other protections provided under the National Labor Relations Act."

Philip Murray, one of the world's great labor leaders, shortly before his death made the following statement:

"We live in this world through the grace of God. His teachings are our religion, brought to us through our churches. Churches, synagogues and labor unions should work hand in hand because of their common concern for the family life—the unit of all nations.

"What our churches do for the spiritual life of the family our labor unions are trying to do in the workaday world, because the sole reason for the existence of labor unions is to bring to the family life those better things in life which God in His infinite wisdom has decreed they should have."

Special Acknowledgements ~~to:~~

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Secretary-Treasurer

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STATEMENT OF NELSON H. CRUIKSHANK, DIRECTOR
DEPARTMENT OF SOCIAL SECURITY, AFL-CIO
ON
H.R. 11865 AND PROPOSED AMENDMENTS
BEFORE
SENATE FINANCE COMMITTEE

RECEIVED
AUG 18 1964

August 10, 1964

Mr. Chairman, my name is Nelson H. Cruikshank. I am Director of the Department of Social Security of the AFL-CIO, and together with Mr. Andrew J. Biemiller, Director of the AFL-CIO Department of Legislation, I am appearing on behalf of the AFL-CIO. With us also is Miss Lisbeth Bamberger, Assistant Director of the AFL-CIO Department of Social Security.

Let me assure you at the outset that my presentation will be brief -- and not only because of the common-sense time limitations established by the Committee.

I will be brief because the distinguished Members of this Committee are informed in the field of Social Security. Some of you agree with us, and others do not. But there is no question that all the Members of the Committee will know what I am talking about. Therefore, I will not waste your time by belaboring the fundamentals.

The position of the AFL-CIO on the legislation before you is simple and clear. Only five days ago, the AFL-CIO Executive Council, meeting in Chicago, took up this matter and adopted the following policy resolution:

> "The AFL-CIO has supported every increase in Social Security benefits and coverage since the original enactment of the program nearly 30 years ago. Therefore, we welcome the modest increase in benefits provided in H.R. 11865, the Social Security Amendments passed by the House on July 29. For people depending mainly on Social Security benefits averaging less than $80 per month, even three and four dollar monthly increases are important. For those elderly for whom this bill will provide increases of only $2 a month or less, even this small amount will be welcome, although it is obviously not enough.
>
> "So we will continue our fight to improve the Social Security benefit structure. And let the record show that we have likewise supported the increased taxes on wages and other income necessary to keep the system financially sound. This will continue to be our policy.
>
> "This year's House-passed bill, however, must be evaulated not only for the needs it meets but for the needs it fails to meet.
>
> "The ever-present danger of a hospitalized illness remains the most serious threat to the economic security of the elderly. And the only practical way to provide protection against this threat is by an extension of the Social Security principle.
>
> "The Public Assistance -- or Government relief method -- has been tried. After nearly four years, the Kerr-Mills Act is meeting but a fraction of the need and it is still not in operation in all States.

"Private insurance, as the recent McNamara Committee hearings so clearly documented, is providing protection of a minimum adequacy for only about a quarter of the elderly.

"Neither the incantations of the AMA nor the inflated statistical claims of the insurance industry have solved the problem of health care for the elderly.

"The AFL-CIO will continue its efforts to meet the problem through the Social Security method. We are in this struggle to win."

We are pleased that H.R. 11865 provides for the inclusion of tips as a part of basic wages, for Social Security purposes.

Of course, all sorts of philosophical arguments can be made about the whole subject of tipping, but there is no indication that the custom is fading away. Therefore, it is essential to deal with the realities.

Tipped workers are obliged to pay income tax on tips. In recent years, especially, the Internal Revenue Service has exerted considerable effort to make sure of it. It is obviously a matter of simple justice that money taxed as income should also be part of a worker's wage base in calculating his benefits under the Social Security System. Anything less would be -- and has been -- an unjustifiable double standard.

In essence, then, we endorse the benefit provisions of H.R. 11865.

Now we come to the basic issue that is not encompassed by the bill before you and which we think belongs in the bill. We have no bombshells to explode here. We have been over the ground many times before.

We are here to say to you -- as a matter of conscience, as a matter of deep conviction, on behalf of many millions of Americans who cannot come before you -- we are here to say that hospital insurance for the aged must be incorporated into the Social Security System.

We make this plea in the firm belief that no member of this outstanding body has a closed mind and so we reject the cynical suggestion that we can gain nothing by bringing this issue before you. You have given us the opportunity to appear here, and we have no doubt that our case -- even though it may be familiar -- will be carefully weighed.

Let me start with a brief re-statement of our basic position:

* We say that many millions of elderly citizens, living on earned retirement, are each year reduced to penury by catastrophic medical costs.

* We assert that private insurance programs, even when they have the best of intentions, cannot prevent this disaster.

* We insist that charity -- public or private -- is an unacceptable remedy for independent, self-respecting Americans.

All this would sound hopelessly unrealistic, as it might have sounded 20 years ago, except for the dedicated, hard-headed work of men and women who refused to recognize the impossible.

There is now before you a sound, practical plan for national hospital insurance to protect the aged. The essence of the plan is an extension of the Social Security System which already provides for old-age benefits, disability benefits, widows' and orphans' payments, and so on.

That system, surely one of the great achievements of American society in this century, can and should -- in our view -- be extended to cover this great need for hospital insurance to protect the aged.

With respect to the details of this plan, we are flexible; we, too, have open minds. Some of the criticisms that were made of the proposal we first supported had real merit, and we welcomed them.

We are not committed to a formula, but we are deeply committed to a result. And that result, simply stated, is a hospital insurance program for the aged as part of the Social Security System.

Of course, there should be provision for the small and shrinking number of citizens who are not a part of the Social Security System.

Of course, there should be more generous programs of public relief for extreme case. We always said so.

But when you get right down to the heart of the problem, you find that there needs to be a basic underpinning of federal insurance -- a base from which private insurance will grow, as it has grown in the area of pensions; a base from which public and private charity can, in cases of disaster, give meaning to humanitarianism; a base that will give to the aged this need protection as a matter of right.

Very much to the point in this whole consideration is the report by the Senate Subcommittee on the Health of the Elderly, which was issued only a few weeks ago.

SD - Speech material Labor bill —

I am sure you are familiar with it, so I will only cite a few highlights.

Only half of the 18 million persons 65 or older had health insurance at the end of 1962. The Committee charged that the figure of 10.3 million covered, claimed by Health Insurance Association of America, is "concocted" and "inflated."

Moreover, only one in four among the elderly has hospital insurance that meets the minimum standards of the American Hospital Association. More than half the policies pay only $10 a day for hospital accommodations. Even Blue Cross has faltered in the face of the problem, and so have the so-called "State 65" plans.

This special report confirms what we in the AFL-CIO have long maintained -- that the commercial insurance plans that do offer realistic benefits are simply too expensive -- $500 to $600 a year for a couple -- for the aged to afford.

One of the ironies in this whole debate, it seems to me, is that the AFL-CIO has been pitted, unwillingly, against those whose best interests we seek to support.

The private insurance companies -- with a few exceptions -- thunder that we are trying to rob them of business. We feel, at times, like throwing up our hands in despair. For the effect of our proposal would be to take the private companies out of an area they cannot possibly handle, and open up to them a vast -- and vastly profitable -- area of supplementary insurance.

We have said this before but I am going to say it again. How many wage-earners could sensibly buy retirement policies from insurance companies before the Social Security Act was passed? And what could they get? Today, insurance companies -- despite their cries of despair 30 years ago -- are better off than ever before -- and because the American citizen is today security minded.

We find the same sort of thing from the American Medical Association. Insurance against hospital costs, they keep saying, is "socialized medicine." The truth, of course, is exactly opposite. Cover the hospital bill through a federal insurance program, and the patient will have the kind of "freedom of choice" he doesn't have now.

Mr. Chairman and gentlemen, I tell you frankly that a reasoned consideration of hospital benefits for the aged through Social Security has been handicapped by slogans and shibboleths. We in the AFL-CIO -- and I take considerable pride in this -- have tried to avoid that course.

We have not attacked anyone or any group, though at times the provocation has been great. We have trudged along, pointing to the need, and supporting our case with facts. We have been receptive to new ideas and new approaches, in a completely nonpartisan way.

We trust that logic, reason, and above all, the facts will prevail in this Committee. The need is real; the solution is logical; and these two should at last be combined in a legislative enactment.

From the desk of MAX M. KAMPELMAN

1700 K Street, N. W.
Washington, D. C. 20006

296-3300

9/3/64

John -- for the Senator's Labor Day Speech

The Harris poll will show that 45 percent of the American people believe that Barry Goldwater is a "radical." The Senator might well point out that anyone who wants to destroy the social welfare programs of this century is, indeed, presenting a radical program for America.

The Senator might go on to say that President Johnson is both a conservative and a liberal -- conservative in wanting to preserve the achievements of the New Deal, the Fair Deal and the New Frontier; and liberal in wanting to think ahead about solving problems of today and tomorrow.

This is no time to turn back to the 19th Century when it is only 34 years from the 21st Century.

MMK

MEMORANDUM FROM YALE LAW SCHOOL

September 14, 1964

To: Max Kampelman and John G. Stewart

From: Merton C. Bernstein

Re: Campaign Issues and Proposals on Manpower and Employment

In the interests of time I am appending manuscripts of two articles on these issues. "How to Put Automation to Work, etc." is to appear in the October issue of Challenge (the publication of N.Y.U.'s Institute of Economic Affairs). While the article concentrates on private action, it also proposes a federal automation progress fund with some novel features. I only recently completed "A New Use for Severance Pay, etc." and its place of publication is not yet set (note that it also discusses unemployment compensation).

I would comment only on one other issue: compulsory double pay for overtime to encourage new hires to do work often accomplished through overtime. Not only does the proposal have little legislative appeal, but it lacks political appeal because overtime is built into the wage scale of many jobs, overtime is very popular and the emphasis is too negative. Moreover, the economics of the proposal are quite dubious: in some situations the overtime eliminated would not add up to a steady new job; and where penalty overtime increases unit costs there is just one more incentive to automate or, for those who cannot automate, just one more disabling factor in competing with automated competitors.

In at least some situations, the belief that overtime (as now practiced) is cheaper than hiring new employees at straight time to do the same work may be wrong (to this effect see Joseph Gabarino, "Fringe Benefits and Overtime as Barriers to Expanding Employment", 17 Industrial and Labor Relations Review 426 (April 1964). I would emphasize this factor although, of course, Gabarino's analysis is rough -- he claims no more -- and not of universal applicability.

As a basic proposition, compulsory measures to increase the labor costs of production without offsetting savings elsewhere will be self-defeating; moreover, where such savings are available they are better devoted to the creation of new jobs, preferably through new investment -- as I propose in my Challenge manuscript.

HOW TO PUT AUTOMATION TO WORK

MAKING JOBS -- A CHALLENGE TO ENTERPRISE

by Merton C. Bernstein*

New economic tools are needed to translate the fabulous productivity of automation into new jobs. Although we have made a rather belated start, a variety of public and private endeavors are now mobilized against the threat and actuality of technological displacement. Valuable though almost all of them are, they are not enough, judging from the stubborn unemployment of the last several years. Part of our present problem is that productivity gains and savings are plowed back into new plant and equipment to produce products already in abundant supply -- steel for example. We have yet to find the means of converting the savings of technological advance into the products and services we lack. As a result those shortages continue and the new jobs such undertakings represent are not created. If we could launch new projects not now being undertaken, the economy would gain both in new goods and services and new jobs. I offer a proposal -- a set of new tools -- for accomplishing just that.

I. The Malady

Stubborn mass unemployment, an alarming portion of it chronic, has continued over the last six years; indeed, while the percentage of unemployed remain stuck at about 5 1/2% of the labor force, their numbers grow as the work force rapidly expands. One measure of our progress is that lessons no longer need be read intoning the waste and suffering entailed

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*Lecturer, Yale Law School. Mr. Bernstein is a lawyer who has served in various capacities in the United States Senate, including Special Counsel to the Committee on Labor and Public Welfare. Active as an arbitrator, he has been a consultant to the U.S. Treasury and Department of Health, Education and Welfare. His articles have appeared in professional journals and his book, The Future of Private Pensions, was published in April by the Free Press of Glencoe.

in unemployment. Nor need we debate the now obvious fact that hundreds of thousands of workers -- and cumulatively millions -- are shoved out of jobs by machines that work better, faster and cheaper and that many of the displaced themselves confront obsolescence. We must find jobs for them and the jobs should be worth doing rather than make-work if the employee is to maintain his self-respect and if the goods and services he produces are to make possible higher living standards for all of us.

The problem I address is exemplified by the results of automation in the areas of its greatest impact -- mining, manufacturing and railroading, although commerce and service are hardly exempt. Productivity increases have been prodigious. Recently I saw a machine which in one day can mine as much coal as all of the coal miners in Illinois in the same period. Little wonder that the coal fields of Illinois, Kentucky, West Virginia and Pennsylvania are depressed areas where tens of thousands of former miners rot in penury and despair. On the railroads -- which have a few other problems -- dieselization have made firemen, so innumerable fact-finding boards report, as antique as the steam engines they once stoked. Maintenance of way has become more and more a job for machines rather than large work gangs. And in manufacturing the examples approach the fantastic. Indeed, entire operations -- such as a petroleum cracking plant -- can be "told" what to do by a punched card or programmed tape and then perform the assignment without further human intervention. Those who doubt that an automation revolution is upon us are fighting a rear-guard action and losing.

The savings generated by such efficiency now go into three resevoirs

for distribution -- higher profits, higher pay (but often for fewer workers) and new investment. That investment may be in new plants for the same products (which may be quite necessary for competitive purposes), or diversification (frequently by purchase), or income producing paper. While such investment -- but not all of it -- results in net additions of capital, it tends to be funneled into acquisitions or improvements of existing facilities. As a result, we do not add to our productive capacity or do so primarily in lines already producing more than the market absorbs. Consumer purchasing power has not kept pace with increased productivity, hence the margin of unused productive capacity has remained high. For these reasons the tax cut, although undoubtedly invigorating to the economy, probably will make comparatively few new jobs, for the new demand can readily be met with existing capacity and minor additions of manpower.

Yet it hardly is news that stringent shortages of many worthwhile goods and services exist. Our needs in the areas of education, health services, air and water pollution control (to mention the most obvious) are almost limitless. Yet we are unable or unwilling to meet these urgent needs.

The reason is not hard to find. These goods and services fall within the so-called public sector and so can be financed either by new or higher taxes or larger public debt, at all levels of government. And both courses, especially "deficit spending" -- which would seem especially appropriate to our present circumstances, are publicly unacceptable. Not for lack of advocates. Expanded spending for education, health, and public works have been the liberals' litany since the 1954 recession, and long before. But effective political leadership has been lacking while political opposition has been formidable.

As a result we are stymied -- glutted, or nearly so, by the conventional goods and services of the private sector and starved in the public sector.

II. The Prescription

A. New "Enterprises"

Fiscal and monetary devices -- and the cash cushions of unemployment insurance and Social Security benefits -- have been too generalized to effect a cure; they have not drifted into projects in the public sector and certainly are not aimed to do so directly. Nor have they come close to reducing long term, hard core unemployment. What we need then is a specific.

So I propose serious consideration to special funds (to be called automation funds, progress funds, funds for the future, or whatever) organized and financed on a local, state, regional and national basis by private companies and individuals. The funds would give (or in a few cases lend) the amounts needed to launch new non-profit projects. Preferably these contributions would supplement other funds available or obtainable for these public undertakings thus stretching the progress funds farther and insuring full utilization of normal sources of financing. The funds would be trusts organized and financed by companies and individuals and manned by their appointees.*

The progress fund directors and managers would outline a program for whatever communities they undertake to serve after consultation with community officials and civic groups. Grants (and perhaps loans) would be

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*Just think of the talent available for the administration of these funds among the ranks of men and women recently superannuated from the business community and the growing ranks of foundation personnel, just to mention two rich resources.

made by the fund to provide the increment needed to make projects feasible, building as often as possible upon public funds allocated for that purpose. But often, the progress fund will have to foot the entire bill for the new undertaking which, however, may be a small addition to a going public service, e.g., providing laboratory equipment to a high school or the money for salaries to add a kindergarten to the local school.

A moment's reflection will show that precedents for such funds already exist, and hence provide experience and even personnel for intelligent operation. I am referring to the great foundations: Ford, Rockefeller, Carnegie, Duke, Sloan, the Twentieth Century Fund, and the undertakings bearing the names of Russell Sage, Hecksher, Guggenheim, Lasker, Meyer and many others. Their work has been concentrated in education, health, science, religion and the arts -- often with great effect.†

What I propose is a new dimension of effort, encompassing new foundations with new and larger contributors embarking upon new projects. Enormous work remains to be done in providing education at all levels. If health services are to be adequate, they need fresh resources. But there are new tasks waiting to be done. The Ford Foundation already has put some $15 million into projects to combat unemployment and poverty. Those of us who have had the opportunity to observe one such enterprise,

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†Latest data show some 15,000 foundation but most are small. Almost 2,000 of some substance are company-sponsored. The 6,000 analysed by the Foundation Library Center expended $850 million in the last year covered by reports; slightly less than $800 million went in grants, with more than $300 million to education. Some 176 large foundations accounted for the bulk of the giving. Ann Walton and Marianna Lewis (eds) The Foundation Directory (Edition 2, Russell Sage Foundation New York, 1964) pp. 10-11, 17, 29-30 and chart facing title page.

Community Progress, Incorporated, operating in New Haven, can testify to the creativity brought to its tasks. And significantly, it is an operating program offering new services to the community in job placement, training, basic education, mental health counseling and innumerable other ways. Splendid though past and present efforts often have been, I propose that the foundations - including many new ones - should go beyond pilot projects and start doing the building and staffing required to satisfy directly vast unmet "public" needs.

What we lack in the public sector is billions of dollars of plant, equipment and operating funds. I propose that the privately financed trust funds move into this gap with both initiative and money. So, for example, in small communities a group of businessmen and citizens could organize a progress fund to held finance new facilities and personnel -- the salaries for more teachers where classes are overcrowded, the salary of a public health visiting nurse, a community clinic for low or no cost medical diagnosis and treatment, a new recreation center. In many cases, retraining might be needed to fit available workers into open jobs. These are just some of the undertakings at the local community level that leap to mind. Indeed, local service clubs (Rotary, Lions, Kiwanis, Eagles) in many communities already are engaged in such endeavors of modest dimensions. In more populous areas the projects could be things like a modest summer camp, a regional sewage plant, an adult education center, parks etc. What we need at all levels is augmented activity made possible by larger scale support from the business community which directly controls the savings effectuated by technological advance. Funds could be organized on a town, city, county, multi-community, industry or national basis. These activities

would bring new services into being and their construction and furnishing also would require goods and services and hence increased employment.

As the foundations long ago learned, money has a way of begetting money. Private colleges and universities seek funds only after they have bearded their alumni who are told that unless they make a good showing foundation help will be hard to get. The conditional matching grant was a device of eleemosynary trusts before the government pressed it into use in grant-in-aid programs. Such devices also will assure that normal public initiative does not slacken.

III. Why Should Business Finance "Public Projects"?

Will business and businessmen establish and build trusts whose purposes are now regarded as public? That remains to be seen. But, I think, that there are good reasons -- reasons they will recognize as good -- for doing so.

In the first place, in addition to their interest as citizens, they are often indirect if not direct beneficiaries. Industry needs clear water, good schools, and other community goods and services, -- to attract employees and as a source for well-trained future employees, health and productive neighbors and employees, etc., etc.

Many companies will find that such activities have substantial public relations value, a factor of some importance to many as the heavy expenditures for institutional advertising demonstrate.

Moreover, the business community should know that if these needs -- many of them traditionally regarded as <u>local</u> public responsibilities --

are not met, sooner or later the federal government will be called in to do the job. If this eventuality is as repugnant to American businessmen as many of them claim, that should be an incentive to action, especially as the intervention probably only will come when our unemployment plight becomes desperate and the tasks will be that much more monumental and expensive. (Of course, for several million unemployed the situation already id desperate; what I mean is a general deterioration of the economy). In addition, after more than a generation of generally negative opposition to New Deal, Fair Deal and New Frontier programs, the allure of taking the initiative should be rather strong, buttressed by the belief that business-backed foundations will be more hardheaded in dispensing funds than "bureaucrats." If these jobs are going to be done and it's only a question of when and by whom, many private enterprises may prefer to provide the leadership to do it before the government does, confident that the money will come from essentially the same sources anyhow.

Under existing tax law both individuals and corporations can deduct contributions "to or for the use of a state, territory...or any political subdivision...if...made for exclusively public purposes." Such tax treatment may operate as an incentive to contribute to progress funds. The very presence of the provision in the law argues that the possibility is not chimerical. Hence, launching such undertakings need not wait upon a Congress better noted for its deliberateness than its speed. (Some with whom I have discussed the program thought that the 5% limitation on deductible contributions by corporations would be too restrictive. Time enough to meet that problem, in my judgment, when companies start to butt their heads on the ceiling). And the problem can be met by progress fund borrowing based

upon pledges with the cash contribution and deduction coming in a later tax year.)

Such private initiative can be especially useful because it can be brought to bear fairly quickly. Our postwar experience should have taught us by now that governmental anti-recession activity is sluggish indeed -- the tax cut is only the most recent case in point. Privately initiated projects can be gotten under way whenever a company or a group of companies and individuals, working with local or state officials, can organize themselves for it. Conceivably, local Community Chest and United Fund organizations can provide the nucleus of necessary associations -- even if a new formal institution is required. Again, the undertakings are similar, but the projects I suggest go beyond the kinds of efforts previously made and the emphasis is not on succor but on capital investment (here defined to encompass salaries of those like teachers and medical personnel who conserve and improve human resources).

The element of local control has more to recommend it than merely shutting Uncle Sam out. For the fact is that local variations are legion even in such common problems as education. There is a certain amount of misdirected emphasis and inflexibility in most federal grant and loan programs (often injected, I may observe, at the behest of those generally opposed to the program) which must seek a formula covering all participants and hence not fully adapted to the needs of each.

Of course, lack of coordination can reduce the full effectiveness of such private programs. But there are factors operating in the opposite direction, e.g., long standing plans developed with the assistance and guidance of higher levels of government. Nonetheless, priorities, coordination and efficiency may not be optimal. Such considerations

would be offset, in my estimation, by being able to get started faster and perhaps upon a larger scale than would be possible under federal auspices. And indeed, modest amount strategically invested may make later large expenditures unnecessary if they are put to work early.

B. New Jobs

Probably it is noting the obvious that our best chance for reducing unemployment is by calling into being new undertakings; they are especially valuable where, as in most public sector services, they are not in competition with enterprises already serving a market. Moreover, a large portion of such undertakings are in the area of building construction which requires not only equipment and personnel on the job, but vast supplies of manufactured equipment - which would help use idle capacity.

Inasmuch as many of the goods and services called for by public undertakings are rather ordinary (e.g., building materials and equipment, transportation services for such building supplies) they often may be produced by people whose skills are in ample supply without expensive retraining. Quite a few such undertakings, for example health care, require large amounts of manpower as compared with manufacturing and at skill levels often easily attained. However, some of the new public services to be provided are in the areas of education and training to bring skills into phase with changing job requirements.

The multiplier effect of any new payrolls need hardly be described. Yet it is just this effect that can be so valuable a stimulus for both business and employment. Of course, new payrolls are not all net additions to the flow of expendable funds; some will replace unemployment compensation

and other public payments - however, the dollars substituted represent goods and services and not idleness, and so are far more valuable to both payer and receiver.

IV. The Government's Role

How much money and activity the private sector can produce for public purposes remains to be seen. But, it seems reasonable to expect that government programs will remain necessary - even to hint otherwise would be disingenuous. However, the more needs met privately the less pressure there is for government enterprise. In the aggregate, and in localities lacking in financial resources, there will be deficiencies of investment that only the federal government can make up. But one novel feature of a special public automation progress fund should be broad discretion to contribute varying percentages of project finances so as to make the money go farthest and also to meet realistically the differing needs of regions and localities. A broadly representative advisory council may help to assure Congress and other doubters that this broad power to allocate will be used fairly and wisely.

One highly distinguished economist with whom I discussed this proposal felt that the governmental role - indeed the democratic process of deciding the appropriate use for public funds raised by taxation - would be seriously undermined by private progress funds. While some might not object to that, I would - and I doubt such a result. In the first place, those financing and managing progress funds probably would prefer not to pay for entire projects but to add to public funds, indeed to stimulate their expenditure by local government. With the incentive provided by private progress fund grants, local bond issues may be approved where now they are

slaughtered in community after community by an irate citizenry. Moreover, with the considerable backlog of unmet needs I doubt that the availability of private funds for purposes selected by the progress fund directors or managers would distort public efforts. And this is especially the case because what I contemplate is the undertaking of projects not being done. I would think those vitally interested in the private fund would want to be assured that they are not relieving taxpayers of burdens they have carried in the past.

Some shifts in emphasis might occur. But I would hope for and expect hardheaded but well-intentioned bargaining on the part of fund managers and public officials. Conceivably, this private device might prove to be the catalyst required to fuse efforts, now inappropriately divided by out-of-date town, city and county boundaries, into regional undertakings.

V. The Challenge to Private Initiative

Change is the one certainty of our present society and we can be assured (if that's the word) that it will be rapid. Our responses have been inadequate for reducing unemployment from levels generally admitted to be too high (half such rates would topple governments in Europe) and to meet the educational, health and recreational needs of our people - despite unexampled productivity.

Government has not been permitted to do these jobs and individuals cannot do them on their own. Which pretty clearly leaves the private sector, which still has a chance to take the initiative in meeting and solving many local and regional problems.

Many foundations have been doing creative work; much of it with the support of segments of the business community. But the sector of private

wealth, principally corporate, has not been confronted with the possibility that it has obligations to do more than say "no" to government and has opportunities to demonstrate that the vaunted "enterprise capitalism" can help supply the means of nurturing mind, body and spirit. For the public sector is where capital is required and where our economy, present and future, is weakest. And this is the area where we most need and can achieve expansion of national product - for it is only with new goods and services that our standard of living can improve. It seems elementary investment policy to put money into the production of goods and services in short supply -- the public sector. With such new undertakings we can make the new jobs so desperately needed.

Let us see whether enterprises can recognize this novel opportunity, this new need for investment in society. We've had enough of business as usual -- we stand in need of some unusual business.

#

A NEW USE FOR SEVERANCE PAY AND OTHER FRINGE BENEFITS: FACILITATING RETRAINING AND REEMPLOYMENT

By Merton C. Bernstein

Unemployment, Secretary of Labor Wirtz wisely reminds us, is not one problem but many. In seeking remedies and palliatives, then, it is wise to isolate, to the extent possible, the particular strain of joblessness one is attempting to treat. After it became possible to mention technological unemployment in mixed company, a considerable array of private and public treatments were brought tnto play. Of these retraining of the displaced is the newest, most imaginative, most ambitious and most difficult. Prime emphasis has been put upon increasing the competence of the semi-skilled and unskilled whose future employability depends upon developing higher skills which are in demand. Such efforts can only be lauded and wished well.

But another acute problem apparently has not been recognized and hence no program has been fashioned to deal specifically with it. Large numbers of highly skilled, highly paid, high status employees have been displaced from jobs or face displacement without the prospect of obtaining future employment of comparable skill, pay or status. When confronted by this potentiality they and their unions stubbornly resist whatever threatens, or is believed to threaten, their jobs and as a result we have experienced serious strikes and bargaining crises over the introduction of labor-saving devices -- witness the New York printers strike of profane memory and the locomotive firemen dispute which repeatedly brought us to the brink of a nationwide rail tie-up. (To show that union leaders cannot win on this issue, John L. Lewis' acquiescence to automation in the mines is widely regarded as a sell out of his membership, as if he really had a choice.) Once unemployed the formerly fortunate worker tends to resist relocation, retraining and reemployment where the

frequent prospect is a job with lower skill, pay and rank.

We should strive to upgrade as many members of the work force as we can and for whom there will be jobs. But it also is right - and only decent - to attempt to ease the downward transition of workers who once were on top of the heap. This is all the more so because there often are jobs for them to do and they will be useful and feel useful if they can be induced, not bludgeoned by necessity, into training for and taking them. A proposal for reforging some fringe benefits so as to offer that inducement is the subject of this Comment.

I. The Problem - Economic Demotion Facing Formerly Skilled Workers

To the outsider the situation is simple: the railroad fireman, the flight engineer, the newspaper printer, the mineworker, the textile worker, the glass blower (and others in the past and probably many others in the future) should recognize when their number is up and bow out gracefully; to do otherwise is to myopically resist progress and to selfishly foist unwanted services at unbearable cost upon unwilling recipients. But one man's progress may be another's apocalypse. For the view from inside the boots of the redundant worker is not simply bleak, it is of oblivion. He sees that if he loses his high skilled, well paying, highly regarded job the future holds no job or a job substantially inferior in every respect. In sum, he faces not only displacement, but demotion. Little wonder then that all of man's rich capacity for self-delusion and rationalization persuades him of the righteousness of holding ~~out for~~ on to what he has as long as he can. Our more dramatic and costly strikes and strike threats have occurred in just

such a setting where the "bad guys" (how easy it is to decide that) often are older workers (anywhere from their 40's to the verge of retirement) who have enjoyed high levels of pay and prestige and find that being "reasonable" and "realistic" is unbearable. Their vision of a bleak future, if they are over 40, is likely to be right and is almost sure to be if they are in a "depressed area."

Once dislodged they are confronted with a choice of poorer jobs, relocation to a possibly more prosperous area with, however, uncertain opportunities and (if they are fortunate) retraining for a skilled, or more likely, a semi-skilled classification. Little wonder then that many workers unrealistically pin their hopes to a revival of the old job and fail to maximize their potential by relocation and retraining because that maximum is none too attractive.

As a result, we have three related problems: resistance to the inevitable displacement, accompanied by industrial strife; reduction in the living standards of those whose skills have become antique; and failure to retrain to improve opportunities and to stay employed, thereby making the demotion more extreme, sometimes to the point of dependency.

This is not a massive problem of the dimensions of the multiply-disadvantaged Negro worker or the poorly educated and ill trained unemployed youth. But even if the numbers involved are "only" tens or hundreds of thousands rather than millions, quite obviously the impact of the problem on the community is unfortunate. Worse yet, the burdens visited upon the displaced-demoted are tragic, all the more so if they can be avoided or ameliorated.

II. The Discouraging Design of the Retraining Programs

Retraining programs[1] are not retraining workers on anything like the scale contemplated because recruitment is difficult.

Unemployment problems of the older displaced worker - today defined as over 40 - are more acute and chronic than for those in their prime working years.[2] Yet a disproportionately small percentage of older workers participate in the public retraining programs.[3] Many reasons account for this pattern including the generally greater retraining potential of younger workers, based in part upon their fuller formal education. Older displaced workers, especially those who had achieved skilled status in their old jobs, are poorly motivated to seek new jobs and to undertake training.

Worse yet, only a small fraction of those who do enroll actually complete their courses - a bare 20% according to the latest report I have found.[4] Moreover, the longer the retraining course the higher is the rate of drop out.[5] Those administering the program find that new jobs, low retraining allowance benefits and "dissatisfaction" are the principal causes of withdrawal. Well they might be. In this discussion, attention is focused upon benefits.

Under MDTA benefits vary from state to state; retraining allowances generally equal the <u>average</u> unemployment compensation (UC) benefit paid in that state.[6] Where the trainee is receiving unemployment compensation benefits which are below the average, the federal program will pay a supplement bringing it up to the average amount -- a provision favoring those who had low or irregular earnings in the period upon which state UC benefits are based. Where the trainee would be eligible for a benefit higher than the average, that amount is payable; the maximum benefit provisions of state

law apply. Generally state UC benefits are a fixed percentage (typically 50%) of the individual's average earnings in a specified base period. That average, of course, is reduced by irregularity of employment. Even more important for the problem under consideration is the maximum placed upon benefits, expressed in 43 states as a fixed amount; as a result, in all but one such state the maximum benefit falls below 50% of the average weekly wage for employees in covered employment in that state. In 9 other states a specified percentage (varying between 50 and 55%) of the average weekly wage in the state constitutes the maximum.[7] Hence the training allowances available to those who formerly enjoyed above-average earnings and often extensive fringe benefits is well below half of their formerly customary cash pay. Little wonder that a currently available job can readily lure a displaced worker away from a retraining course if he undertook it in the first place.

MDTA training allowances and the limitations upon them derived from unemployment compensation acts are in conflict. Retraining benefits are designed to enable -- and should encourage -- displaced workers to undertake and perservere in programs fitting them for new employment. But the limitations upon unemployment compensation benefits are purposely designed to discourage continued benefit status by making wages substantially more desirable. This effect increases in intensity as the individual's customary wage exceeded the maximum benefit amount. Hence the limit on retraining allowances defeats the programs' purposes by making new jobs more alluring than the continuation of training. This would not be so bad if the new jobs provided secure employment, good wages and came close to matching the workers' potentialities. But, the data on the pay, skill and length of

the new jobs obtained leads to the impression (the information is not solid nor broad enough to warrant firm conclusions) that the jobs acquired are not only inferior in pay, skill and status but are decidedly impermanent.[8]

Thus the mismatch of retraining allowances and limits derived from unemployment compensation inevitably result in training that often miscarries before its full term. For the most part the trainee wastes the time spent on training, the program is inefficient and its costs per person retrained is extremely high, a champion example of pennywise foolishness.

III. A Proposal - A New Use for Severance Pay

Severance pay[9] (also known as dismissal pay or allowances) is designed to ameliorate the financial hardship of job loss by providing separated employees with a lump sum payment or some periodic payments as a substitute for wages or salary lost.[10]

Although designed as a wage substitute to tide employees over the period of unemployment the lump sum and periodic payments are payable even if the worker goes directly to a new job.[11] That is entirely consistent with the now generally accepted view that severance pay was earned during the former period of employment.[12] But pretty clearly payments under those conditions often do <u>not</u> serve their intended purpose of providing an earned income substitute until a new permanent job is obtained. In these cases the severance payment is temporary extra compensation. In other cases, it may be quite inadequate to its task, especially if the new job proves impermanent and the employee is headed downhill economically.

I propose that a new option be added to severance pay so that it can promote long term readjustment for employees whose future jobs will be inferior to those of the past. The separated employee should be able to choose between full receipt of severance pay at separation or during the period immediately following (the present methods) or to take whatever portions of the amount coming to him as he needs them so as to supplement retraining benefits or the earnings on a new but poorer paying job up to the limits of his old customary cash wage. Any amount not drawn would be held in a trust fund to his credit where it could earn interest which, as with pension funds, would be tax free.

Such an option would have these advantages: the separated employee would get larger total benefits due to the earnings, which should operate as an incentive to choose this method; he would get them when he needs them -- when retraining benefits or wages of the new job are inferior to his former earnings; they would not be piled on top of earnings in the "fat" years and taxable as income then, perhaps at a higher rate than if drawn in periods of greater personal need; the availability of such a supplement, might - probably would - induce many to undertake and to stick with otherwise poor paying retraining and also to take available jobs even if inferior to their old ones.

Such a system would work only if the individual could not lose any of the severance pay coming to him under the options presently available. Were it otherwise many would keep the bird in hand as they often - and foolishly - do in cashing out their pension plan contributions upon leaving a job.

This and another key feature distinguish my proposal from the excellent

benefits afforded to some displaced railroad workers under the Washington Job Protection Agreement[13] upon which I am patterning this set of proposals. One of two kinds of benefits are payable to an employee whose earnings are adversely affected by a "coordination". An employee retained in service, whether at his usual job or a new one, receives a "displacement allowance" bringing his monthly earnings up to his average wages during the twelve months in which he worked prior to coordination; the guarantee of such earnings operates for five years. (Of course he has to be available for work; if not the "displacement allowance" is reduced accordingly.) An employee who loses his job receives a monthly "coordination allowance" of 60% of his average monthly compensation during the twelve month period prior to the loss of his job; the period of this guarantee varies according to length of service from 6 months (for a one year man) to 5 years (for one with 15 or more years of service). Alternatively he may resign if an appropriate job is not available and receive a lump sum separation allowance, again varying according to length of service, of from 3 months' pay (for the one year man) to 12 months' pay for the worker with 15 or more years with the railroad. These severance benefits exceed those of other industries by a great deal.

What I suggest is that whatever the total amount of separation pay it be made available in full to the employee losing his high paying job regardless of the form of payment he selects. And furthermore, one option should be to vary installments to bring his earnings' income (whether he is unemployed, retraining or on a new job) up to his old wages. Indeed, I would give the employee the option to make this reservoir of savings last as long as

possible by taking any amount of supplement so long as the total of severance supplement and earnings are no more than his former customary earnings. Thus the displaced worker would have a high degree of flexibility in meeting his own needs and a large degree of financial security, thereby making displacement more acceptable and its consequences more bearable.

How much flexibility and security are afforded depends upon how large the total amount of benefits are. Severance benefits are not the only source; they could be readily supplemented by whatever is payable for unused vacation benefits, which usually are given to separated employees in addition. These amounts may be quite large because in some industries long vacations are available but need not be taken in full. If these amounts were credited to the severance account and drawn down as needed readaptation benefits also would last longer, be used only as really needed, and unused portions would earn additional amounts. In the few industries which use it, supplemental unemployment benefits (SUB) also might be utilized for this purpose; admittedly this would expand its purposes and increase its costs.[14]

In many cases, the amounts available for the proposed supplementary benefits would be enhanced significantly if severance pay were funded as credits were earned, that is if contributions were made before employee separation. While data are lacking, I judge that such advance funding is rare to non-existent. If it were undertaken, there would be significant earnings, which I propose be tax free.[15] Thereby benefits would be appreciably larger for any given level of contributions. Moreover, severance pay would be more secure than if, as now, dependent upon the financial health or even existence of the employing company.

IV. Costs and Cost Allocation

Under most existing patterns, severance benefits could (even if supplemented as suggested) provide additions to retraining allowances and wages only for relatively short periods, albeit they would last longer and total more in take home pay if administered as I suggest. When compared with present severance pay patterns, the improvement would be appreciable; measured in terms of remaining years of working life their total effect usually would be fractional. In order to achieve substantial supplementation over appreciable periods of training and for several years of subsequent work at lower paying jobs additional funds in large amounts will have to be devoted to this new purpose.

Who pays these additional funds is a significant consideration in determining whether such plans will be adopted, how far reaching they may become, and whether private efforts will be sufficient to the task.

A basic assumption of this proposal is that the amount of compensation devoted to this purpose will not be diminished and that any economies or expansion of funds will be devoted exclusively to larger total benefits to separated employees. At any given rate of contribution benefits will be improved to the extent that there are earnings (interest) on the amounts left in the fund for appreciable periods of time. Of course, the larger the initial amount credited to each former employee's "account," the greater will be the amount earning interest and the longer it will do so. (This is one reason the rich get richer.)

Unlike pension funds, severance pay trust funds would require a high degree of liquidity due to the more rapid withdrawal of benefits, hence a

smaller segment would be available for income-producing investment and a smaller portion of benefits would be derived from earnings. But if amounts were contributed as each severance pay unit is credited, the funds would generate that much more earning[5]. The losses of the employer due to unavailability of the funds for business purposes[16] would be offset to some extent by the tax-free nature of the earnings.

If investments are made in other than federal government bonds, notes or guaranteed securities, there is some risk of impairing principal; yet if only government bonds and notes were used, the tax free status of earning would be valueless. To the extent that there is a desire to enhance benefits by putting portions of the funds into non-guaranteed investment, there is a problem of who should bear the risk of loss -- the employer or the employee. If the risk is put on the employer, he would become the guarantor of a stated benefit whose rate would be set according to an assumed rate of earnings. Naturally, the assumption would be conservative, setting the rate well below current earnings if pension plans are any guide. Therefore any excess would reduce the employer's cost. Moreover, should the employer fail, the guarantee would be unenforcible thereafter. If employees are to benefit from the actual earnings, they must also take the risk, which, however, could be reduced by the diversification made possible by pooled trust funds.[9] Whose money is involved? To the extent that no new direct employer contributions are diverted to this form of benefit and severance pay is stretched out and other fringe benefit payments are translated into periodic supplementary payments no fresh burdens are involved other than the employees' foregoing earlier use of the amounts, as in passing up "extra"

vacation periods. Amounts thus accumulated in trust funds are available for capital investment, the only means of expanding goods and services and hence lifting standards of living. To the extent that they actually find their way into such investments (in turn translated into expenditures for goods and services) they offset the deflationary effect of the current employee expenditures foregone. Investments in government securities will displace private investment funds which thereby must find other private investment opportunities, very possibly at lower interest rates thereby encouraging new undertakings.

Additional amounts newly devoted to this purpose and not diverted from other elements of compensation may have different results, at least in degree. Where the employer has a ready market, it can pass along the additional costs to the consumer (offset over time in the savings effectuated by the technological change which is a major cause of the employee displacement giving rise to the augmented severance funds). Many employers cannot raise the price of goods and services to fully offset the new costs nor will they be modernizing sufficiently, if at all, to absorb the additional costs through larger output with greater efficiency at lower unit cost. Such an employer must absorb all or part of the cost from profits or "pass it back" to the employee in lowered amounts of other forms of compensation. Whether passed back or not, over any appreciable period, the severance pay probably comes out of the amounts otherwise allocable to labor costs and hence represents wages earned throughout the period of employment whose payment is deferred.[17]

It will be the marginal workers in the marginal firms who might be discomfited by any reduction in take home pay occasioned by larger severance pay fund contributions. The lower down the pay scale we go, the less employees can afford such cuts. But as we are considering the predicament

of relatively well paid employees -- principally those in skilled jobs -- there is a good chance that by the time we reach employees whose current compensation cannot be reduced to provide severance savings, we will have gone outside the group whose special difficulties come from dropping down the ladder of pay and job status.[18]

The suggested arrangements for many employees may be impractical because their company employs such a small group that the costs of setting up and administering separate severance pay trust funds will be disproportionately large. Multi-employer units, quite common in industries with numerous small employers, and unions can provide the elements of combination and size to overcome some, perhaps most, such difficulties. Moreover, in the field of pensions banks have shown themselves eager and able to organize pooled funds to achieve some economies of scale in operation and the desirable diversity in investment. Such arrangements would be more satisfactory for severance pay funds than in the more intricate, higher cost plan design and funding operations required by pensions. In sum, probably most affected employers can "play".

V. The Limits of Private Arrangements and Possible Public Programs

Nonetheless there is real question whether sufficiently large amounts can be mustered in sufficiently short time to finance long term supplements to shrunken wages. The problem is especially pronounced in the case of less affluent employers and more poorly paid workers.[19] Witness the fact that SUB plans cover only some 2 million employees,[20] as compared with 17 to 18 million employed in manufacturing, about 43 million year round full time employees

and the 65 million jobs manned by the 80 million people who work at some time during the year. No worthwhile estimate can be made of those who are in the presently skilled-imminently obsolescent category. They may number in the millions distributed among thousands of large and small firms throughout the country in all branches of mining, manufacturing, transportation, commerce and service. We cannot foretell where the burden will fall, just as we have failed to foresee the present patterns. Thousands of yesterday's "princes of labor", the railroad workers, are threatened today by ~~pauperization~~ displacement-demotion; a not so distant tomorrow could see today's "dukes", the truck drivers, in the same fix.

Our most direct course is to use "public" funds to enhance retraining programs. Indeed an argument can be made for enticing the skilled employee out of jobs into training for higher skills so as to make way for the less well trained who can aspire to their old jobs but cannot be trained beyond that.[19][21] Hence high training benefits should not be avoided as disruptive of employment; rather they should be used affirmatively to encourage maximization of employee potential. Such a program would better meet the needs of those faced by displacement-demotion for their separation from the expiring job could be accomplished at younger ages.[20][22] By shortening the training required for each advancing group, there would be fewer dropouts and retraining would be more economical. Such a program would leave a larger portion of severance pay for wage supplements when the eventual lower paying job was reached.

But even with such an assist, the long hard haul from displacement to retirement remains to be negotiated. If private supplements prove inadequate to transform this period from desperation to decency, some form of public supplementation inevitably will be considered.

The first candidate for the job will be the unemployment compensation system (really 53 pretty much independent "state" programs). The prospect is enough, I would suppose, to make many employers shrink from the first private step advocated here. But the matter must be faced.

Using unemployment compensation in this supplementary fashion would be full of problems, perhaps insuperable ones. Possibly businessmen, the potential objectors, can see that the arrangements are in the interest of a high income, high production economy which they, along with the rest of the country, need. Of course, the original purpose of unemployment compensation is to provide a partial income substitute to tide people over periods of more or less short-run unemployment.[21 23] Continuing payments after a new job is obtained is alien to the conception and "normal" conditions of this 25 year old program. But, if the conditions of the economy are not "normal", then maybe the unemployment compensation system can alter its norms. Perhaps, those with new jobs that pay less well than their old ones could receive "partial unemployment compensation," at lower rates than when fully unemployed. But, organized labor may object that any such supplements would subsidize low pay employers. This objection might be overcome by having standardized supplements for each standard job classification, so that the poor paying job would remain such in comparison with those of better paying competitors.

A difficulty is that state unemployment compensation systems work on experience rating which, in different ways, vary employer payroll tax rates according to their employment records. When a company has a high rate of unemployed former employees, its tax rate goes up; when an employer separates few employees, its rates are steady or go down. The theory of experience

rating is that an employer can reduce unemployment attributable to him, an argument that unions undoubtedly regret was ever made in connection with this program. Employers would object to benefit payments to those re-employed because they would not get the unemployment insurance tax reductions that often result when their former employees get new jobs quickly. This employer objection might be overcome by pooling a portion of all employer unemployment compensation tax payments to pay the retraining and employment supplements.[22-24]

But we should consider who is properly chargeable in the rapidly changing job conditions prevailing and foreseeable. Arguably <u>all</u> employers have an interest in retraining inasmuch as they all draw upon the labor market. But, some employers do so more than others and some do a considerable amount of retraining at their own expense. If benefit from the retraining is a proper test the employer who <u>hires</u> the retrained person should pay the cost. Such an arrangement would impede the employment of retrainees. So, perhaps we will have to settle for a crude device -- a supplementary fund built by taxes at uniform rates upon all employers, confident that most, if not all, of the cost will be passed on to consumers of the goods and services in greatest demand. Such a method has all the regressive features of a sales tax and so an argument can be made that the retraining supplements should be separate from unemployment compensation, administered by those overseeing the retraining program, and financed from general tax revenues on the theory that a graduated income tax provides a closer measure of the extent to which the benefits of advancing technology are enjoyed.

Employees and unions will also have some misgivings about the effect of retraining and re-employment allowance upon the unemployment compensation system. Under most state statutes the unemployed are not forced to accept just any job at the peril of loss of benefits; disqualification occurs only for the refusal of an offer of "suitable work".[23] While the text of suitability is far from objective, what workers and unions value is that such provisions afford the unemployed a measure of protection against being forced to take jobs outside their "customary" occupation and at rates and under conditions inferior to those they enjoyed while employed.

It may be feared that refusal to accept training prescribed by a public official will be used as a ground for withholding benefits. Such apprehension finds support in the Michigan, Missouri and District of Columbia statutes which provide unemployment compensation benefits for those enrolled in approved vocational training but makes refusal to participate a ground of ineligibility for benefits.

Such a formula, in my judgment, is objectionable on two main grounds. In the first place, it is at odds with the conception of a social insurance scheme in which benefits are payable as a matter of right to those with substantial past employment for which payroll taxes were paid. And, given the uncertainty of the job potential of the skills for which training is offered, it invests the public employment office officials with too much power - the employee's estimate of his own potential and the needs of his situation often may be superior.[24] I grant that the matter is arguable; it is not wholly unreasonable to declare that the unemployed should not be permitted to refuse training that will render them more employable,

i.e., render themselves not available through retraining for the employment opportunities that are believed to exist. But, in view of the insurance feature of the program and the many uncertainties attending retraining and reemployment, I believe that compulsory retraining is decidedly undesirable. The rationale for it would be especially unacceptable where the retraining is for jobs known to be inferior to the unemployed person's past customary work.

Moreover, to the extent that we profess the doctrine that willing workers are superior to coerced ones (and I do believe it) we should seek to induce retraining on terms most conducive to success. Surely, one element of that success is that the trainees find it satisfactory to themselves in operation and result. The sulky trainee will hardly make an eager job seeker.

Presently the prospects of adding retraining and supplements to employment income benefits to the unemployment compensation system seems entirely dubious, all the more so because each state must change its own statute and the costs of any liberalization are widely regarded as constituting a disadvantage in holding employers within the state and attracting new ones. If the situation becomes more acute, especially if labor-management negotiations are repeatedly snagged and exacerbated by this problem, federally-legislated inducements or special supplements may be demanded by labor and become more acceptable to management. It is not a bit too early to start considering if and how the job can be done.

No one has put forward the idea that the costs of displaced employee retraining, relocation (if necessary) and reemployment are a proper charge against savings to be effected by technological change and that if such

measures cost more than we wish to devote to them that we cannot afford the change. Rather we have visited a major share of the cost upon the displaced employees which they pay in lowered standards of living and despair. Of course, what we "save" on the retraining and relocation not provided is far from net savings, because the economy must bear the considerable costs of non-remedying palliatives such as donations of surplus food and assistance payments of various kinds. (So, for example West Virginia has the highest expenditure per inhabitant in the aid to families of dependent children assistance program, a large portion attributable to parental unemployment.[25][27] Despite its smaller population, ~~W. Va.~~ (West Virginia) trails only behind New York and Pennsylvania in the number of families receiving public moneys under this program.[26][28])

A thin wedge of precedent for employment supplements and more generous retraining allowances financed from general tax revenues may be provided by the trade readjustment allowance provisions of the Trade Expansion Act of 1962.[27][29] (These benefits are by far the most generous of the three federal programs). As originally proposed, the Federal government was to provide a supplement to state unemployment compensation benefits so as to raise to prescribed levels the subsistence payments of workers adversely affected by tariff reductions. The rationale of such a supplement was that the employee will have lost his job because of national trade policy and so the beneficiaries of that policy - the general public - should help ameliorate his predicament. That argument, and sticky problems of alleged federal interference with the state unemployment compensation systems, led to a Senate amendment under which the Federal government pays for the entire

subsistence benefit (payable also during an extra 26 weeks after the initial 52 week period if the unemployed person is still in retraining).[30]

It can be argued that if the public interest in tariff reduction warrants subsistence and retraining allowances from funds financed from general revenues other policies in the public interest which cause unemployment and skill obsolescence, such as technological improvements, also justify such payments from the Federal treasury. Indeed, it was fear of such an argument that led some employer groups to oppose the readjustment allowances. Proponents of the Trade Act benefits were at pains to emphasize the peculiar status of tariff legislation and to disown any such extension to unemployment occasioned by other causes. While estoppel may not operate against Administration and Congressional officials who took such positions, they are not to be expected to disown the distinctions and assurances made, at least not very soon. More importantly, the allowance provisions were indispensable conditions of organized labor's support for the Trade Expansion Act which needed every vote that could be garnered for it. Until another such political bind involving retraining occurs the outlook for exploiting the Trade Expansion Act precedent is minuscule, perhaps all the more so because its efficacy has yet to be proven to the unions.

V. Conclusion

To date high moral dudgeon has been a major characteristic of our response to the displacement-demotion problems of obsolescent high skilled, high pay, high status workers. But prudence and compassion recommend that we see their problems, at least in part, as they see them and try to achieve solutions sufficiently satisfactory to them to avoid or reduce both the

labor-management crises and the human suffering they produce. A partial redesign of severance pay, supplemented by unused vacation and perhaps supplementary unemployment benefits, to provide additions to inadequate retraining allowances and the lower pay which are the frequent fate of the displaced may be one measure to ameliorate this distress. More funds may be needed for this purpose, but their addition is not a net cost. We should at least consider expanding the role of retraining allowances and unemployment compensation to ease this critical displacement problem. Our alternatives are to wallow in the dubious delights of denouncing the tenacious about-to-be displaced worker or to try to help him meet his real problems, which really are ours.

1. There are three retraining programs provided by federal law. The first quite modest one is under the Area Redevelopment Act; the second, more ambitious and extensive, is that of the Manpower Development and Training and Act (MDTA); and the third is limited to workers demonstrably adversely affected by tariff reductions under the Trade Expansion Act. This discussion is confined to the largest and broadest program under MDTA.

2. This is a home truth among labor market analysts and, more importantly, working people. Appreciation of how persistent unemployment is in this group may be sharpened by one set of statistics. One study showed that three months after unemployment compensation eligibility was exhausted a much higher percentage of those aged 40 to 49 years (75.9%) and 50-59 years (67.9%) remained unemployed than in the age groups 30-39 (52.9%) and 20-29 years (60.6%). Devino, U.I. Claimants Exhausting Benefits During 1957-58, 83 Mo. Lab. Rev. 243 (1960).

3. "Of the trainees enrolled in [MDTA] courses through 1963, only 11 percent were 45 or over, although more than one-fourth of the country's unemployed in 1963 were in these ages." U.S. Department of Labor, Report on Manpower Requirements, Resources, Utilization and Training 147 (1964).

4. McCollum, Manpower Development and Training, Health, Education and Welfare Indicators v, xvi (August 1963). But cf., Novick, Employment Service Spurs Job Placement of MDTA Trainees, The Labor Market and Employment Security 5 (Table 8) (August 1963) showing a 22% drop out rate. Perhaps there has been an improvement as the program has matured, but there is no reason to believe that the underlying causes of dropout have changed. Data on this aspect of the MDTA program are not included in the 1964 Manpower Report, op. cit. supra note 3.

5. McCollum, op. cit supra note 4 at xvii. In one early sample, of those enrolled in courses running 16-20 weeks 33% dropped out before completion and in the 21-25 week courses, 43% dropped out. Novick, op. cit. supra note 4, at Table 7.

6. 42 U.S.C. §2583 (Supp. IV 1962). The state unemployment compensation commission is the agent of the federal government in making such payments.

7. United States Bureau of Employment Security, Unemployment Insurance: State Laws and Experience (BES No. U-198, 1963) unpaged (see "The Weekly Benefit Amount").

8. So, for example, within two and a half years after Detroit Packard plant's 1956 shutdown only 22% had not had some job. During the period 20% had obtained lower paying service jobs. By 1958, of the remaining 58% some 25% obtained new positions with the Big Three automobile manufacturers and 33% were placed in "other manufacturing." A high percentage lost their new jobs, including more than half of those aged 50 or over. Staff of Senate Special Committee on Unemployment Problems, 86th Cong., 1st Sess., Too Old To Work -- Too Young To Retire: A Case Study of a Permanent Plant Shutdown, 19, 29, 73 (Committee Print 1959). Apparently all in "other manufacturing" had lost their new jobs by 1959. Hearings Before the Subcommittee on Problems of the Aged and Aging of the Senate Committee on Labor and Public Welfare, 86th Cong., 1st Sess., Part 6, 2031 (1959).

9. Nationwide statistics on severance pay plan provisions are not to be had. But two limited surveys are sufficiently consistent to provide the main

characteristics and dimensions. New York State Department of Labor, Severance Pay in Union-Management Agreements in New York State (1962) based upon all bargained agreements (1,700) reports that 344 agreements contained such provisions; the 675,000 employees under the contracts constituted about one-third of all New York employees working under bargaining agreements. Also see National Industrial Conference Board, Severance Pay Patterns in Manufacturing (Studies in Personnel Policy, No. 174) (1959). Severance pay plans have evoked great interest in recent years and it is probable that their coverage has been expanded. However, a steady observer of the labor-management scene probably would not have noticed any substantial departures from the patterns described. Plans are far from universal. In manufacturing, at least, they tend to be more common among large employers and become less so as the number of employees declines. In all likelihood they are clustered in certain industries; for example, in rubber, petroleum, chemicals they are frequent -- perhaps significantly these are low turnover industries so that plan cost is fairly low. At a very rough approximation, about half of industrial workers are covered by severance pay plans; plans are less usual in non-manufacturing concerns. In practically all plans there is some length of service required for eligibility, most usually one year. Eligibility also depends upon involuntary permanent separation; in some plans, notably in the steel and ladies' garment industries, the separation must be the result of a plant or departmental shutdown. Benefits usually vary according to length of service, but not always proportionally. In most plans, however, even long service employees would receive benefits equaling only a few weeks' pay because of maximum limits; some plans are open end and may offer up to 25 or more weeks of pay to very senior separated employees.

10. One plan declares that when economic conditions or personal shortcomings require (an individual's) separation "...the management believes that some cash payment should be made which, with the unemployment compensation for which he is eligible, will assist him to make an adjustment until other employment is found." Quoted in NICB report, op. cit. supra note 9 at 4.

11. If the separated individual is reemployed by the company paying the benefit these periodic payments will stop and quite often all or part of a lump sum payment must be returned, on the theory that the benefit is due only those separated permanently and the separation was not permanent.

12. As an arbitrator W. Willard Wirtz noted "the evolving recognition of the nature of severance payment rights as being essentially for [past] services rendered". Brooklyn Eagle, Inc., 32 Lab. Arb. 156, 163 (1959). He pointed out that such a characterization is not in conflict with ~~its~~ their role as a commutation payment for lost seniority and other job attendant benefits.

Such a view (which I heartily endorse) is completely at odds with the 18 or so states which treat dismissal pay as disqualifying income, or reduce benefits by the amount of severance benefit received, a result which logically flows from illogically viewing such payments as earning from current employment. U.S. Department of Labor, Comparison of State Unemployment Insurance Laws as of January 1, 1960 114 (1960). Investment income is not treated in this fashion. Even more inconsistently, 16 of the same states do not disqualify or deduct for periodic supplemental unemployment benefits (SUB), which imply a current employment attachment only temporarily disrupted by lay off. The provisions of these 18 states encourage lump sum payments which, [redacted], are often the least useful form of such payments.

13. The Washington Agreement was negotiated in 1936 by the standard railroad labor organizations and the Class I railroads of the nation and has remained in full force ever since. It applies to employees adversely affected by the "coordination" (merger or combination) of facilities or services by two or more railroads. It has provided the pattern of innumerable proposals by emergency and other presidential boards for employee job "protection" against other job devouring or demoting forces in the railroad industry.

14. For SUB plan characteristics, see U.S. Department of Labor, Digest of Nine Supplemental Unemployment Benefit Plans, Early 1963, B.L.S. Bull. No. 1365 (1963).

15. Earnings of employee pension trusts are so exempt under Internal Revenue Code of 1954, §501(a). So also are trusts for supplementary unemployment benefits. Internal Revenue Code of 1954, §501(c)(17). Even before that subsection was enacted in 1960, the Internal Revenue Service imaginatively exempted such trusts under §501(c)(9) as "voluntary employees' beneficiary associations providing for the payment of life, sick, accident or other benefits...". The amendment became necessary because the investment income of some SUB funds exceeded the 15% permitted under §501(c)(9). See H.R. Rep. No. 1145, 86th Cong., 1st Sess. 4 (1959).

This provision could be a temporary haven for severance pay funds until tax legislation is designed for it.

16. I would counsel against permitting the employer to borrow from the funds because of the inevitable temptation to profit from such an arrangement to the detriment of the employees. Generally on the self-dealing problem, see Note, Investment of Pension and Profit-Sharing Trust Funds in the Employer's

Business Under the Internal Revenue Code of 1954, 45 Minn. L. Rev. 575 (1961). The note is only mildly critical of the Commissioner's permissiveness. One need only read the tax periodicals addressed to practitioners to become alarmed. Moreover, such an arrangement necessarily entails the risk of total loss, which, in the light of the vast number of business failures each year, is considerable.

17. This accords with the Wirtz analysis and I agree. Bernstein, The Future of Private Pensions 125-26 (1964).

18. This is not to "brush off" their problems which are chronic and intense. My "panacea" does not help them.

19. We tend to exaggerate the lordliness of income provided by postwar improvements in wage rates. Even the quite good industrial pay of $3 an hour generates only $6240 to the man employed fully the year around. Often overtime pay is cancelled out by layoffs. Allowing another 20% for the value of all "fringes" (data on which are eminently unsatisfactory) total pay before taxes would be $7488. Assuming 3 dependents and a standard 10% deduction taxes of about $590 would bring such an individual's take-home pay to $6898 -- or a shade more than $132 a week. While such an amount is decidedly above the subsistence level, any reduction seriously lowers the individual's standard of living. In many, perhaps most, families comforts and amenities become possible through the wages of other family members, principally wives.

20. Krislov, Employee Benefit Plans, 1954-62, 27 Soc. Sec. Bull (No. 4) 4, 6 (1964).

21. A more cautious version of this view can be found in Harold Smith's, Education and Training for the World of Work 40 (1963).

22. Protection against loss of other benefits, especially pension credits, would be necessary. I present concrete proposals in my book on pensions, op. cit. supra note 17, especially in Chapter X.

23. See e.g., Witte, Development of the Social Security Act 114 (1962); Burns, Social Security and Public Policy 60-61, 112-113 (1956). Of course, there are constant pressures to transform the purpose and design so as to provide benefits during longer periods of joblessness.

24. A universal condition of eligibility for compensation is that the worker is unemployed and also is "available" for work. A person enrolled in a training course is not "available" so long as he stays at it, as we would want him to. Some states have enacted exceptions for this situation so that an otherwise eligible applicant may participate in a training program without losing benefit status. Mich. Stat. Ann. ch. 154b, §17530(e) (196); Vernon's Ann. Mo. Stat. §288.055 (Supp. 1963); D.C. Code tit 46, §46-310(e) (1961). Such provisions seem a minimum first step toward harmonizing the requirements of retraining with the unemployment compensation system. Only Michigan's statute describes the effect upon the employer's experience rating: "The rating account of no employer shall be charged with benefits paid beyond the benefit payment period to which the claimant is otherwise entitled." Mich. Stat. Ann. ch. 154b §17530(e) (1960). Under this provision the employer whose account is chargeable with the trainee's benefits during training but only up to the limits of normal compensability; extended benefits beyond that time are not chargeable.

Obviously the former employee might be reemployed during the period of training but for enrollment. Under the circumstances it seems unfair and

arbitrary in the extreme to charge benefits paid during that period to the former employer unless one could argue that all employers are under an obligation to fit their discharged employees for future work. We are a long way from such a concept.

25. For a good summary of this phase of unemployment compensation laws consult Sanders, Disqualification for Unemployment Insurance, 8 Vand L. Rev. 308, 323-332 (1955).

26. These and related issues, as well as the three statutes, are fully canvassed in Comment, Charity vs. Social Insurance in Unemployment Compensation Laws, 73 Yale L. J. 357 (1963).

27. Hanmer, "Assistance Expenditure Per Inhabitant, 1961-62," 26 Soc. Sec. Bull. (No. 7) 14, 20-21 (1963).

28. "Current Operating Statistics," 26 Soc. Sec. Bull. (No. 7) 25, 42 - Table 21 (1963). (West Virginia) W. Va. had almost 14,000 families seeking aid to families with dependent children due to parental unemployment as compared with New York's 16,337 and Pennsylvania's almost 17,000, the latter also reflecting coal mine and railroad unemployment. These families involved 93,699 individuals in New York, 90,342 individuals in Pennsylvania, and 73,278 individuals in West Virginia. Data are for March 1963. For that month a national total of $11 million in this one program, more than half from federal general tax revenues. Of course, other federal and state tax funds are tapped by the victims of job displacement.

29. Trade Readjustment Act of 1962, §322, 76 Stat. 892 (1962), 19 U.S.C. §1941 (Supp. IV. 1963).

30. For the most part, unemployment compensation and other federal retraining allowances are deductible from the readjustment allowances; they

may be accepted cumulatively but only to the extent that they do not exceed 75% of the trainee's average weekly wage.

A Labor-Management
Community Coordinated
Career Advisement Center

- A Proposal -

By

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This proposal is based on an earlier document entitled an "Area Center for Cooperative Educational Research", dated December 28, 1962.

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I. Introduction.

Of the many decisions to be made by our youth of today, one of the most important is that of choosing and planning for a career or further education beyond the secondary school level. At the present time, this important decision is often made by chance, rather than by objective analysis and planning. Many times the family, relatives, friends or associates advise on this matter. Quite often, this is done without the full knowledge necessary to adequately advise and even more importantly, often without taking into consideration the desires or potential of the youth involved.

As far as the role of the guidance counselor in this matter is concerned a number of circumstances have prevented their being more effective.

1. The ratio of students of counselor will vary from about 200:1 to over 1500:1, depending mainly upon the per capita income level of the given school district.
2. There is often considerable pressure on the counselors to favor the college-bound youth, with scant opportunity available to advise those youth who would be best directed toward some further non-college oriented education or training or to an immediately available work or business opportunity.
3. Quite aside from the tremendous rate of change of modern technology within any given field, it would be quite impossible for any one person, even a broad-based technologist, to be effectively conversant about all of the career possibilities which currently exist or about those which will come into being in the near future.

4. although the task of career advisement in itself is monumental, the counselor is faced with still another of far greater importance in the area of psychological and sociological counseling, the job for which he was formally trained. Even though our society has advanced technologically, there have been significant increases in the psychological and sociological pressures associated therewith, many of which are adversely affecting our youth. Within his own discipline, then, the counselor is faced not only with a myriad of the recurring personal problems of youth, but with many new ones as well which are brought about by our constantly changing society.

When taken all together, the responsibilities placed upon the counselor are overwhelming and it is little wonder, therefore, that he can satisfy but a small percentage of the total demands placed upon him. There is no other single job, at least within the educational profession, where the theoretical demands for such a vast amount of varied knowledge is required nor where the personal and individual student to staff member ratio is as great. It is a national problem and is recognized as such, both by the counselor and by his professional societies. Although little significant help has been offered the counselling profession to help rectify this situation, there is every reason to believe that there is a practical solution to the problem. It is the development of this basic concept, therefore, with which the balance of this proposal is concerned.

II. Proposed Methodology.

It is proposed that the career advisement function of the counselor be taken over by organizations outside the school system and that the counselor devote his full time to the psychological and sociological aspects of his work. To be more specific, it is proposed that labor, management and community groups undertake to provide the students with current information on the many clerical, vocational, technical, professional and other trades or skills which exist in America today. Briefly, the proposed program would work as follows:

1 Through a central, coordinating agency (to be discussed later) each labor union, employer or other community group in a given geographical area would be contacted to determine what trade, career or profession their personnel would like to talk with the students about. All such available talent would then be inventoried, a directory prepared and made available to all counselors in the area.

2 It is further proposed that one hour per week be devoted to career advisement and planning, starting with the ninth grade and continuing through the twelfth.

a. In the ninth grade, overview presentations would be made, in which the whole world of work would be presented (in summary form). In addition, the student would also have an opportunity to learn what paths are open to him, at the completion of his high school work, whether to the military, to become a member of the labor movement, to college or to a vocational/technical high or other trade school, to business

or industry or to found a business of his own. Multi-group meetings where all the students are together are suggested for the first year.

b. In the tenth grade, the presentations will become more specific, with the job family variations within the trades, skills and professions spelled out more in detail. More complete information would also be furnished the student about the requirements for, and the benefits and liabilities to be realized when following any one of the five major paths (mentioned above) open to him in the post-high school period.

Although some multi-group presentations are proposed, more individual "in-class" presentations are desirable during this second year. By this it is meant that the speaker adviser is invited to come in and talk to the students in a specific class which they are attending, where possible i.e.-the mathematician in the math class, the physicist in the physics class etc. It is not intended that these individual presentations consume the whole week's "advisory" hour, but that they be limited to 15 or 20 minutes each. In this fashion, the student can be given no more than 3 or 4 "career advisory" presentations per week, an amount not considered to be too much for him to absorb readily but yet an amount considered adequate for his decision making needs.

c. During the eleventh and twelfth grades, the "career advisory" presentations will become even more specific, with the speakers now discussing inter-disciplinary and peripheral considerations as well. The possibility of carefully planned and documented field trips are also suggested. A few "spectaculars" (major inter-disciplinary) presentations should also be considered.

Notes:

(1) Any planning done for the eleventh and twelfth grade "advisory" presentations should be based on the fact that the student (hopefully), will have made at least a "preliminary" decision as to which of the five career paths he wants to follow, by the end of the tenth grade. The program should be devised, however, on the basis that any student can receive"career advisory" information relating to any trade, skill or profession, at any time, so that he may change his proposed routing while there is still time to do so.

(2) To acquaint the parents of the ninth-graders-to-be with the new career advisory concept, it is proposed that the program concept be presented to the parents of the students, starting at the seventh grade level. This can be done either at PTA meetings or even at mandatory sessions (possibly during a "mandatory" student registration session). The whole program is so important and so new in its concept, that the parents must be made fully aware of it and their cooperation in its support requested.

(The "career advisory" concept could, of course, be applied directly to the seventh and eighth grades, as well it should, but we would be well advised to limit it to the secondary schools, at the start.)

(3) In those geographical areas or communities where it would be impossible to obtain career advisory speakers, because the trades, skills, professions or other careers weren't represented in the area, another approach must be taken. It is proposed, therefore, that "career advisory" filmstrips, films, books, tapes or other publications (or media) be developed and used. Each such item prepared would be limited either to one specific job skill, trade or profession or to the appropriate job sub-group or family, depending upon which school grade they were prepared for.

It is further proposed that these "advisory" items be used as supplements, even in those schools where a respectable cross-section of "advisory" speakers are actually available. In any case, <u>all</u> such "career advisory" items should be placed in a central resource room where the student can have access to them, <u>at any time</u> he may wish, either during regular hours or during evenings, week-ends or on holidays. Once the student knows that these properly prepared "career advisory" materials are available, there is little doubt that he will avail himself to them.

(4) It is not intended that the school system itself prepare the proposed "career advisory" media items. It is proposed, rather, that they be prepared, cooperatively, under the guidance of unions, business/industry associations, community organizations, military organizations, higher educational institutions, professional societies and similar groups normally involved in coordinating the interests or activities of a particular trade, skill or profession. The U.S. Office of Education (HEW), might serve as a focal point for all such coordinating functions.

(5) To be truly effective, the media items must be updated as often as required (not on some arbitrary, cyclical basis, as is traditionally done). The contributors to these media items would be the first to know when a work skill or job change is taking place and can thus recommend a halt to any type of education or training which is of little, or no further value. This would be particularly true in the manual skills or trades areas as apposed to the basics areas, although change would also be reflected in these latter areas. What this would mean, of course, would be that "change" would be detected and reflected at its most opportune time and not in its "after-the-fact" condition, as it is often done now.

(6) Where does the extra one hour per week come from, this in the face of almost constant curricula revision now, to get more effective use of the students time? We have two alternatives. One, the time is taken away from other subject periods, in either 10, 12 or 15 minute segments, as described earlier. The other alternative is to increase each school day by 12 minutes. Assuming a 42 week school year, we have 42 hours per year, for four years, for a total for 168 hours. Is this too much time to devote to helping the youth of our country to make one of the most important decisions they will ever make?

(7) All career advisement programs will be coordinated with the school system through the counselors office. Further, it is important that presentation guidelines be developed and that all career advisory personnel understand these, re objectivity, audience characteristics and proposed manner of presentation. To achieve these goals, it is proposed that brief seminars be sponsored by the school system and that the program be discussed in detail, with the prospective "advisers".

(8) Another important aspect is that by integrating the "career advisory" presentations into the curriculum, especially in those cases where the adviser appears in a specific class, there will be a far better understanding, by the student, of the applicability of what he is learning. This in itself will serve as a very practical form of motivation.

III. Associate Considerations.

Although the proposal thus far has dealt only with high school youth, there is another sizable segment of our population who is also in need of sound career advisement. These are the high school dropouts, the older worker and those currently termed as our disadvantaged. To these people, whether young or old, any help that can be provided them that would assist them in reorienting themselves would be invaluable. It is proposed, therefore, that the services and advice of the same coordinated labor-management-community oriented groups be made available to these people as well.

The significance of this possibility becomes very important when one understands that there is virtually no trained counselling help available for these people, nor are there very many educational institutions set-up to train them, even at the present time. Further, even if such new courses are developed in the near future they can only, at best, concern themselves with the psychological and sociological aspects of the problem and would probably not be formally trained in advisement, even as at present. Another significant point is the fact that the counselors serving this group must be even more broadly trained, within their own specific disciplines, since home environment, economic pressures, family responsibilities and certainly age factors are much more to be reckoned with, than those within the average high school population.

In addition to the career advisement aspect, the coordinated labor-management-community group can perform other closely related functions as well.

1. Through periodic seminars, the guidance counselors, the principals and other staff members can receive technological (and other) updated information relating to their own areas of interest, without the benefit of exhaustive personal research and effort.
2. Advise on curriculum development, with notification of need for change being of great interest.
3. Provide personnel to serve as guest lecturers or laboratory aides, for regular classroom or laboratory activities (not related to career advisement). This could reflect a "here's-how-we-do-it-in-the-outside-world" routine sort of thing, and is something which might be done periodically to enhance the courses.
4. Provide up-to-date resource materials (for classroom or lab use) including tapes, films, filmstrips, slides, books and publications. These would be those normally prepared by the outside groups and would not necessarily be made purposely for the secondary schools.
5. Provide "up-to-date" equipment, supplies, instruments or other items which would enhance the understanding of the outside applicability of the knowledge being received.

6. Provide guided and well planned tours through the various group's facilities, concurrent with the appropriate career advisement series.

IV. Program Benefits.

Summarizing the benefits of the proposed program for the contributory groups, we have:

A. For the Post High School Educational Institutions.

1. An opportunity to work closely with both the employer and the secondary school educator in the development of precedent curriculum requirements. A careful review of this entire point of juncture is important since all too often, the transition from secondary school to post high school (particularly at college or university level) work can be extremely difficult for the student.

2. An opportunity to work with the other outside groups, on a possible reevaluation of their own in-house curriculum, as such reevaluation relates to technological and other discipline updating.

B. For the Labor Unions.

1. An opportunity, for the first time, to present to the students, a complete picture on what the role of the unions are in our present day society and historically, what their role has been on behalf of the many labor forces in the past.

2. An opportunity to describe the benefits of belonging to a union, the educational requirements to join

the anticipated progression and earnings and other associated facets.

3. An opportunity to work closely with the other cooperative groups and to exchange information on technological and other related social developments which would have any bearing on changes in job skills, trades or professions, either individually or as a family.

C. For the Employer (whether business, industry or community oriented).

1. An opportunity to attract future potential employees, through well planned and completely objective career advisement, classroom and laboratory assistance programs.

2. An opportunity to place products or services offered before a vast and potential future market, through objective presentations, in career advisement, classroom and laboratory assistance programs.

3. An opportunity to effectively demonstrate educational devices and services made/and or offered, to the educators' staffs.

4. An opportunity to work with the educator in the development of effective work-service programs.

5. An opportunity to work with the educator in the development of programs for the more effective utilization of the mentally retarded, the physically handicapped and other similiarly afflicted personnel and possible future employees.

6. An opportunity to introduce the requirements for new kinds of training and education that will be needed by new employees to be hired in the future, possibly 1,2 or even 3 years hence. Rarely are opportunities for such educational lead time provided for under todays' employer-educator liaison systems. An opportunity to indicate the possible number of such employees to be hired, in the future, would also be afforded under this system.

7. The opportunity to introduce the concept for any new technological development which may ultimately result in a major unemployment situation, once the development becomes perfected and is introduced to the business or industrial community, at a later date.
Not only will such before-the-fact consideration permit well planned and properly sequenced retraining programs to be started long before they are actually required, but such action will also help to reduce the extra expenditures often associated with the "crash" corrective programs that are usually established after-the-fact.

8. An excellent opportunity to <u>assist</u> in presenting to <u>all</u> students, initially in grades 9 through 12, the total panorama of all types of careers available to them today. In far too many instances in todays' society, the student <u>is not</u> afforded an opportunity to learn, in an objective manner, about all of the career opportunities which exist, and even more importantly, those which are within reach

of his or her own particular mental and physical capabilities.

Even though the student may have no direct interest whatever in 99.0% of the varied careers which will be reviewed for him, it is important that the student be given a chance to mature with a reasonable appreciation of the real role which all others play, in establishing him in his own relative position, in any given strata of our society.

V. Conclusions and Recommendations.

By adoption of the proposed program, a number of extremely important services will have been made available to our youth and older workers, whether disadvantaged or not, to our counselors and to our participatory labor-management-union groups. Although our help to the existing high school dropout must be increased materially, in many ways, it is important that we develop a system to drastically reduce the numbers of such youth who are potential drop-outs, as soon as possible. By furnishing high school youth with proper career guidance and counselling, there is every reason to believe that we can do just that. It is recommended, therefore, that a career advisement function be added to the other responsibilities of the "Labor-Management-Community Coordinated Manpower Studies Center" fully described in a companion proposal (dated September 16, 1964).

Respectfully submitted,

John E. Troutman

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1962-1963
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Route 1
Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

Thank you very much for your invitation to become a member of the Board of Directors of the Area Center for Cooperative Educational Research. I am most grateful to you for this kind invitation and I am very happy to accept. The Center can become a most valuable instrument for the development of individuals, and I would certainly be priviledged to take part in such a worthwhile venture.

May I congratulate you upon your unusual ability to see through a complicated problem and organize a solution.

Cordially yours,

Arthur A. Hitchcock

Arthur A. Hitchcock
Executive Director

AAH:gar

APGA DIVISIONS
■ American College Personnel Association ■ Association for Counselor Education and Supervision
■ National Vocational Guidance Association ■ Student Personnel Association for Teacher Education
■ American School Counselor Association ■ American Rehabilitation Counseling Association
1963 CONVENTION
HOTEL STATLER · BOSTON · APRIL 8-11 · 1963
GOLDEN ANNIVERSARY OF NVGA

ASSISTANT SECRETARY OF DEFENSE
WASHINGTON 25, D.C.

21 January 1963

MANPOWER

Dear Mr. Troutman:

I shall be delighted to serve as a member of your Board of Directors and, indeed, look forward to it as a most stimulating prospect.

Once again, I would like to say that I think that the idea of an Area Center for Cooperative Educational Research is an excellent one and I will do everything in my power to see that together we make a go of it.

Sincerely yours,

Edward L. Katzenbach, Jr.
Deputy for Education

Mr. John E. Troutman
Rt. 1, Muncaster Road
Derwood, Maryland

DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON 25, D. C.

JAN 30 1963

Mr. John E. Troutman
Route 1, Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

This letter is to accept your invitation to serve as a member of the Board of Directors of the Area Center for Cooperative Educational Research. I appreciate this opportunity and will serve to the best of my ability to make a contribution to the fulfillment of objectives of the organization.

Sincerely yours,

Ralph J. Becker

Ralph J. Becker
Director
Division of State Grants

Washington Urban League, Inc.

"Equal Opportunity for All"

626 Third Street, N. W. Washington 1, D. C. REpublic 7-0367

Sterling Tucker
Executive Director

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March 11, 1963

Dear Mr. Troutman:

This letter is to accept your kind invitation to serve as a member of the Area Center Four Cooperative Educational Research Project.

The proposal as outlined by you impressed me as having considerable educational as well as operational value.

Be assured of my desire to assist in any way I can to achieve successful implementation of this proposal.

With every good wish.

Sincerely,

Sterling Tucker

Sterling Tucker
Executive Director

Mr. John E. Troutman
Route #1
Muncaster Road
Derwood, Maryland

ST:gcp

Member, Health and Welfare Council, National Capital Area

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PRINCIPAL — YOUTH DIRECTOR

CHARLES C. ZIPPERMANN
BUSINESS MANAGER

January 30, 1963

Mr. John E. Troutman
Rt. 1 Muncaster Rd.
Derwood, Maryland

Dear Mr. Troutman:

Thank you for your letter of January 15, 1963 and your kind invitation to join the Board of Directors of the proposed Area Center for Cooperative Educational Research. I would be honored to have my name included among those you read me over the phone and appreciate the opportunity to join your Board.

May your efforts be crowned with success.

With every good wish, I am,

Cordially,

Tzvi H. Porath

Tzvi H. Porath
Rabbi

THP/sc

NATIONAL SYMPHONY ORCHESTRA
HOWARD MITCHELL MUSIC DIRECTOR

2101 16th St., N.W.
Washington 9, D. C.
HUDSON 3-4111

January 28, 1963

Mr. John E. Troutman
Rt. 1, Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

It was most pleasant to meet and talk with you about the Area Center for Cooperative Research which you are establishing in the Greater Washington Area.

I am most pleased and honored by your invitation to serve as a member of the board of directors for a two-year period and accept this invitation with pleasure.

With very best wishes.

Sincerely yours,

Howard Mitchell

Howard Mitchell
Conductor

HM/aff

GREATER WASHINGTON CENTRAL LABOR COUNCIL, AFL-CIO

Meets first and third Mondays each month

Office: 1311 L STREET N.W. *Phone:* NATIONAL 8-4528

WASHINGTON 5, D. C.

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SERGEANT-AT-ARMS
JAMES D. NOONAN

June 12, 1963

Mr. John E. Troutman
Rt. 1, Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

We are glad to learn of your interest in trying to help effect cordial, cooperative relations between our trade unions and business and industry. The more help such men as you seem to offer, the more fortunate the community is.

We in the trade union movement who have worked long to promote such relations have given considerable time, thought, and effort to such programs. If you will read the recommendations of the A. F. of L. adopted by the 1909 convention which was held in Denver, you will find much that will interest you. Since that time, much study has been given each of the many aspects of the training program.

Have you obtained from each of the skilled trades their respective programs on apprenticeship? On production standards? And, of course, those on workers' rights, privileges, and duties. The Department of Labor has much basic material along these lines which when studied with the material which is obtainable from the unions themselves gives a significant picture of the rights and growth of our labor movement and of our profound effort to cooperate with other good organizations in the community to serve in the national interest.

We should be greatly interested when you have discussed your program with leaders in the various trades to hear from you and from them on what can be done by both labor and industry to help improve the opportunities and benefits of all workers in our ever growing more complex economy in our free, democratic society.

Please send us any material which you have developed and which would help give us a fuller picture of how your program will make it possible for us to expand the program in this same field for the benefit of the workers and the community in general.

Let us thank you for your interest and assure you that we share your desire to serve.

Sincerely,

J. C. TURNER, PRESIDENT
Greater Washington Central Labor Council

(MRS.) SELMA BORCHARDT
Chairman, Education Committee

MONTGOMERY COUNTY PUBLIC SCHOOLS
EDUCATIONAL SERVICES CENTER
850 NORTH WASHINGTON STREET
ROCKVILLE, MARYLAND

OFFICE OF
SUPERINTENDENT OF SCHOOLS

TELEPHONE
762-5000

January 21, 1963

Mr. John E. Troutman
Route 1, Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

Thank you for your letter of January 14 and the proposal for an Area Center for Cooperative Educational Research. Since this has great implications for the Greater Washington Area, I am proposing to the Washington Area School Study Council, an organization of school systems in the metropolitan area, to invite you to attend a future meeting to discuss your proposal.

Mr. J. Edward Andrews, Jr., student assistant for the Council, will be contacting you in the near future concerning these arrangements.

Sincerely yours,

C. Taylor Whittier
Superintendent of Schools

CTW:hsj

Copy to:
Mr. J. Edward Andrews, Jr.
1312 Merrimac Drive
Hyattsville, Maryland

U. S. DEPARTMENT OF LABOR
OFFICE OF MANPOWER, AUTOMATION AND TRAINING
WASHINGTON 25, D.C.

MAR 11 1963

Mr. John E. Troutman
Route 1, Mincaster Road
Derwood, Maryland

Dear Mr. Troutman:

My staff has reviewed your interesting proposal for an Area Center for Cooperative Educational Research. I am sorry to inform you that this office can not make grants to build and operate facilities such as the proposed Center. However, should you be successful in establishing this Area Center, we would be interested in hearing further from you on the research studies which you mentioned as part of your proposal. I have enclosed for your use a copy of the Secretary of Labor's Report to the Congress, and wish to call to your attention Chapters 9 through 18 which deal with research activities under the Manpower Development and Training Act.

Your interest in our manpower program is appreciated.

Sincerely yours,

Seymour L. Wolfbein

Seymour L. Wolfbein
Director

Enclosure

THE CHESAPEAKE AND POTOMAC TELEPHONE COMPANIES
1710 H STREET, NORTHWEST
WASHINGTON 6, D.C.

W. M. ELLINGHAUS
VICE PRESIDENT

TELEPHONE
AREA CODE 202
637-9900

February 8, 1963

Mr. John E. Troutman
Rt. 1, Muncaster Road
Derwood, Maryland

Dear Mr. Troutman:

I regret sincerely my delay in replying to your kind invitation to serve as a member of the Board of Directors of the Area Center for Cooperative Educational Research. Because of the scope and responsibilities involved in such an assignment, I felt your proposal required considerable study and self analysis. In addition, I have only recently moved to my present position and the heavy activity in the personnel area of our business coupled with my inexperience has demanded almost all of my time. I hope this explains my tardy reply.

Your fine proposals were so impressive that I had hoped I might be able to accept your invitation. After much deliberation, however, I find that I must reluctantly decline to serve. My reasons are based on the heavy responsibilities present in my new position, particularly in the area of labor relations which, at present, has become very active. Furthermore, I am afraid that my background, education and general experience do not give me the professional knowledge which, in my judgment, members of your Board should have. If at all possible, I would prefer to participate at a lower level through the many activities of the Center in which business will ultimately be involved.

Your confidence in me is indeed appreciated and I trust you will understand and accept my position.

Sincerely,

W. M. Ellinghaus

Mrs. Arthur J. Goldberg

2811 Albermarle Street, N. W., Washington 8, D. C.

March 25, 1963

Mr. John E. Troutman
Rt. 1, Muncaster Rd.
Derwood, Maryland

Dear Mr. Troutman:

Thank you very much for sending me the material about your Area Center for Cooperative Educational Research. Since my husband has been appointed to the high court I have made it a practice to involve myself only in those projects where I can be directly related to the object of my concern. Right now I am completely involved in preventing the school drop-outs and finding that it takes my full day every day so that the many other demands on me have necessarily had to be postponed or dismissed.

I must ask your understanding that I cannot accept being a sponsor.

Sincerely,

Dorothy K. Goldberg

Dorothy K. Goldberg
(Mrs. Arthur J.)

COMMONWEALTH OF VIRGINIA

...LDRED HILL, JR.
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ASSISTANT COMMISSIONER
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ASSISTANT COMMISSIONER
EMPLOYMENT SERVICE DIVISION

VIRGINIA EMPLOYMENT COMMISSION
1 Castle Place
P. O. Box 4288, Seven Corners
Falls Church, Virginia

February 14, 1963

Mr. John E. Troutman
Route 1, Muncaster Road
Durwood, Maryland

Dear Mr. Troutman:

Your efforts toward the establishment of an Educational Research Center are truly impressive. Only through careful, deliberate and scientific inquiry can an objective determination be made regarding those areas in which modification is desirable.

The large number of committees of which I am presently a member, which are directly related to operations carried on by this office, plus the increased agency programs and responsibilities which have been placed upon me, make it necessary for me to decline, with thanks, the honor of serving on your Board of Directors.

Yours very truly,

Carroll M. Early

Carroll M. Early,
Manager

CME/ee

RESUME

OF

JOHN E. TROUTMAN

18801 Muncaster Rd.
Derwood, Maryland

February 3, 1966.

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PROFESSIONAL EMPLOYMENT

1. Management Consulting - Washington, D. C.
July 1961 to present.

Position - Self employed.

As a consultant to the Federal Government, currently with the Administrative Management Division of the Office of Economic Opportunity, provide diverse management services such as administrative and operational program planning; staff development; curriculum review and evaluation; educational and training facilities development and evaluation; contractor's program, staff and facilities review and evaluation and staff adviser. Participation has been undertaken both locally and in many parts of the nation.

As a consultant to the Department of Labor (Office of Manpower, Automation and Training), to the Montgomery County Schools and to the International Correspondence Schools, provided such diverse management services as undertaking a major reconstitution (both membership and programs), of a manpower advisory committee (The Committee on Specialized Personnel), to Secretary Wirtz; a variety of manpower development and utilization studies and surveys (for both non-professional and professional level personnel); development of textual materials; departmental representative at manpower seminars and serving as program coordinator.

As a consultant to the private business/industry sector, provided diverse management services such as administrative and organizational planning; executive and staff level development; new product and program marketing studies and related support publications activities; new product and systems development and facility design. Fields of activity include educational and training equipment and systems, a large scaletechnological exposition, space and oceanographic instrumentation systems, communications and reconnaisance-intelligence systems, medical electronics, computer oriented data and display systems and industrial council management. Clients include the Electronic Teaching Laboratories, ITT Intelcomm, Keltec Industries, Adler Electronics (now a division of Litton Industries), Andrew Corporation, Jansky and Bailey (a division of Atlantic Research Corporation), Emertron Research Laboratories (also a Litton Industries division), and the Greater Washington Industrial Council.

2. IBM (Federal Systems Division) - Washington, D. C.
August 1960 to July 1961.

Position - Senior staff consultant (to the department manager).

Provided communications equipment and systems design and test assistance

for Project Mercury, Mobile Sage, Airborne Command Post and other computer oriented systems and programs.

3. Cook Electric Company (Nucledyne Division) - Chicago, Illinois.
February 1959 to August 1960.

Position - Director of Engineering.

Responsibilities included corporate planning as well as engineering design, development and installation of drone test range control systems, aircraft landing systems, ground handling systems and equipment and nuclear test cells and facilities. Also responsible for establishing a new production engineering department.

4. General Dynamics Corporation (Stromberg-Carlson Division) - Rochester, N. Y.
November 1953 to January 1959.

Position - Section manager.

Responsibilities included engineering design, development, production, test, installation and field test of microwave communications, tropospheric scatter, industrial paging, ground passive reconnaisance detection and aerial navigation equipment and systems.

5. International Tel and Tel Corporation (Laboratories Division) - Nutley, N.J.
April 1946 to November 1953.

Position - Project manager.

Responsibilities included engineering design, development, production, subcontracting, test, installation and field test of microwave communications and aerial navigation (both en-route and terminal) aides equipment and systems. Design, environmental test, flight test, field and test equipment phases were all involved.

6. American Tel and Tel Corporation (W. E. Co. Division) - Kearny, New Jersey.
November 1939 to September 1944.

Positions - Equipment and production engineer.

Responsibilities included, for many types of Bell System and military communi cations equipment, the preparation of installation specifications and drawings, tool design, sub-contracting, cost reduction studies and materials substitution, machine set-up and operation and many other phases of production programmin Was also a central office installer for WECo, prior to moving to the engineering department.

EDUCATION

Professional association programs - Many training seminars and meetings concerned with human resources development and utilization. Many teaching and training technologies and social orders were considered.

Industry sponsored programs - Many, both as a sponsor and as a direct participant, in both management and technological development areas.

University - University of Pittsburgh, Pittsburgh, Penna., graduate, June 1950, BSEE. (80% of this degree was taken at night school, 1937 - 1949, with tuition for this period self earned.)

Service schools - USNR Radio Materiēl Program, graduate of NRL school, Washington, D.C., August 1945. (Electronic's technician training.) Also advanced equipment training, San Pedro, Calif. Naval Base.

High school - Peabody, Pittsburgh, Penna., graduate, February 1937.

Vocational high school - Connelley Trade, Pittsburgh, Penna., summer sessions 1935 and 1936 and regular day session 1937, after graduation from high school.

MILITARY

USNR - Electronic's Technician's Mate, First Class, August 1944 to April 1946, Honorably discharged. Enlisted in the Ship Repair Unit, served aboard the USS Nevada (BB36), and in various shore stations.

USNR - Electronic's Technician's Mate, First Class, August 1948 to August 1952, Honorably discharged. Enlisted in the inactive reserve.

PERSONAL

Physical data - Age 47, height 6'2", weight 190#, light hair, blue eyes. Very few absences for either sickness or injury, have never smoked, drank or worn glasses.

Family data - Married 1942, Eleanor, wife, born in USA in 1917, of naturalized Swedish and English parents. Three daughters, ages 21, 17 and 13. Eldest in college (former FBI employee), one in high school and one in the junior high.

Communication skills - Extensive, with varied experience in speaking, writing, recording, photography and publications preparation. Personally own tape recorders, 16 and 35mm motion picture and still cameras and projectors, Polaroid and conventional film cameras and many accessories for these. Film library is sizable also.

Business/industry contacts - Extensive, at executive, administrative and professional personnel levels. Have visited many types and sizes of firms throughout the nation, on both a business and personal "desire-to-know" basis. Have attended many trade shows, fairs and exhibits, both as an exhibitor's representative and as an observer. Maintain a reasonably current knowledge of developments within many fields.

Travel - Well over 1,000,000 miles by air (115 airports), auto, train and ship. Includes 48 states (with Alaska and Hawaii), all major cities, 14 national parks and over 50 state and provincial parks. Overseas travel, on business matters includes Germany, Turkey, Belgium, Italy and Greece. Also Canada and Mexico.

Resource materials - Extensive, with over 10,000 abstracts and clippings in many technological and human resources development fields. Also many magazines, books, trade and professional association publications, bulletins and brochures.

Security clearance - As a consultant to OEO, currently hold Civil Service clearance. Also currently, hold DOD clearance of SECRET. Have held TS.

Organizations - F&AM, NSPI, IEEE, ASTD and DC Mng't. Advisory Cncl.(SBA.)

Leisure time activities - Music (trumpet), theater (set construction, lighting and special effects.), reading (very diverse materials), camping and the design of audio-visual equipment.

Religious affiliations - Protestant (Methodist.)

APPENDIX I.

HUMAN RESOURCES DEVELOPMENT PROGRAMS

The following constitutes a brief summary of the various human resources development programs with which the principal has been concerned since the year 1953. With the exception of items three, four and five, all have been the original work of the principal, either as work done as a consultant or as independently financed study or research, by the principal himself. If work was done as a consultant, it will be so indicated.

1. The utilization of current industrial publications and brochures as up-to-date classroom materials for universities and colleges. (A proposal, 1953.)

2. The development of comprehensive high schools in Alaska. (A study, 1956.)

3. Participated in a program for the counselling of high school seniors, re their possible future careers in the military, in college or in business and industry. (1957.)

4. Participated in a program for unifying community and business groups to study community manpower problems. (1960.)

5. Participation in a lay committee program to review the vocational-technical curriculum of the Montgomery County, Maryland Public Schools. (1961.)

6. A study of the Greater Washington area business-industry community re its realistic needs for several grades and categories of semi-professional level personnel, for the Montgomery County Public Schools. (A consulting contract, 1962.)

7. The development of the total concept and associated operational and technical data for a National Technological Fair dedicated to a display of the nation's technological prowess and its associated education and training capabilities. (A consulting project, 1962.)

8. A review and analysis of several general occupational job cluster surveys conducted by the D. C. Employment Service and several public school systems. (A study, 1962.)

9. An area cooperative educational research center responsible for developing comprehensive career guidance programs, for senior high schools. (A study, 1962.)

10. The development of radically new types of vocational training and education directed toward the development of a highly mobile work force. (A study, 1963.)

11. The preparation of professional level technical classroom materials. (A consulting contract, 1963.)

12. The preparation of a two part textbook on Microwave Radio Relay Systems,

for semi-professional level technical personnel. (A consulting contract, 1963.)

13. The reconstitution, both membership and programs, of Secretary Wirtz's Committee on Specialized Personnel. (Served as the Executive Secretary of this committee for seven months, a consulting contract, 1964.)

14. The creation of a Presidential advisory post directly concerned with human resources development and utilization, on a broad, national basis. (A proposal, 1964.)

15. The development of regional manpower utilization conferences, through the cooperative efforts of both Washington based and regional government organizations. (A proposal, consulting contract, 1964.)

16. An integrated military-civilian career development program specifically tailored to the middle aged MIL retiree. (A study, 1964.)

17. A comprehensive community coordinated job development program for the Greater Washington area, for the UPO, with emphasis on the job intensive series and services training areas. (A proposal, 1964.)

18. The creation of National human resources development centers for the technological updating and retraining of the professional level worker. (A study, 1964.)

19. The study and development of the highly integrated and dependent human resources development education, training and employment cycle. (A study, 1964.)

20. The development of labor-management-community coordinated human resources development and studies centers, to be established throughout the nation. (A study, 1964.)

21. The broad assessment of NASA's aerospace job clusters, at the semi-professional level, re the development of realistic job education and training requirements, for use by the nation's public and private schools. (A study, 1964.)

22. The coordinating of labor, management and community groups to provide realistic career advisory information to high school students, the older worker and the disadvantaged. (A study, 1964.)

23. The establishment of community oriented "Public Service" type human resources development radio and TV programs. (A proposal, 1964.)

24. The establishment of community oriented education and training resources centers, equipped with all forms of media. (A proposal, 1964.)

25. A national base, non-partisan, human resources development communication center serving as the heart of a national network of such centers. (A study, 1964.)

26. The development of a technology for the objective evaluation of potential contractor's Job Corps Urban Center proposals. (A consulting contract, 1965.)

27. The development of new and totally integrated program concepts to both strengthen and expand the role of Job Corps, as an integral part of our national education system. (A study, 1965.)

28. The youth opportunities commission in the White House. (A study, 1965.)

29. The development of criteria for the creation of an OEO (Job Corps) film-bank and related materials usable for public relations and national TV network programming (A study, consulting contract, 1965.)

30. The preparation of detailed initial evaluation reports on 22 Job Corps Conservation Centers personally visited. (A consulting contract, 1965.)

APPENDIX II.

Preface

The following constitutes a comprehensive list of those organizations and responsible personnel with whom the principal has had direct personal contact, over the period of the last several years. Almost without exception, all contacts were made for the express purpose of discussing matters pertaining to human resources development research, education, training and related communication, and as directed toward many different skill levels of our nation's social and economic structure. In those instances where the principal was involved to a major degree, it will be so indicated.

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A. GOVERNMENT

Atomic Energy Commission (Personnel development officers)

Agriculture

- Job Corps Coordinator (Washington office)
- Job Corps Regional Coordinators (Field offices, several)
- REA (engineering)

Commerce

- Bureau of Standards (Director)
- Conciliation Services (Associate Director)
- Communications Division (Chief)
- Personnel and Training (Personnel officer)
- Appalachia Commission (OEO coordinator)
- Coast and Geodetic Survey (Chief, research)

Civil Service Commission

- White House Fellows (Program director, on assignment from Civil Service)
- Training Officer's Conference

Defense

- Deputy Assistant Secretary (for education)
- Deputy Assistant Secretary (for manpower)
- Air Force Security Agency (active program participation by principal)
- Army Security Agency (active program participation by principal)
- Walter Reed Army Medical Center (Assistant commandant, Army Institute of Research)
- Walter Reed Army Medical Center (Director, Navy Branch, Armed Forces Institute of Pathology)
- Civilian and military administrative, research and operational centers (over 50 visited by principal)

Defense Services Administration (OEO Job Corps Coordinator)

Government Accounting Office (Deputy administrator)

General Services Administration

GSA Continued

Office of Communications (chief)
OEO Job Corps Coordinator

House

Education Sub-Committees (Research directors, several)
Congressman (Gonzales, Texas)

Internal Revenue Service (Assistant Commissioner)

Interior

Job Corps Coordinator (Washington)
Job Corps Regional Coordinator (BSFW, Portland)
Job Corps Regional Coordinator BR, Denver)
Governor of Alaska (former, Mike Stepovich)

Immigration and Naturalization Service (Deputy administrator)

Justice (Solicitor's office)

Labor

Manpower Administrator's Office (Executive officer)
OMAT (principal served as a consultant to the Director)
Bureau of Employment Security
Bureau of Labor Statistics
International Labor Organization (Manpower specialist)
Office of Information (Information specialist)
Solicitor's Office (Chief)
Deputy Under Secretary
Committee on Specialized Personnel (Principal served as Executive Secretary)
Office of Administrative Assistant Secretary
Bureau of Apprenticeship Training (Regional director)
National Manpower Advisory Committee (to the MDTA program)
Neighborhood Youth Corps (New York City representative)
D. C. Employment Service (Director, Washington office)

National Labor Relations Board (Member, Commissioner's Review Board)

National Aeronautics and Space Administration

Chief (Training branch)
Manpower Requirements Analysis Section (Chief)

National Institutes of Health

Assistant to the Director
Personnel Department (several operation's officers and representatives)
Management Intern Program (Director)
Psychiatric Research, Mental Health Branch (Chief)

National Security Agency (active program participation by principal)

National Science Foundation (Professional manpower development programs, Director)

Office of Economic Opportunity

Job Corps (principal is currently a consultant to this program)
Other OEO programs (Many contacts, at all levels)
Job Corps Centers (Principal has visited 25 of these)

Office of Emergency Planning

Technical Manpower Utilization Conferences
Committee on Specialized Personnel (Executive Secretary)

Office of Education

Director of States Grants Program
Vocational/Technical Education (Commissioner)
Guidance and Counselling Office (Chief)
OEO Program Coordinator (Assistant to the Commissioner of Education)

Small Business Administration

Former Administrator (Eugene Foley)
OEO Coordinator (Assistant to the Administrator)
Washington Regional Office (Director)
Small Business Advisory Council(Principal is a member, Washington branch)
Small Business Development Center (Director, Pittsburgh)
Procurement Branch (Director)
Research Studies (Chief)

Senate

Senator (Bartlett, Alaska)
Subcommittee on Manpower Research (Director)

State (Bureau of Consular Affairs, Assistant Deputy)

White House

Presidential Advisor, National Capitol Affairs (C. Horsky)
Food for Peace (Deputy Administrator)

B. EDUCATIONAL ASSOCIATIONS

American Council on Education (Executive administrator)
National Education Association (Administrators, Audio-Visual Department and Office of School Superintendents)
American Association of University Women (Executive Director)
Great Cities Educational Research Council(Executive Director)
National Home Study Council (Executive Director)
American Association of Junior Colleges (Executive Director)

C. PUBLIC EDUCATION SYSTEMS

Montgomery County Public Schools (Superintendent and many others. Principal served as a consultant to the system)
Arlington Public Schools (Superintendent)
Fairfax Public Schools (Director, electronics program)
Philadelphia Public Schools (Superintendent)
Simi Valley, California Unified School System (Superintendent)
D. C. Public (Assistant Superintendent and Director, vocational-technical education)
Montgomery Junior College (Dean and Associate Dean)
Maryland University (Dean, School of Industrial Arts)

D. STATE ORGANIZATIONS

Virginia Employment Commission (Manager, Falls Church Office)
Maryland Department of Economic Development (Chief, Research)
Maryland Prison System (Director, educational programs)
State Department of Education (Director, Department of Vocational-Technical Education)

E. ORGANIZED LABOR

AFL/CIO (Executive assistant to George Meaney)
United Auto Workers (Executive assistant to Walter Reuther)
Communication Workers of America (Executive assistant to Joe Beirne)
AFL/CIO (Educational Officer)

F. PROFESSIONAL EDUCATIONAL AND ENGINEERING ORGANIZATIONS

National Society for Programmed Instruction(Principal is a member)
American Society for Training and Development(Principal is a member)
Institute of Electronic and Electrical Engineers (Principal is a member)
Armed Forces Communications Electronics Association(Past member)
National Society of Professional Engineers (Executive Director)
American Personnel and Guidance Association (Executive Director)

G. BUSINESS-INDUSTRY TRADE AND COUCIL ORGANIZATIONS

U.S. Chamber of Commerce (Educational director)
American Manufacturers Association (Educational Director)
Greater Washington Industrial Council (Principal is past executive secretary)
Metropolitan Washington Board of Trade (Director, Science Bureau and various executives)
American Bankers Association (Annual conference)
Electronic Industries Association (Executive V.P.)

H. COMMUNITY AND SOCIAL WELFARE ORGANIZATIONS

Washington Urban League (Executive director)
United Planning Organization (Director and several board members)
Women in Community Service (Director, women's national recruiting agency for the Job Corps Program)

I. MISCELLANEOUS ORGANIZATIONS

Alliance for Progress (American representative)
Meyer Foundation (Executive director)
Washington Center for Metropoliton Studies (Research associate)
National Committee for the Support of the Public Schools (Agnes Meyer, founder)
Resources for the Future (Associate director)
National Association of Educational Broadcasters (Administrative assistant to the president)

2/8/65 Fill Leg - 14-13

Congressional Foes of Union Shops Move To Thwart Repeal of 'Right-to-Work' Laws

By JOSEPH W. SULLIVAN
Staff Reporter of THE WALL STREET JOURNAL

WASHINGTON—A subtle war of nerves is developing in Congress designed to head off legislation banishing state "right-to-work" laws that forbid the union shop.

In the House, lawmakers none too friendly toward organized labor's push for right-to-work repeal are sponsoring repeal bills of their own—but with a maze of strings attached to trip the drive. In the Senate, a move is under way by an old-line labor clean-up man to uncover and publicize new evidence of union skulduggery along a separate front, calls are going out for a "broad review" of Federal labor laws—the very thing that labor chieftains fear could divert Congressional attention from their singular objective: Erasure of a tiny Taft-Hartley labor law subsection, 14 (b), that sanctions the right-to-work statutes currently in force in 19 states.

How much of a hindrance these diversionary moves will prove can't be ascertained for some time yet. Indeed, it isn't yet clear when proponents of repeal will begin to make their move—except that it won't be anytime in the next few weeks. House Labor Committee leaders, who'll probably start the ball rolling, are awaiting recommendations from the White House, and it's still uncertain when they'll be forthcoming or what form they'll take.

No Easy Task

But the tactics of the opposition already have set labor's captains in Congress to thinking that their task isn't going to be as easy as it appeared right after last fall's election. "We're telling the union people that they'd better reappraise their position to make sure they aren't going to get a bill that's worse than the present law," relates a House Labor Committee strategist.

The most worrisome thrust to date, from Labor's standpoint, came late last week from Rep. Griffin (R., Mich.), co-author of the 1959 Landrum-Griffin labor law that clamped down on labor's leadership in the name of union democracy.

Mr. Griffin announced that he's prepared to support repeal of 14(b) and gave nationwide sanction to the union shop, under which a worker must join a union to keep his job. To protect workers compelled to join a union, however, he insisted the erasure must be coupled with "enactment of certain fundamental safeguards" against union coercion of reluctant members. Among them: A sharp curtailment of union use of dues collections for "political" purposes, new restraints on a union's ability to fine or punish its members and a voiding of its union-shop contract with an employer in the event of misbehavior.

"The Griffin bill isn't something we're panting in short breaths to have," observes an AFL-CIO official wryly.

Another Battle Seen

Just over the horizon, union men also see a foray against their money-management practices by another old antagonist, Arkansas' Democratic Sen. McClellan. A McClellan investigating committee, whose disclosures of labor racketeering provided much of the impetus for the Landrum-Griffin Law, is quietly prying into management of union health and pension funds. Its findings figure to get a public airing at hearings likely to begin next month and will probably include allegations that union-pension managers have amassed sums "running well into the millions" in excess of their payout obligations. "By refusing to pay benefits to short-term contributors and keeping the payout to long-term members scaled strictly to their input, a number of unions are getting a buildup without a beneficiary, leaving big sums under the control of fund managers," asserts a McClellan committee investigator.

The McClellan inquiry could well stoke a drive for tighter Federal regulation of pension assets and benefit policies, timed, perhaps, for Senate floor attachment to any 14(b) repealer bill. Still more vexing to union men, the hearings could attract public attention to seeming defalcations by a few colleagues. "That's the McClellan technique, to poison the public's mind by filling it with publicity about union corruption and then pour on the heat," grumbles one of labor's legislative friends.

By no means is all the talk of 14 (b) digressions, moreover, coming from supposed union enemies. At a U.S. Chamber of Commerce panel discussion, House Democratic Whip Boggs of Louisiana suggested that the right-to-work repealer bill may provide a vehicle for broad legislation "in the whole labor-management area." While directed mainly at longshoremen as a prod to end their dock strike or face a compulsory arbitration law, the Boggs pronouncement came as a broadside to some of his labor friends.

Labor Tacticians Confident

AFL-CIO legislative tacticians remain confident that when the repeal legislation reaches the House and Senate floors, they'll have the votes to pass it in palatable form. The big Democratic majorities in both chambers, coupled with what labor people are certain will be full White House support, give strong basis to their assurance.

On Capitol Hill and especially in the House, however, the mood of Democratic labor-legislation managers is one of growing wariness. "Anyone who says the votes are on hand right now to pass that bill is whistling in the dark,

work pace, designed to spread the work, and for crossing a picket line. The AFL-CIO high command doesn't look favorably on such penalties anyway, though some member unions do.

All the same, the unionists aren't happy. As for Mr. Griffin, brickbats from the labor higher-ups are nothing new, and he's not getting any kickbacks, so far at least, from union rank-and-file. On the other hand, he relates, "Quite a few employers have let me have it for selling out on the principle of right-to-work. But since Michigan is a pretty tight union-shop state already, I don't think anybody out there is especially perturbed."

Dolly Madison Seeks to Buy

how to pass that bill is whistling in the dark, and no one's even got a measure on what Griffin can do to us," insists one House Labor Committee Democrat.

By even conditionally endorsing 14 (b) rescission, Mr. Griffin is putting himself out of step with his own party's Congressional leadership. Both House Republican leader Ford, a close homestate colleague, and Senate GOP leader Dirksen of Illinois have declared their opposition to the change. But in going it alone, the savvy Michigan lawmaker may well have given the GOP minority more leverage for upsetting labor-liberal Democratic plans.

The reason is that as probable GOP floor manager for the legislation, Mr. Griffin's professions of support will make it considerably easier for him to rally votes for his contingency amendments. Liberally included Eastern Republicans who cherish the backing of union members, for example, say they'll find it much easier to practice party unity if they can point out back home that they were following the lead of a union-shop sympathizer.

Champions the Individual

Moreover, Mr. Griffin has proved in his own Congressional district that it can be politically rewarding to champion the cause of the individual worker against big union "bosses." Despite purge efforts by labor leaders to recompense him for his Landrum-Griffin role, the Upstate Michigan envoy carried industrial Muskegon County for the first time in 1960 and held on to it in 1962 and 1964.

To a nearly solid, if skimpy, flock of 140 House Republicans, add an overwhelming majority of the 93 Democrats from right-to-work states (mostly in the South) and a few more conservative Democrats from sister Dixie

Labor-WF

U.S. DEPARTMENT OF LABOR

OFFICE OF THE SOLICITOR

WASHINGTON 25

FEBRUARY 25, 1965

Mr. R. E. Smith
2316 Gulf Building
Houston, Texas

Dear Mr. Smith:

The Vice President has asked that we reply to your recent letter to him concerning the relationship of overtime work to unemployment in industry.

As you know, the Administration for some time has been concerned with the situation you describe, and various approaches to dealing with it have been considered. Last year amendments were proposed to the Federal Wage and Hour Law, designed to discourage overtime work and thus create additional jobs for the unemployed. As Secretary Wirtz stated in his testimony last year before a Subcommittee of the House Labor Committee, "It doesn't make sense to have 4.7 million men and women unable to find work they seek at the same time as extensive overtime is being worked."

You may be assured that this matter is continuing to receive our attention. The President has not yet submitted specific recommendations to Congress on this subject this year, but amendments to the Wage and Hour Law have been given high priority in the Department's legislative program.

Thank you for your interest in writing the Vice President on this matter of mutual concern.

Yours sincerely,

Charles Donahue
Solicitor of Labor

WF-Labor

Office of the Attorney General
Washington, D. C. 20530

MAR 17 1965

RECEIVED
MAR 18 1965
THE VICE PRESIDENT

To Winnie

JAS/ap/CR

The Vice President
United States Senate
Washington, D. C. 20510

Dear Mr. Vice President:

I have referred the letter of February 17, 1965 from Mr. Tim Cornwall to you to the Antitrust Division for reply. I enclose a copy of our letter to Mr. Cornwall which I hope will be of interest to him.

Sincerely,

Nicholas deB. Katzenbach
Attorney General

Unions & Antitrust

20530

MAR 17 1965

The Vice President
United States Senate
Washington, D. C. 20510

Dear Mr. Vice President:

I have referred the letter of February 17, 1965 from Mr. Tim Cornwall to you to the Antitrust Division for reply. I enclose a copy of our letter to Mr. Cornwall which I hope will be of interest to him.

Sincerely,

Nicholas deB. Katzenbach

Attorney General

MAR 17 1965

Mr. Tim H. Cornwall
3212 Centenary
Dallas, Texas 75225

Dear Mr. Cornwall:

The Vice President has referred your letter of February 17, 1965 to this Department. The following discussion concerning labor unions and the antitrust laws may be of interest to you.

The antitrust laws, generally speaking, are directed against unreasonable restraints of trade, or the suppression of competition. But Congress has granted to labor unions certain exemptions from the application of those laws.

In 1914, Congress included as part of the Clayton Antitrust Act the following provision:

> Nothing contained in the antitrust laws shall be construed to forbid the existence and operation of labor . . . organizations, instituted for the purpose of mutual help, and not having capital stock or conducted for profit, or to forbid or restrain individual members of such organizations from lawfully carrying out the legitimate objects thereof; . . .

Congress also provided in section 20 of the Clayton Act that federal courts may not issue injunctions which prohibit peaceful strikes and picketing by employees against their employers. In 1932, Congress extended the ban on federal court issuance of an injunction to situations which involve labor disputes. In the National Labor Relations Act enacted in 1935, Congress stated that the "declared . . . policy of the United States . . . (is to encourage) the practice and procedure of collective bargaining and . . . (to protect) the exercise by workers of full freedom of association, self-organization and designation of representatives of their own choosing, for the purpose of negotiating the terms and conditions of their employment or other mutual aid or protection." This policy was reiterated by Congress in the enactment of the Labor Management Relations Act of 1947.

Over the years, many union activities which resulted in market restraints normally outlawed by the antitrust laws, such as creation of bid depository systems and other similar restraints

of trade, have been successfully attacked under these laws. Thus, while certain union activities have been withdrawn from the coverage of the antitrust laws, other union activities carried out with nonlabor groups which result in a restraint of trade are prohibited by the antitrust laws.

With particular reference to mergers of two or more unions such as for instance the United Auto Worker's Union and the International Union of Electrical Workers this would appear to be a matter involving labor only and no nonlabor groups; therefore, such mergers are not covered by the Federal antitrust laws.

It is our responsibility to enforce the laws as enacted by Congress and as interpreted by the courts. You can be assured that we will enforce the antitrust laws against all significant restraints, including those involving labor unions, to the extent not immunized by Congress.

Sincerely yours,

WILLIAM H. ORRICK, JR.
Assistant Attorney General
Antitrust Division

AFL-CIO

RETAIL CLERKS UNION • Local 770

RETAIL CLERKS INTERNATIONAL ASSOCIATION • A.F.L.-C.I.O.

JOSEPH T. DeSILVA
Secretary-Treasurer

BOX 770
HOLLYWOOD, CALIFORNIA 90028
666-4470

September 8, 1966

Miss Wini Scheffler
Office of The Vice President
Washington, D. C.

Dear Miss Scheffler:

An error was noted in our letter of August 29, 1966, in which we forwarded Mr. Roger Laverty's address.

Mr. Roger Laverty, Sr., is President of Thriftimart Markets, and Mr. Roger Laverty, Jr., is Vice-President.

We thought you would want this information for your records, and we regret any inconvenience the error may have caused you.

Sincerely,

RETAIL CLERKS UNION, LOCAL 770

Norma Guevara

Mrs. Norma Guevara
Secretary to Joseph T. DeSilva

ng

RETAIL CLERKS UNION • Local 770
RETAIL CLERKS INTERNATIONAL ASSOCIATION • A.F.L.-C.I.O.

JOSEPH T. DeSILVA
Secretary-Treasurer

BOX 770
HOLLYWOOD, CALIFORNIA 90028
666-4470

August 29, 1966

Miss Wini Scheffler
Office of The Vice President
Washington, D. C.

Dear Miss Scheffler:

Thank you very much for your note of August 17, 1966, enclosing a copy of Vice President Humphrey's letter to Mr. Russell Brooks, in connection with the Funds for Job Corps Graduates.

Mr. Roger Laverty's letter should be sent as follows:

Mr. Roger Laverty, Jr., President
Thriftimart Markets
1837 South Vermont Avenue
Los Angeles, California 90006

We appreciate very much the Vice President's willingness to send a personal letter to each Job Corps contributor.

Sincerely,

RETAIL CLERKS UNION, LOCAL 770

Joseph T. DeSilva (sig)

Joseph T. DeSilva, Secretary-Treasurer

JTD:ng

[1966]

MANPOWER DEVELOPMENT

Sub Component I

A Proposal Submitted to the Director, Office of Manpower Policy, Evaluation and Research, Manpower Administration, U. S. Department of Labor For a Grant in Support of an Experimental Demonstration Project Under the Provisions of Title I, Sec. 102(6) of the Manpower Development and Training Act, P.L. 87-415, as Amended.

Project Title:	An Experimental Demonstration Project Directed Toward: "Outreach," Manpower Development Program Coordination," "Cooperative Recruitment and Referral," and "Motivation."
Submitted by:	Division of Manpower Development of the Community Resources Council, Inc.
Address:	First National Bank Building W 1262 St. Paul, Minnesota
Telephone:	612-224-7497
Project Director:	Mr. Ronald Johnson Ronald E Johnson Director, Division of Manpower Development
Transmitted by:	Mr. Clyde E. Hatcher Clyde E. Hatcher Executive Director, Community Resources Council, Inc.
Date:	12/8/66

MANPOWER DEVELOPMENT

Sub Component I

A Proposal Submitted to the Director, Office of Manpower Policy, Evaluation and Research, Manpower Administration, U.S. Department of Labor For a Grant in Support of an Experimental Demonstration Project Under the Provisions of Title I, Sec. 102(6) of the Manpower Development and Training Act, P.L. 87-415, as Amended.

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Submitted by:	Division of Manpower Development of the Community Resources Council Inc.
Address:	First National Bank Building W. 1262 St. Paul, Minnesota
Telephone:	612-224-7497
Project Director:	Mr. Ronald Johnson
	_____ Director, Division of Manpower Development
Transmitted by:	Mr. Clyde E. Hatcher
	_____ Executive Director, Community Resources Council Inc.
Date:	_____

ABSTRACT

Title of Project: An Experimental Demonstration Project Directed Toward; "Outreach," "Manpower Development Program Coordination," "Cooperative Recruitment and Referral," and "Motivation."

Name of Organization: Division of Manpower Development
Community Resources Council Inc.

Name of Project Director: Mr. Ronald Johnson

Objectives:

1. Coordination of established and proposed manpower development and training programs to open lines of communication and exchange information to avoid duplication.
2. Establishment of Neighborhood Outreach Stations to draw into the program the people who need it but are reticent to make the first move.
3. Establishment of In-Service Training Program for Employees of Community Resources Council.
4. Establishment of Manpower Management Advisors.

Procedures:

1. Set up a Manpower Development Coordinating Committee which will meet at various intervals to exchange information, coordinate services, and resolve operational problems.
2. Establishment of Outreach Stations which will house a placement officer from MDES to handle clientele who already are employable, and Employment Guidance Counselors to help employable and unemployable clients determine their long range goals, and help in referrals to other agencies such as NYC, Job Corps and local CAP agencies.
3. Provide training for employees of CRC to show and help them in working with the special problems of the disadvantaged and minority situated people.
4. Use group counseling and guidance to motivate individuals to set for themselves and stick to their occupational goals.
5. Use Manpower Management Advisors to assist industry to locate and establish promotional routes and keep them open.

Time Schedule: March 1, 1967 through February 28, 1968.

Department of Employment Counseling and Job Development

Budget Summary
Direct Costs

Personnel	$203,003
Contract Services	42,450
Consultant Services	13,300
Travel	3,428
Communications	6,800
Space Costs and Rentals	43,415
Consumable Supplies	4,948
Rental, Lease or Purchase of Equipment	12,677
Other Costs	4,370
Total Direct Costs	334,391

Indirect Costs

Total Indirect Costs	66,878
Grand Total	401,260

See Pages 89 - 93, this submission, for Budget Detail

MANPOWER DEVELOPMENT

Sub Component II

A Proposal Submitted to the Director, Office of Manpower Policy, Evaluation and Research, Manpower Administration, U.S. Department of Labor for a Grant in Support of an Experimental Demonstration Project Under the Provisions of Title I, Sec. 102(6) of the Manpower Development and Training Act, P.L. 87-415, As Amended.

Project Title:	A Demonstration Manpower Training Program to be Offered at the St. Paul Technical Vocational Institute and Contract Commercial Agencies, Utilizing Pre-Vocational Personal Self Development, Group Counseling and Guidance, and Basic Education When Necessary to Prepare Disadvantaged People for this Type of Institutional Training Facility.
Submitted by:	Division of Manpower Development of the Community Resources Council Inc.
Address:	First National Bank Building W. 1262 St. Paul, Minnesota
Telephone:	612-224-7497
Project Director:	Mr. Ronald Johnson
	_____ Director, Division of Manpower Development
Transmitted by:	Mr. Clyde E. Hatcher
	_____ Executive Director, Community Resources Council Inc.
Date:	_____

ABSTRACT

Title of Project: A Demonstration Manpower Training Program to be offered at the St. Paul Technical Vocational Institute and Contract Commercial Agencies Utilizing Pre-Vocational Personal Self Development, Group Counseling and Guidance, and Basic Education When Necessary to Prepare Disadvantaged People for This Type of Institutional Training Facility

Name of Organization: Division of Manpower Development
Community Resources Council Inc.

Name of Project Director: Mr. Ronald Johnson

Objectives:

1. To make the greatest possible use of neighborhood residents working as aides in various categories.
2. Through group counseling and guidance, attempt to lessen the rate of drop outs from MDTA programs.
3. To provide Pre-Vocational training for all CRC student enrollees and MSES student enrollees when requested.
4. Contract services from commercial or private agencies.
5. Develop program in Skills Centers adapted to unique needs of disadvantaged.
6. Provide informal school instruction for those who have had difficulty functioning in large formal groups.
7. Provide Adult Education and/or Pre-Vocational training coupled with Vocational Skills Training.
8. Provide intensive family-directed casework as needs indicate.
9. In-Service Training for professional and sub-professional personnel.

Procedures:

1. Establish MDTA vocational training courses supplementary to those presently being offered by MSES.
2. Offer institutional vocational education at the St. Paul Technical Vocational Institute.
3. Provide for training allowances to be paid to qualified persons.
4. Establishment of Skills Centers to provide Group Counseling and Guidance, Basic and Remedial education, Pre-Vocational and Personal Self Development and Vocational Training.

Time Schedule: March 1, 1967 through February 28, 1968.

Department of Skills Training

Budget Summary

Direct Costs

Personnel	$180,756
Contract Services	179,900
Consultant Services	8,500
Travel	3,534
Communications	2,130
Space Costs and Rentals	34,155
Consumable Supplies	4,778
Rental, lease, or Purchase of Equipment	10,497
Other Costs	288,120
Total Direct Costs	712,370

Indirect Costs

Total Indirect Costs	142,474
Grand Total	854,844

See pages 113 - 118, this submission, for Budget Detail

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INTRODUCTION

Even though this sixth decade of the twentieth century has produced a level of prosperity hitherto unparalleled in the history of our nation, tens of thousands of our peole are still the unwitting prisoners of economic and social deprivation. The shockingly limited academic and vocational skills which these people possess seems to create an insurmountable barrier to their ever assuming a meaningful and productive role within the mainstream of our social and economic structure. Many of these pitifully equipped individuals are becoming even more embittered by their constant exposure to the display of extreme material wealth and abundance by some of our populace. Countless numbers of them have abandoned any hope of climbing out of the seemingly bottomless pit of poverty and deprivation. They are sickened by the traditional methods which society continues to use in its attempts to solve their problems, attempts that have for years produced no recognizable change in their situation. These are a people who need help. The unemployed father who must helplessly stand by and watch his family go without even the minimal necessities of life, the high school dropout who finds himself adrift in a society wherein he can find no stable employment, the presumably unemployable illiterate, and the unskilled or semi-skilled worker who has been displaced from his job by automation -- all need help.

The technological advances presently being introduced into our nation's industrial structure are making it all the more impossible for such untrained persons to obtain decent employment. More and more positions which have been ranked at the level of unskilled and semi-skilled are being eliminated. The age of modern automation is creating less and less demand for the blue collar worker and creating jobs which but 10 years ago were unheard of. It is self-evident that greater consideration must be directed toward developing newer and more comprehensive manpower development programs. The highly technical job categories necessary for the maintenance of our nation's industrial output is devouring trained experienced personnel faster than our educational institutions can turn them out. Obviously, the individual who failed to complete his high school education is at this point unable to assume one of these highly technical positions so it becomes a fact that a new source of such people must be developed.

Large numbers of vocational training projects have been created to offer a national manpower development program directed toward the alleviation of unemployment resulting from a lack of vocational skills.

It is regrettable that these programs, as presently structured, tend to direct their attack no further than the peripheral layers of the problem, rather than the cancer-ridden core. Solutions to the multitude of problems creating and contributing to poverty and deprivation must be attacked with every weapon our society can lay its hands on. Poverty, unemployment, deprivation, and illiteracy are socio-economic ailments whose cure must be recognized as a rapidly growing responsibility of each and every citizen.

To the unemployed, the solution to their problems is simple and obvious -- a job -- but they are often unaware of the fact that a willingness to work is in many instances not a sufficient qualifcation for employment. Their lack of education at even the basic levels, as well as their lack of vocational training and skills, can very well prove to be a monumental barrier standing in the way of meaningful, long range employment. Those people presently classified as unemployable or doubtful employment risks must be made to realize that what they presently have to offer an employer is extremely limited.

For decades the plight of the poverty stricken has been considered by the more fortunate as a natural result of certain inevitable factors. They have viewed it from the standpoint of cause and effect, laziness and ignorance being the cause, and poverty and social deprivation as the effect. It is presumed that these people, irregardless of their beginnings, were born with the same potential and opportunity as every other human being and that somewhere because of certain inadequancies manifest in themselves, they faltered and failed. Too many of us who might be considered members of an advantaged class think of these people only in terms of pity rather than in terms of what we can constructively do to alter the seemingly unalterable plight of the poverty stricken. Anyone who considers that poverty as we know it, or at least as we think we know it, can be totally irradicated is quite obviously an unrealistic visionary, but it is our firm belief that to a reasonable extent its influence upon our society can be reduced to a level of comparative impotence. There is little doubt that ours is the wealthiest nation in the world today; the greater majority of our people are earning substantial sums of money, industry abounds with the highest levels of skilled manpower ever, and very few, if any, of those satisfactorily employed are lacking in the material elements which they consider desirable. Considering that there is a sizeable segment of our society which is impoverished and deprived of most of these advantages, we must realize that this is a social ailment for which there cannot be enough concern. The raising up of socially and economically deprived cannot be treated lightly. To correct the inequities which contribute to and reinforce the degradation of any of this nation's populace must become a primary challenge. We must strive to defeat all elements of bigotry, civic

apathy, as well as functional and technological ignorance. Even though we will be primarily concerning ourselves with but one facet of the problem -- employment -- we must be mindful of the fact that the unemployment and underemployment of some of our people exists almost solely because of the aforementioned factors.

Education and vocational training have a vital part to play in economic growth by improving the quality of the working force. Assuming that we can and do what is required of us to assure our economic growth and increased productivity, we must be mindful of the fact that many changes must arise as natural by-products of such expansion. A steady increase in the demand for highly skilled sub-professional employees such as systems operators, computer console operators, maintenance mechanics, engineering aides, etc., is already being felt by industry.

To accomplish these most necessary changes, a tremendous change will be needed in our educational system. It is quite likely that our nation's industry will be so geared up that we might have to adopt an approach that no young man or woman should be allowed to not have sufficient educational training to assume a useful role in our society. Obviously, in the rapidly changing scientific-technological society which we have just described, we must have a substantial improvement in the quality of our labor force. We will not be able to afford the luxury of ignoring that individual who has real vocational potential, though undeveloped, just because we do not want to get involved or that we do not have the time to bother with the likes of such people.

It is our belief that an untapped source of potentially capable personnel also exists right within the work force presently employed in the various industrial plants across the nation. We would like to reiterate that though the unemployment rate here in St. Paul is far from staggering, underemployment is a tremendous problem. Many a forgotten man hired into this community's industry have very little hope of rising above the entry level position to which they were originally assigned. The elaborate in-service training programs of which these corporations are ever so proud concentrate their efforts no lower than what we might consider the mid-range of occupational skills. Management seems to either be totally unaware or ignorant of the most economical source of trained personnel available to them -- their own employees. The establishment of meaningful, concentrated training programs for the aforementioned forgotten man of limited technical skill who can, in many instances, be so trained as to contribute much more to the overall progress of the corporation. If this individual were to be so trained and advanced within the organization, the gains management would realize in terms of improved morale and better utilization of this person's possible capabilities could very well be immeasurable.

Manpower planning and development is facet of economic activity which is usually hidden from the eyes of the average layman, but those people in industry who are either responsible for or involved in manpower development and training know that such programs are the life blood and core of any company's sustained existence. Industry is capable of handling just the minutest portion of all of the education and training which is required of their employees in order that the business may survive and grow. It is indeed paradoxical that the inconstancy and unpredictability of the future is the prime reason for the planning which is done in the area of manpower development. Those agencies and institutions which are responsible for the training and development of the human resources which industry needs to sustain itself, in truth, cannot foretell the future, but they can and must use the most sophisticated of techniques and methods available to identify as specifically and precisely as possible a range of probabilities and prepare for them.

To forecast or foretell is to attempt to find the most probable course of events which experience, trends, and the present situation indicates might occur. Planning is to create or develop the means, tools, or resources to do something about these events. Professionals employed to concentrate their efforts and talents in the aforementioned pursuits must, of a necessity, work very closely with management in order to assess the future needs of industry in terms of industry's projected production demands.

The Establishment of

Out-Reach
Community Resource Centers

which will be operated jointly by

The Community Resources Council
and
The Minnesota State Employment Service

Cooperating Agencies
will be:

North Central Voters League
St. Paul Bureau of Health
Neighborhood Youth Corps "Out of School"
Youth Opportunities Center
St. Paul Housing and Redevelopment Authority
Ramsey County Citizens Committee for Economic Opportunity, Inc.
Ramsey County Welfare Board and its Title V Work Training Project
Minnesota State Department of Education
Minnesota State Department of Welfare

A Comprehensive Manpower Development Program
to be Operated in St. Paul

I. Project Information

A. The following is a three part proposal to establish a twelve month comprehensive manpower development program to be located in St. Paul, to totally exploit all existing manpower development programs presently on-going in the community; to bridge the gap between the preparatory vocational training programs being carried on by NYC and YOC and the higher skills training programs being offered by the Minnesota State Employment Service through MDTA; Ramsey County Welfare Board in their Title V Work Training Project; as well as the recently opened St. Paul Vocational and Technical Institute. Our project will also be a means whereby the recruiting and enrollment operations of all of the various agencies previously mentioned may be coordinated and afford them the opportunity to make a more directed and meaningful impact upon the community. (See Attachment # 1a.)

B. Methods

1. Outline of Manpower Process for the Outreach Community Resources Centers

O U T R E A C H	Use of agency aides and aides of local OEO agencies to identify unemployed and underemployed individuals with incomes below the poverty level. Coordinate efforts of other agencies having outreach capability (i.e., NYC, YOC, Churches, Urban League, etc.)
A N A L Y S I S	Detailed analysis by trained specialists identifying potential as well as special problems affecting employment. Agency involves resource agencies which employ personnel experts such as the MSES, Vocational Rehabilitation, Urban League. Agency may be large enough to warrant assignment of full-time or part-time specialist.

INVENTORY OF PRESENT EMPLOYMENT OPPORTUNITIES	Agency involves other local agencies in identifying employers with presently available jobs. Agencies could include MSES, trade and professional associations, allies such as Urban League, NAACP, Government agencies and church groups.
PLACEMENT OF THE IMMEDIATELY EMPLOYABLE	Placement of individuals immediately employable and training of those who can be qualified for jobs in the near future.
TRAINING OF THOSE WHO CAN BE QUALIFIED FOR PRESENT JOBS	Agency coordinates resources including MSES, allies; mobilizes vocational education facilities including programs such as MDTA, NYC, Job Corps, Title, V, St. Paul Vocational and Technical Institute, and the like.
DETERMINING JOB DEVELOPMENT STRATEGY FOR OTHERS	Agency coordinates resources in gathering additional information on employers to determine which are most likely to willingly develop jobs for underprivileged and decides which employers to approach first.
DEVELOPING JOBS FOR THOSE WHO CANNOT NOW BE PLACED	Agency coordinates resources, including MSES, allies, trade and professional associations to remove screening barriers, redefine jobs, and develop promotional opportunities.
PLACEMENT AND TRAINING	(Essentially the same function described previously except that this is for newly developed jobs.)
F O L L O W - U P	Agency establishes continuing relationship with employers to assure that additional individuals will be hired, finds new jobs for those who fail, uses previously placed individuals as sources of information about new jobs.

2. The employment of a qualified psychologist experienced in test standardization to devise tests which do not have the traditional appearance of tests and which are culturally adapted to the people to be tested. He will also be responsible for training the text technicians to be hired in test administration and grading.

3. The establishment of an In-Service Training operation which will be directed toward orienting professional and sub-professional personnel in such a manner as to increase their efficiency and ability to relate to and with minority situated people and the poor.

4. Provide paid, on-the-job training opportunities for trainees who after testing, counseling, and possible pre-vocational training seem best equipped to undertake this type of training course.

5. Provide pre-entry and on-the-job training in combination with related classroom instruction. Includes highly individualized counseling, testing and follow-up services.

6. Provide basic and remedial education for all youth and adults who have been handicapped by their inability to use the basic academics.

FUNCTIONS OF THE

MANPOWER DEVELOPMENT DIVISION

OF THE

COMMUNITY RESOURCES COUNCIL

Functions of Manpower Development Division
of the Community Resources Council

I. OBJECTIVES OF THE PROGRAM

In close cooperation with all of the United Fund, O.E.O., Public and Private Non-Profit Agencies, as well as Industry and Commerce, the Manpower Development Division of the Community Resources Council will supply the primary ingredients necessary and requisite to the establishment of a meaningful, totally comprehensive, long-range Manpower Development Program. C.R.C. and MSES, along with the organizations listed above, will take positive steps toward formulating the best possible policies and procedures necessary to properly motivate and guide those disadvantaged people who are commonly called the chronically unemployed and/or underemployed. It will help to eliminate unnecessary costs caused by a non-coordinated recruiting function.

A. Recruitment -- to be carried out as a cooperative coordinated effort by:

1. Community Resources Council Community Aides (Recruiting Aides)
2. Ramsey County Citizens Committee for Economic Opportunity, Inc.-- Delegate Agency Aides
3. NYC Recruiters
4. YOC Recruiters
5. Ramsey County Welfare Board Referrals
6. Former Trainee Referrals
7. Community Action Councils
8. United Fund Agency Referrals
9. Commercial Employment Agency Referrals
10. Clergymen

B. Intake -- a complete disclosure of:

1. Education and Training
2. Previous Work Experience
3. Personal History

C. Interview -- an opportunity for either the MSES or CRC counselor to find out:

1. How stable is the enrollee?
2. What does his work record tell?
3. How frequently has he changed jobs and why?

4. Was each job change an improvement in salary level?
5. What are his aspirations?
6. Can he attain his career goals without retraining or up-grading education?
7. If some form of work experience exposure is indicated, for what program is he qualified?
8. Is he interested in some form of basic or higher level vocational training if it seems to be indicated?

D. Testing:

1. Culturally adapted tests as well as the standard Employment Tests may be administered, depending upon the applicant's level of sophistication.
2. The psychologist to be hired for the standardization of the previously mentioned culturally adapted tests will train the test technicians to administer and grade the tests.

E. Reference Check:

1. If the applicant has met the preliminary requirements qualifying him, either for immediate employment or vocational training, a reference check should be done to gain the best possible overall profile of the enrollee as a basis for the establishment of expected behavior patterns.
2. A police record or unfavorable work adjustment history are definitely not disqualifying factors, but the counselor will attempt to enroll the applicant in a personal self-adjustment group as part of the individual's self-improvement and employment plan.

F. Alternatives -- Referral or Employment

1. Based upon the applicant's test scores, interview, reference check, and qualifications, he is counseled as to what all of these factors tend to indicate in terms of future employment potential.
2. The counselor, through additional directed interviewing helps the applicant to determine and stabilize his own training needs and goals.
3. Once that the above is established, the counselor purposively helps the applicant choose the most practical training method available to him to achieve his goals.

4. Possible avenues open to attaining these goals may begin at any point along the following continuum:

   a. Basic or Remedial Education: A variety of programs will be offered in this field, all of which have varying degrees of the following:

      1. Reading
      2. Arithmetic Skills
      3. Speech
      4. Social Studies
      5. Personal Self-Development

      (See course descriptions elsewhere in this submission.)

   b. High School Equivalency

   c. Pre-Vocational Education and Training

      1. General Office Procedures
      2. Machine Operation
      3. Blueprint Reading
      4. Gauges, etc.

   d. Non-Institutional Vocational

      1. Clerk Steno
      2. Duplicating Machine Operator
      3. Comptometer Operator
      4. Cashier
      5. Receptionist

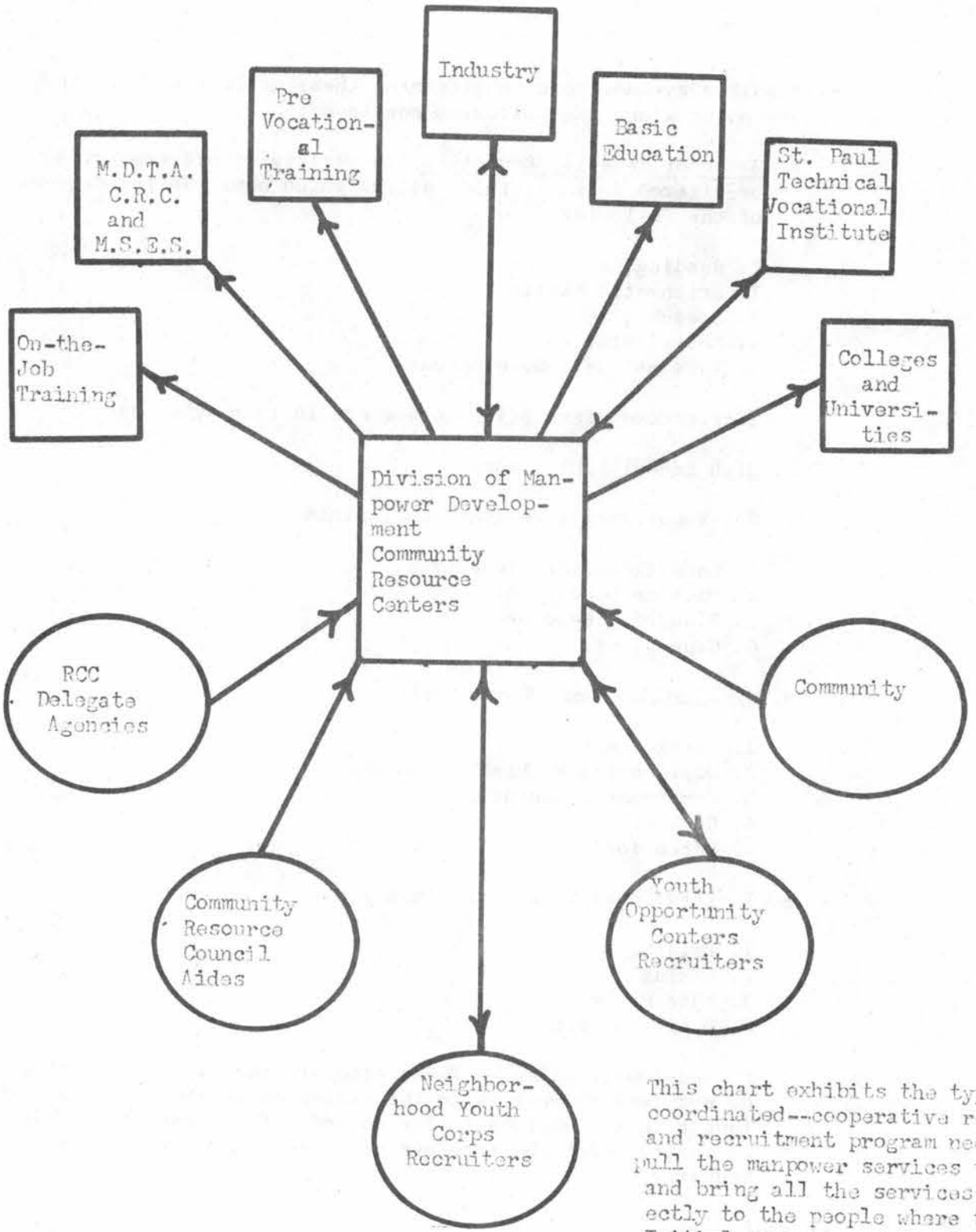
   e. Institutional Vocational (MDTA)

      1. Welding
      2. Baking
      3. Auto Mechanics
      4. Drafting, etc.

   f. On-The-Job-Training -- Those occupational categories which do not lend themselves to the classroom setting will be taught in the various factories and offices throughout the community under the tutelage of journeymen employees of industry.

   g. Employment

PROPOSED COOPERATIVE RECRUITTING SYSTEM



This chart exhibits the type of coordinated--cooperative referral and recruitment program needed to pull the manpower services together and bring all the services directly to the people where they live. Initial screening and referral will be done by CRC Employment Guidance counselors. No one would be by-passed because they did not qualify for the particular program of the recruiter making contact.

II. COMMUNITY RELATIONS AND MANPOWER MANAGEMENT

An integral part of CRC's total Manpower Development and Training Program will be a two-man Manpower Management Advisory Team who will devote themselves to assisting management in maintaining the most meaningful and productive Manpower Utilization Program. We are including these specific occupational skills in our program because we feel that opening up and maintaining the promotional routes within a corporation cannot be left to chance. Many factors hitherto ignored or rationalized away as non-existent stifle advancement and oftentimes cause people to stagnate at the entry level. Top management is tending toward a greater desire to see their minority-situated employees promoted but until they admit that the bottleneck is at the corporation's middle-management level, nothing purposeful can be accomplished. This is the primary factor which must be considered and the second is Community Relations, which we will cover in more detail later.

Our agency's Manpower Management Advisors will concern themselves with the specialized aspects of:

A. Manpower Management

1. Determining Manpower Requirements

   a. Job analysis
   b. Preparing and restandardizing job descriptions and requirements.
   c. Developing staffing tables

2. Organization Analysis and Planning

3. Recruitment

   a. Assisting to develop a reasonable liberalized employment policy.
   b. Developing sources, especially within the minority community.

4. Planning for induction and placement to assure harmonious and efficient work teams

5. Management Development

   a. Forecasting needs
   b. Evaluating managers
   c. Developmental methods

6. Surveys

   a. Survey of existing merit philosophy and promotional routes
   b. Survey of feasible apprenticeship or training areas
   c. Employee evaluation and development program

7. Seminars

   a. Human and race relations in supervision
   b. Effective interaction with minority group people

B. Public and Community Relations

1. Public Relations

2. Community Relations -- assist corporation in its attempt to reach the community and, more specifically, the minority community.

It is extremely difficult to define something such as community relations because in a sense it defies definition. The experiences and associations of each individual are so divergent, and in many instances so specialized, that a multitude of definitions may possibly be used by each and every person. Definitions generally have unique and varied connotations depending upon the role the person played, the time, the place, and a hundred other variables. Consequently, regardless of what the textbook definitions may be, we are going to define community relations as a function of management whereby it cultivates local acceptance, community respect, and confidence.

Every businessman should be interested in community affairs, not only because it is expected of him and because it is good for business, but because what is good for business is by the same token good for the community. Sometimes, however, certain circumstances can make it very difficult for chief executives of large companies to be very effective in a commmunity relations program within the non-white community. The level of "sophistication" or hard-nosed cynicism which is manifest today by the urban middle class Negro necessitates daring of the highest order.

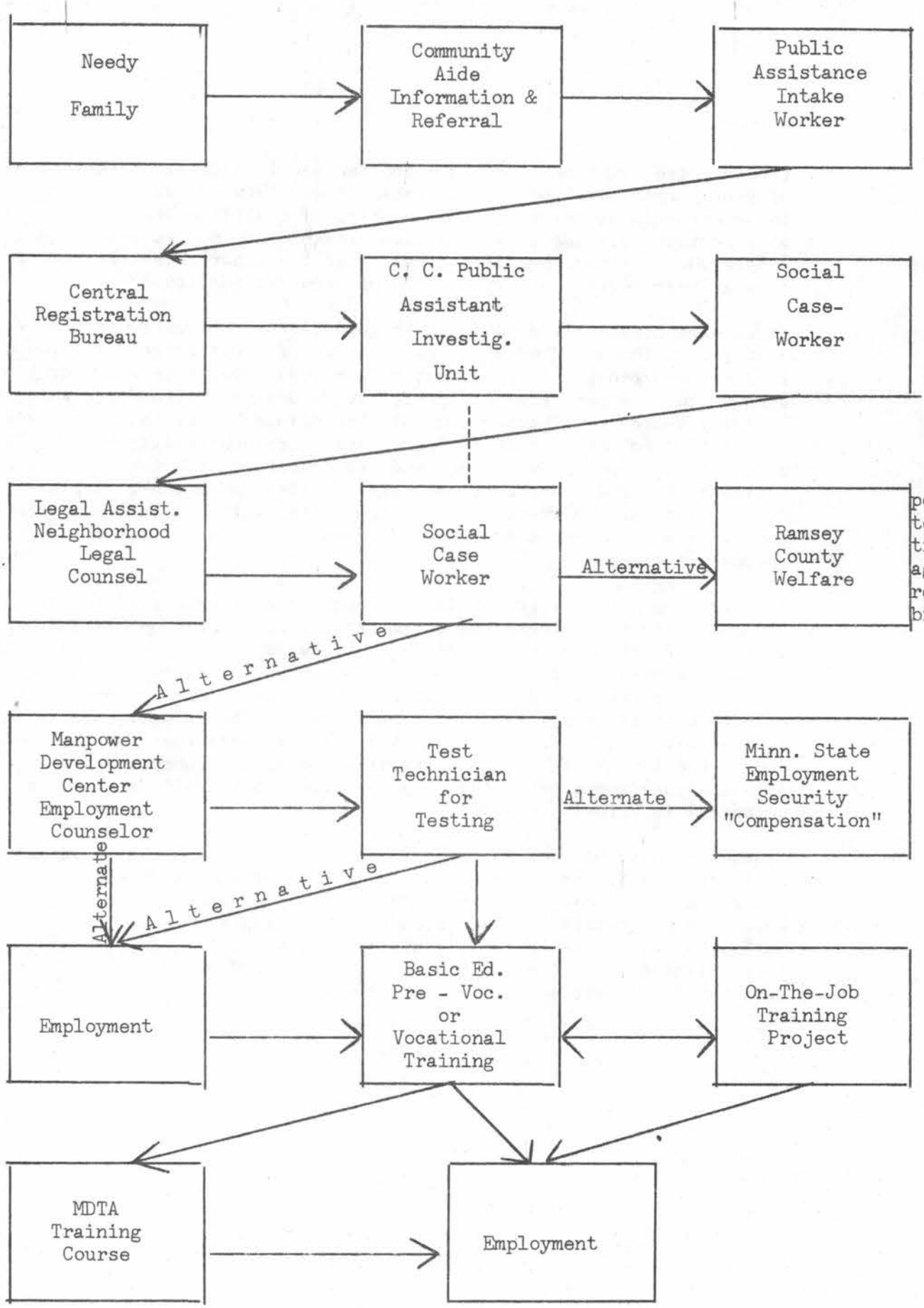
Management is just starting to realize that the Negro of today expects the businessman to sidestep and avoid making an honest admission of their company's apathy. Another reason why the involvement of the top executives can be troublesome is they must be prepared to answer some pretty sophisticated questions regarding their integration program. A

few of these might be: Why have you decided to integrate? What levels of your company will be open to integration? How do you intend to implement this program? Is the question of qualifications going to be as important an issue as it has always been? How do you intend to find people who meet your qualifications, when the minority segment has for decades been denied the opportunity of becoming qualified?

As we have previously said, what is good for the community is, in truth, good for business. When speaking in terms of short range goals you will find that a thorough going community relations program is good for business because these minority people prefer to do business with firms which are socially aware and minority community conscious; firms that are ready and willing to shoulder their fair share of responsibility for the leadership of the community at large, and are concerned with the minority community as a significant portion thereof. The company that displays a dynamic interest in their minority community will have far less interal and external problems than those whose only interest is the dollar -- anyone's dollar.

When turning one's attention to the long range program you will find that the mutuality of business and community interest takes on added significance. Of primary concern to the businessman is the growth potential of his business effort. He hopes his business will grow, prosper and increase his estate and the estates of his stockholders. For this to come to pass it is self-evident that a man's business will prosper only if the community in which he does business prospers too. As the educational and income levels of the community rise and as the community grows and attracts more commerce to the area, so will the established businessman's potential for growth increase.

Management must be ever aware of the non-white citizen who could very well prove to be the answer to the executive problem as a source of future customers and employees. That these people be afforded an opportunity to realize a higher standard of living and improved physical well-being is insurance for the businessman's future. Consequently, there is no alternative for him but to help build and maintain a community which is vibrant, alive and growing.



Attachment 2a

SCOPE AND CONTENT

OF THE

MANPOWER DEVELOPMENT DIVISION

OF THE

COMMUNITY RESOURCES COUNCIL

SCOPE AND CONTENT

Scope

The Manpower Development and Training Division of the Community Resources Council, as proposed, will be so organized and staffed as to coordinate a total and comprehensive manpower development training program in our community. At the present time there are huge gaps in what might be a truly comprehensive attempt to channel the vocational potentiality manifest in some of our people into meaningful vocational training programs. The lack of coordination which plagues the various agencies presently employed in the anti-poverty effort is such that they oftentimes find themselves inadvertently attempting to enlist the same people. Consequently, it is their desire (NYC, YOC, Title V of OEO, and the Minnesota State Employment Service) that some central agency or clearing house be established to coordinate the recruiting aspect presently on-going in our community. In addition, arising from many meetings with the executives of the aforementioned agencies, it is quite evident that the employment situation here is quite unique. When considered on the national scales, the unemployment rate in the Twin Cities area is in actuality somewhat inconsequential; but the underlying and more devastating truth of our situation is underemployment. This underemployment situation can be handled if all of the primary training programs and institutions here in the area are used to capacity. The higher level training agencies are not at the present time structured in such a way that they can properly seek out and enlist the underemployed and chronically unemployed adults. They also lack the facilities and know-how to conduct the type of training program which is capable of reaching and motivating these people with an intensive and agressive program. To properly effect some change in the status quo we must have at our disposal a full range of co-ordinated manpower services which are capable of dealing with the problem-complexes related to unemployment and deprivation.

The program we propose will serve as the bridge between the basic experience programs carried on by the previously mentioned OEO agencies and will establish more comprehensive and supplementary high-level skills training programs to augment and compliment the MDTA program of the Minnesota State Employment Servic as well as thoroughly utilize the training programs which our local area-wide Vocational and Technical Institute is capable of offering.

The Manpower Development and Training Division of the Community Resources Council will prepare young people and adults, through short term, high impact classes in personal development, sheltered job training, remedial education, vocational counseling, specially designed aptitude tests, culturally adapted achievement tests and role playing preparation for job tests and interviews for successful participation in skills training programs. We will also develop accelerated clerical and typist training classes which combine personality development with instructions in office techniques and behavior. It will also be our primary intent to implement the NYC and YOC projects by establishing a follow-up program of institutional training, and coordinate an intensive recruitment of students eligible and properly equipped for enrollment in a College Work Study Program, help to prepare them for college life through our college counseling service, and work closely with industry to develop new methods of job creation and manpower placement. We will also work closely with the St. Paul and Minnesota State Civil Service Commission to attempt to restructure jobs wherever possible, to provide greater employment opportunities for those with lesser formal education and experience.

Our Manpower and Training Division will strive to provide a truly complete job preparation package for its enrollees, such efforts being directed toward: A work experience program to familiarize young people with the demands of the work world; a pre-vocational training program to teach young people and adults the basic skills they need to enter a skills training program; an OJT program through which youth and adults can acquire specific job skills tailored to the needs of their future employers; counseling and placement service geared to and sympathetic with the chronically unemployed and underemployed; work closely with the Minnesota State Department of Education to keep our adult education programs always up to date and so structured as to be the most meaningful in improving the basic skills of the illiterate and semi-illiterate unemployed.

The Manpower Development and Training units out-stationed and operated jointly by the Minnesota State Employment Service will be an excellent opportunity to demonstrate that such forms of cooperative effort to maximize the effectiveness of agency operations is possible. Since it has long been the wish of MSES to operate on an outreach basis, the facilities we intend to establish, and the cooperation we have been promised from the various outreach agencies of the local OEO program should be ideal inroads to reaching the unemployable.

As an integral part of our program and because of a desire to comply with the Federal emphasis being placed upon the coordination of all phases of manpower development and social service, we anticipate working very closely with: The Minnesota State Employment Service, Ramsey County Welfare Board, the St. Paul Bureau of Health, the Ramsey County Citizens Committee for Economic Opportunity, Inc., the Minnesota State Department of Education, the St. Paul Vocational Institute, the Neighborhood Youth Corps In School and Out of School, Youth Opportunity Center, the University of Minnesota and its Extension Service, as well as the Ramsey County Extension Service. Our ultimate goal is to bring to bear all existing manpower development resources on our community's employment problems and to coordinate their use in that we may avoid both duplication of service and to fill in existing service gaps.

The U.S. Employment Service.

The public employment system in this country is a combined Federal-State system, consisting of the U.S. Employment Service (USES) and 50 State agencies operated with 100 percent Federal financing and limited Federal supervision and direction. The USES is an arm of the Bureau of Employment Security, which is part of the U.S. Department of Labor's Manpower Administration.

Job-placement functions are delegated by the Department of Labor to the U.S. Employment Service, which in turn financially supports and administratively guides the 50 State Employment Services.

Title V -- Work Experience Programs.

The objective of the Work Experience Program, established under Title V of the Economic Opportunity Act, is to increase opportunities for constructive work experience and needed training for unemployed adults receiving public welfare assistance as well as other impoverished persons. The Act provides that maximum use will be made of programs available under MDTA and the Vocational Education Act of 1963.

Administrative responsibility for the Work Experience Program has been delegated by the Director of the Office of Economic Opportunity to the Secretary of Health, Education and Welfare, who administers the program through the Welfare Administration. Actual operations are directed by the various State public welfare agencies, which make program funds available to local public welfare authorities.

Neighborhood Youth Corps.

The Neighborhood Youth Corps (NYC) was established by Title I-B of the Economic Opportunity Act of 1964 to provide useful work experience opportunity to unemployed youth, aged 16 through 21, both in school and out of school. The NYC program is administered by the Manpower Administration of the U.S. Department of Labor. Its objectives are to improve the employability of its enrollees by enabling them to develop sound work habits, to learn basic skills, and to acquire a record of successful work experience.

The NYC program for youth enrolled in school is not a major element in a community manpower program, because it does not directly prepare youth to participate in the labor market. However, out-of-school youth constitute one-third of those served by NYC, and the program can do much to encourage these enrollees to return to school and prepare to enter the labor market.

Title II-B (Adult Basic Education).

The Adult Basic Education Program was established by Title II-B of the Economic Opportunity Act. Its purpose is to initiate instruction for individuals, aged 18 or older, whose ability to get or keep employment is substantially impaired by their inability to read or write.

Administrative responsibility for the Adult Basic Education Program has been delegated by the Director of the Office of Economic Opportunity to the Secretary of Health, Education and Welfare, who has assigned this responsibility to the Commissioner of Education. The Adult Education Branch of the U.S. Office of Education was designated to carry out the day-to-day operations.

Vocational Rehabilitation.

This program is conducted under the Vocational Rehabilitation Act of 1965 to provide Federal assistance to State rehabilitation programs which serve persons with physical, mental, or emotional disabilities who have a reasonable chance of being benefited vocationally by training or supportive services.

It is funded and administered by the Vocational Rehabilitation Administration (HEW). The States have established public agencies to carry out the purpose of this program. The States also provide funds to private non-profit rehabilitation agencies.

Manpower Development and Training Act.

The Manpower Development and Training Act (MDTA) of 1962, as amended in 1963 and 1965, is the major national resource for manpower training programs. Operational responsibility is assigned to the Secretary of Labor and the Secretary of Health, Education and Welfare.

There are three basic types of MDTA training programs: 1) Institutional, 2) OJT, and 3) OJT-Coupled.

Institutional training is conducted in classrooms or training centers, by public or private agencies. Eligible persons who need some type of pre-vocational training before they can profitably pursue occupational training are assisted in special classes.

On-the-job training is conducted under contract agreements between the Bureau of Apprenticeship and Training (BAT) and private employers or other suitable agencies. The OJT program provides learning in

an actual work situation and is designed to (1) provide to unemployed persons the skills needed to obtain jobs and (2) upgrade the skills of the underemployed, to enhance their earning ability, or (3) provide to workers the opportunity to train for jobs in industries where a manpower shortage exists.

Persons enrolled in OJT programs will receive wages from the employer in accordance with the area's prevailing wage levels or with existing union agreements. In no case may the trainee be paid less than Federal minimum wages. Federal funds pay the employer for the cost of training, such as supervision, breakage, and waste of material.

OJT-coupled projects provide for coupling OJT with supplemental or related instruction, as well as basic education, pre-vocational training, or pre-apprenticeship training to fit the training needs of the individual. Some OJT-coupled projects are industry-school projects, similar to the regular vocational educational programs (four hours in school and four hours in OJT, or one week in class and one week in OJT). This is an important developing aspect of the MDTA program.

Outstationing of CRC--Manpower Development Division, Employment Service, and Youth Opportunity Center Personnel.

No matter how convenient and attractive an employment office may be, it can achieve maximum effectiveness only if its services are actually utilized by those who most need the services. To increase utilization of State employment services, ES personnel have in some instances been outstationed in neighborhood centers and employment centers. This has enabled them to reach the poor a great deal more readily. The outreach efforts of a manpower development program have been found to be invaluable in involving unemployed individuals, individuals who ordinarily would not utilize a local Employment Service office.

Outreach and Recruitment

A comprehensive manpower program must serve not only those individuals who seek the program, but special techniques must be utilized to reach out into the community. Special care must be taken to find and stimulate the interest of potentially employable people who have little or no motivation to seek out employment services on their own. Experience (North Central Voters League Job Opportunities Section) indicates that an intensive effort by CRC staff people will be required to overcome apathy, suspicion, fear, and hostility among the disadvantaged.

Outreach and recruitment functions will be the responsibility of CRC Community Aides, YOC Recruiters, and the local CAP Delegate Agency Community Aides. The objectives of these functions is to reach the disadvantaged and interest them in what the community has to offer in the way of employment assistance. Thus far we have found the non-professional from the neighborhoods to be the best recruitor, since they are usually more able to gain the confidence of the deprived.

Intake Interview.

During the intake interview, the applicant becomes a participant in the program. It is at this time that the applicant will be fully apprised of the nature of the program, the purpose of the interview, and of the opportunities available to him. He must understand the various educational and vocational alternatives and the implications of each; he must explicitly recognize that he retains the right of decision-making with respect to the course he will follow and that by making a decision he accepts the consequences. On the other hand, the applicant should also understand that he has the opportunity to change his mind during training and that the staff in charge of the program will not make decisions affecting his career choices without consulting him.

Evaluation.

Once intake has been completed, those ready for placement or training can be measured with respect to their capabilities, aptitudes, and interests, on the one hand, and the requirements of employability, on the other hand. The primary function of evaluation is to obtain information that will be useful in planning the program for and with the enrollee. Evaluation can be undertaken at a later date for those who are not "test-ready," or evaluation can be repeated on the completion of the prevocational phase.

Testing.

Prior to giving any tests, whether psychological, achievement, or aptitude tests, the enrollee must be assisted to become "test-ready." Revolving work crews, which give enrollees the opportunity to earn income during the testing and collection-of-data period, can be helpful. Great care should be taken to impress on an enrollee that he will not be dropped from the program on the basis of his test results, nor will test results be utilized as the sole basis upon which an enrollee is admitted to a program he chooses.

It will become apparent, in view of the intake information and the tester's observations, that in some cases testing is neither appropriate nor useful. Giving a "reading test," for example, to a known illiterate not only is less than useful for the purposes of evaluation, but may possibly cause harm. Moreover, the ability of the non-verbal enrollee cannot be measured adequately by tests because of the cultural bias built into these tests.

Supportive Services.

Many enrollees will require a variety of services indirectly related to a comprehensive manpower program, if they are to be able to take full advantage of the manpower program. For example, mothers of young children cannot leave home without child-care services; enrollees may need new glasses in order to read; transportation may be unavailable; poor health may prevent an individual from effectively assimilating training. Generally speaking, day-care services, health services, fiscal management, and vocational rehabilitation services, transportation services, counseling services, social casework, legal services, consumer education services -- the whole gamut of comprehensive services -- will all be available when needed by enrollees.

Adult Basic Education.

Functional illiterates and those with minimal academic skills will be given the advantage of basic literacy and arithmetic programs to provide them with minimal eighth-grade level reading and sixth-grade level arithmetic skills. Enrollees who have aptitudes for higher academic achievement will be encouraged to enroll in programs which will lead them to a high school equivalency diploma and perhaps to higher education. For the purpose of manpower program development, basic education must also include acceptable English usage and enough basic government to pass a high school equivalency test, if this is a reasonable goal. In general, our Adult Basic Education Programs will give instruction in the following areas:

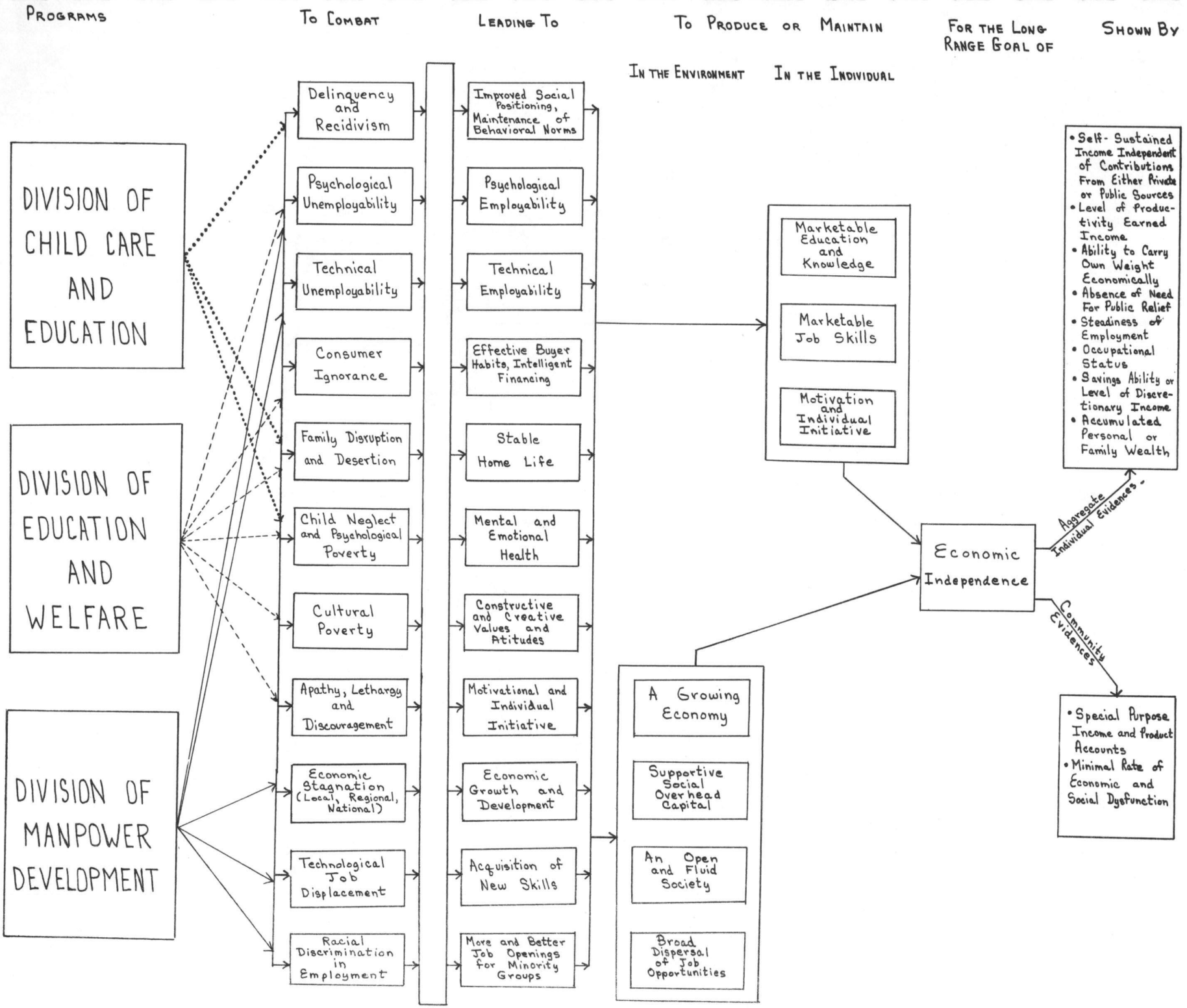
Reading. The goal of our reading courses will be to develop ability to read and to comprehend at a level equivalent to that achieved by an average eighth-grade pupil and to read a manual of instruction.

Writing. The goal of our writing course will be to develop ability to complete applications and other employment forms clearly and legibly, to compose simple letters, and to make our orders.

Arithmetic. Mastery of basic addition, subtraction, multiplication, and division, and an understanding of the practical application of these skills, such as the reading of pointer scales and the use of units of measurement and common decimals and fractions, will be the goals of the basic arithmetic course. Certain skill classifications will also require simple problem-solving.

Speech. The goal of our speech course will be a level of achievement for the enrollee to understand instructions and to be understood when speaking in normal employment and other conventional situations.

Government. A course in government seeks to impart basic knowledge of government, equivalent to the level achieved in high school civics instruction.


Programs
To Combat
Leading To
To Produce or Maintain
In the Environment
In the Individual
For the Long Range Goal of
Shown By
Division of Child Care and Education
Division of Education and Welfare
Division of Manpower Development
Delinquency and Recidivism
Psychological Unemployability
Technical Unemployability
Consumer Ignorance
Family Disruption and Desertion
Child Neglect and Psychological Poverty
Cultural Poverty
Apathy, Lethargy and Discouragement
Economic Stagnation (Local, Regional, National)
Technological Job Displacement
Racial Discrimination in Employment
Improved Social Positioning, Maintenance of Behavioral Norms
Psychological Employability
Technical Employability
Effective Buyer Habits, Intelligent Financing
Stable Home Life
Mental and Emotional Health
Constructive and Creative Values and Atitudes
Motivational and Individual Initiative
Economic Growth and Development
Acquisition of New Skills
More and Better Job Openings for Minority Groups
Marketable Education and Knowledge
Marketable Job Skills
Motivation and Individual Initiative
A Growing Economy
Supportive Social Overhead Capital
An Open and Fluid Society
Broad Dispersal of Job Opportunities
Economic Independence
Aggregate Individual Evidences
Community Evidences
• Self-Sustained Income Independent of Contributions From Either Private or Public Sources
• Level of Productivity Earned Income
• Ability to Carry Own Weight Economically
• Absence of Need For Public Relief
• Steadiness of Employment
• Occupational Status
• Savings Ability or Level of Discretionary Income
• Accumulated Personal or Family Wealth
• Special Purpose Income and Product Accounts
• Minimal Rate of Economic and Social Dysfunction

Institutional Training.

Institutional training is provided in classroom or workshop situations. Institutional training is often carried out by public and private vocational schools, but can be provided by skill centers, technical institutes, or employers. Many communities have not adequately utilized local technical training facilities. Training, however, should not be viewed as being the exclusive province of the public high schools' Vocational Education System, unless a less formal location will not lend itself properly to the particular course or courses to be offered. We will attempt to establish training centers in locations which will be accessible to the trainees and should be staffed by teachers, foremen, or supervisors attuned to the special needs of the poor. The physical arrangements should be as flexible as possible.

Ideally speaking, basic education should be continued during vocational education programs and this we hope to do. Trainees will be encouraged to continue their education as far as their interest and capacity will carry them. Where both vocational training and basic education are offered, they should and will be integrated insofar as possible.

Vocational training will not be planned for occupations that pay less than the Federal minimum wage ($1.25 per hour); however, the CRC manpower development goal is to enable enrollees to rise above the minimum wage rate.

On-the-Job Training (OJT).

On-the-job training differs from institutional training chiefly in that it relies heavily on learning by doing and by supervised experience. On-the-job training can be effectively combined with institutional training, thus utilizing the strengths of both methods.

Employers will be prepared by our Manpower Management advisors for their part in OJT by the CRC staff to assure that there is training content in on-the-job training. Unless there is careful planning and conscientious follow-up, there may be little or no training. If there is any indication that an employer is exploiting a trainee or that a trainee is just working rather than receiving training, the trainee will be transferred to another employer.

Follow-up support to on-the-job training enrollees will always take the form of personal visits, rather than telephone calls. Such follow-up may be carried out by non-professional workers once they have been carefully trained and, since they will be instructed to refer enrollees to a professional counselor, whenever it becomes necessary. Counselors will not themselves be assigned to make direct visits to a work site. However, visits to the employer or supervisor will be made by the placement counselor at regular intervals in order to assure that the employer is satisfied with the work performance of the trainee and to determine that the training component of the OJT contract is being adhered to.

Job Development.

Opportunities for jobs and on-the-job training are not always available to the poor. Jobs which are available may be marignal in character and may not provide an opportunity for an individual to rise above the poverty line. CRC will seek to remove barriers and change policies which block the poor from opportunities for employment and training. Industry, organized labor, and the civil service may have to change some of their basic entry requirements, if the poor are to have access to the labor market. Such changes will not take place unless the Manpower Advisors of CRC make a concerted effort to solve these problems in cooperation with those involved at the local level. Since several manpower programs exist in our community, agreements between agencies are being worked out to avoid unnecessary and confusing duplication of effort, over-working some employment sources and overlooking others.

Information gathered in job development will indicate what kinds of workers are most needed, what industries are expanding, etc. Specific training programs will be developed to meet these needs.

Long-range employment will be the goal. Unemployed and underemployed poor people must not be trained in skills for which the number of job openings is decreasing or which are likely to be in demand only temporarily. They should be trained for jobs where they can switch easily from one kind of job to another with a minimum of retraining.

We hope some corporations will wish to sponsor the restructuring of jobs. Management consultants or our Manpower Management Advisors can help employers release highly skilled personnel to perform more intricate duties more efficiently, while trained workers from the manpower program assume responsibility for less technical work normally performed by highly skilled technicians.

EMPLOYMENT ASSISTANCE

Placement.

Manpower program enrollees frequently need help in finding the job opening best suited to their abilities. This is especially true of individuals who have been unemployed for an extended period or of individuals who have never been employed.

An important factor to be considered in this process is the often unconscious prejudice some employers exhibit in their hiring practices. CRC will lead the effort to convince employers that they should hire principally on the basis of performance standards (the ability to do the job), rather than academic credentials, written tests indicating mechanical aptitude, past experience, or age specifications.

Placement Staff.

Since counseling (CRC) and placement (MSES) are different functions, generally professional staff serving as placement officers will be different persons from the counselors. While the counselor should identify with the trainee and interpret the employer to him, the placement officer should identify with the employer and interpret the trainee to him.

Counselors and placement officers should cooperate in determining the best job for each individual, both keeping in mind that the perfect job does not exist for everyone. Counselors should inform placement officers of the need for a specific kind of job, based on the needs of the individual completing training.

The primary objective for job placement officers should not be merely to place enrollees in jobs; but rather to find a job for which the enrollee has been trained, which will provide useful experience, and, wherever possible, one which provides for upward mobility. These factors must be considered, but no single factor can be the major determinant.

Follow-Up.

The real test of employability is whether or not an individual can hold a job after he has been hired. During the transitional period, until the trainee is fully self-reliant, follow-up service will be readily available to him.

No manpower program can prepare an individual for every problem he will face on his job. We believe that follow-up support must be available from the manpower program for a minimum of six months after the enrollee has completed the program so that the CRC can ensure that the enrollee learns how to deal with employment problems as they arise.

A sensitive non-professional worker can perform this job well. If and when problems arise, he can set up whatever meetings seem appropriate between the counselor and the enrollee or the placement officer and the employer.

Follow-up visits by the non-professional might be scheduled weekly for the first six weeks, every other week for the next six, and at least once a month for the balance of the first six months of employment. The visits need not be of long duration and can be made at home as well as at the job site. The non-professional giving follow-up support will thereby be able to spot problems before they get out of control. If the worker is about to be fired, or wants to quit, the non-professional should immediately involve the counselor.

The employer as well as the employee should be visited at the work site and the foreman consulted occasionally, provided that this practice does not antagonize the employer or employee. Since the objective of the manpower program is to make unemployed persons employable and to upgrade skills of underemployed persons, the program staff should be prepared to give the necessary time and effort required for full support.

Social and Educational Services which can be offered

Accelerated Vocational Training
Adult Education
Adult and Youth Employment
Apprenticeship Program
Basic Education
Basic and Remedial Education
Child-Care Centers
Child Enrichment Program
College and Career Counseling
Consumers Education
Day Care Centers
Extended School Program
Family Counseling
Group Counseling and Group Therapy
Homemaker Training
In-Service Training
Job Development Program
Job Referral Service
Job Upgrading
On-The-Job Training
Out-Station Recruitment and Intake
Personal Self Development Program
Pre-Vocational Training
Public Assistance
Remedial Education for Adults
Skills Training Centers
Vocational Technical Institute Training Program

EMPLOYMENT, TRAINING, JOB REFERRAL, VOCATIONAL COUNSELING

TITLE: Manpower Development Units in Community Resource Centers of the Community Resources Council.

PURPOSE: The Manpower Development & Training Unit of the Community Resources Council offers the following services to the unemployed of the area where it is located:

1. Job Placement
2. Screening for Vocational Training in such areas as auto mechanics; arc welding; television service and repair; aircraft mechanics; meat-cutter; clerk-typist, etc.
3. Neighborhood Youth Corps referral
4. Job Corps referral
5. Apprenticeship information and referral
6. Vocational counseling, guidance and testing

AGE LIMITS: 16 and up.

ELIGIBILITY: Anyone who is seeking employment, job training or needs job counseling is eligible for services. There is no city or state residence requirement, however, one should be a citizen of the United States.

PAY RATE: The rate of pay varies, of course, with the different job situations.

The Neighborhood Youth Corps is currently paying $1.25 an hour; the various Summer Programs or Special Programs will pay varying amounts.

The Training Programs that the applicant might be referred to can take from 4 to 104 weeks to complete. The courses can be in the day or evening hours and are usually forty hours, 5 days a week. Weekly training allowances for MDTA may be paid during the training. Youth who qualify receive $20.00 per week and adults, depending on family status, receive from $38.00 to $68.00 per week.

COST: None.

ADMINISTRATION: Manpower Development and Training Division of the Community Resources Council in cooperation with the Minnesota State Employment Service.

SELECTION AND PROCEDURE: Anyone interested in these services are referred to the Unit at a Center, 8:30 a.m. to 5:00 p.m., Monday through Friday.

The Employment Service, General Aptitude Test Battery as well as certain newly standardized tests which appear less test-like will be given at each Center. The Trade Test measures the amount of skill acquired and the Aptitude Test measures a person's ability to succeed in a new trade or occupation. The MSES test takes two and one-half hours and measures nine vocational aptitudes found to be the most significant predictor of a person's abilities.

SCOPE: Jobs and/or training programs are presently being offered through four main streams:

1. Neighborhood Youth Corps, male and female, clerical, typing, institutional maintenance, ground maintenance, etc.

   This program provides work in various public service operations by the City of St. Paul and provides opportunities that will develop the basic habits necessary to obtain and hold a job.

2. Youth Opportunity Center.

   This provides jobs in a rural area, under Camp conditions away from home.

3. Manpower Training and Development.

   Enrollees in this program will get subsistence pay and will also get basic educational skills while living at home.

4. Apprenticeship Program.

   Through this placement a youth will be placed as an apprentice tradesman in local industry. They will have a 40-hour week job under hourly rate. All of the above programs offer some monetary allowance or wage.

5. On-the-Job Training Program.

   To provide paid on-the-job training opportunities for as many disadvantaged people as is possible who possess the necessary pre-entry job skills.

EMPLOYMENT: JOB PLACEMENT AND REFERRAL OPERATION

PURPOSE: To alleviate poverty through employment, the Manpower Development and Training Division has its own job placement service. This service supplements MSES by obtaining job openings from employers who would not normally contact MSES. This is done through direct contact and consultation.

AGE LIMITS: Sixteen (16) years and older.

ADMINISTRATION: Interviewing and Counseling.

PROCEDURE:

1. Application is filled out with the assistance of an administrative aide, if necessary, at the Community Resource Center.

2. The application is then taken to job referral where a 3 x 5 card is completed. The information on the card will list the following:

   A. Name
   B. Address
   C. Phone Number
   D. Sex
   E. Age
   F. Qualifications
   G. Special Skills

3. The applicant's skills are then checked against job orders currently available. If his qualifications match those on a job order, an appointment is then made with the employer to see him. If there are no positions available at the time, the card is filed and then when a position comes in that he is qualified for, the applicant is called.

4. A follow-up is made on all referrals. The employer or the applicant is contacted after the interview. If the applicant is not hired, his card is filed until another position comes in for which he is qualified.

SCOPE: Presently all positions available are obtained by constant and extensive telephone soliciting. Plans are now being made for staff members to visit businesses personally to inform them of our service and to enlist their support.

EDUCATION: Adult Education

TITLE:	Basic and Remedial Education
PURPOSE:	This Project is designed to provide education assistance to all adults who have been handicapped throughout life by an inability to use the basic academic processes. Classes are held 1:00 p.m. to 9:00 p.m. daily, excluding Sunday, in such subjects as: reading, spelling, speech, math, writing, health practices, consumer knowledge, human relations, vocabulary building, basic sentence structure, home and family living, listening, and citizenship. At present there are no classes in Americanization. Instruction is given on an elementary adult level by certified teaches. Classes are small, usually 15 or less.
AGE LIMITS:	18 years or older.
ELIGIBILITY:	School drop-outs or <u>anyone</u> who desires to improve basic education. You need not be a resident of the City of St. Paul.
COST:	There is no tuition charge and in all instances books and materials are furnished without cost. Transportation in the form of bus tickets will be available on request.
ADMINISTRATION:	Adult Education Division of the Community Resources Council.
SELECTION:	Teaching Supervisors at Center.
PROCEDURE:	Because of the variety of classes and the numerous Centers some scheduling problems are anticipated. The staff can help alleviate this problem and can better assist the interested adults by calling <u>directly</u> to the Center. This is preferable rather than sending the adult to the school.
SCOPE:	There will be 5 Basic and Remedial Education locations in St. Paul including the Central Training Facility.

ADULT EDUCATION DIVISION: Youth & Adults

TITLE:	Basic and Remedial Education Department Extended School Program
PURPOSE:	To provide a total educational program for all community members in disadvantaged areas. Services for public, private and parochial students and adults education and library facilities and other adult and pupil activities throughout afternoon, evening and week-end programs. The Extended Schools Program covers adult, elementary, secondary and remedial courses. Courses of study are offered in such areas as remedial reading, writing, arithmetic and adult education courses in sewing, millinery, typing, arts and crafts, English, reading, photography, math and any other areas where sufficient interest is shown. The programs vary from center to center, depending upon the particular needs developed in the community.
AGE LIMITS:	There is no age limit.
ELIGIBILITY:	Anyone living in or near a center is eligible. The program is for those who lack educational background to obtain employment or who just have a strong desire to learn.
COST:	None. (Books and supplies are furnished).
ADMINISTRATION:	Adult Education Division of the Community Resources Council.
SELECTION:	Selection to the Basic or Remedial Education Program is made by the Teaching Supervisors at the respective centers.

PROCEDURE:

There are many opportunities available for both youth and adults. The term for the class and the method of enrollment vary in some cases. However, they will all be free and everyone welcome.

Teens enroll by bringing a note of permission from a parent or guardian to the teacher in charge. Adults enroll by reporting directly to the class. Classes are kept small so more individual attention can be given. Books, supplies, and text books are supplied. Classes are taught by certified teachers in small personalized class setting. Classes will seldom number more than ten people.

EDUCATION, TRAINING: YOUTH AND ADULTS

TITLE: A.E.P. -- Accelerated Employment Project

AGE LIMITS: 20 years and over (20 to 35 years preferably)

ELIGIBILITY: Men and women with employment problems and an aptitude in specific occupational categories.

ENROLLMENT FEE: Free to the unemployed indigent poor

PURPOSE: To provide pre-entry and on-the-job training with related classroom instruction for youth and adults ranging in ages 20 to 35. Includes highly intensified group counseling, testing, and instructional service related to certain specific occupational classifications, e.g., retail sales areas, window display and design.

PROCEDURE: We at CRC are of the opinion that certain types of accelerated on-the-job training programs (not B.A.T.--OJT) coupled with classroom study can be very meaningful training programs for people with limited intellectual growth potential. At the present time we are negotiating with various local firms to establish these types of programs. This type of program could very well fit into the local NYC and YOC programs to afford these youth the opportunity to be involved in work experience programs which are really meaningful and challenging to our modern day youth.

EDUCATION, TRAINING, AND ORIENTATION

TITLE: In-Service Training.

PURPOSE: To increase efficiency in the jobs now being performed within our agency's divisions and in preparing the personnel of the Community Resources Council and its agencies for positions requiring greater skills and responsibilities.

ADMINISTRATION: Community Resources Council. The University of Minnesota Extension Service, and the State Department of Education.

SCOPE: Among those to be trained are general, technical, and senior community aides, casework aides, group work aides, homemaker aides, athletic and recreation aides, public health aides, day-care-center aides, and assistant day-care-center teacher. Members of the professional staff also receive an orientation appropriate to the role which they play in our organization's activities.

An integral part of the training is instruction reviewing Community Resources Council objectives, and provisions of the agency's policies and procedures manuals, as well as the role of the Council in city-wide programming for the alleviation of the causes of poverty.

Included in staff training is an intensive consideration of the manifold complexities of social problems, techniques in counseling and interviewing, existing community services, techniques of mass communication, and specifics relative to particular jobs.

In the matter of job upgrading, emphasis is placed on the role of education in employment security, analysis of current employment opportunities, and practices to be observed in job interviews and applications.

EDUCATION, EMPLOYMENT, TRAINING

TITLE: Job Upgrading Program of Manpower Development and Training Division

PURPOSE: The Job Upgrading Program is a flexible, voluntary and informal program for people who are out of school and unemployed.

Each person becomes a member of a class that meets daily with a teacher from _____ to _____. He receives help in getting to know himself; solving personality problems; discovering his interests, aptitudes, and personal characteristics; learning how to get along with others; and taking advantage of additional schooling and training in how to get and hold a job.

The more adaptable person usually finds a job within a few weeks after attending the program. Others who need to be in a work situation are placed on a six-week subsidized work experience in a social agency, city department or hospital.

The student attends class in the mornings, works four hours in the afternoon, for a six week period. Job Upgrading does not sponsor specific job training, as such, but is interested primarily in helping the "Drop-Out" develop good work habits necessary to gain and hold any job he is capable of handling.

Job Upgrading <u>does not</u> lead to a high school diploma, however, in certain instances, many of the regular high school services may be made available to students participating in the program which may allow returning to high school to work for a diploma. Job Upgraders may take one or more classes in regular school or our GED program if additional training is desired.

The Job Upgrader can seek full-time or part-time employment through one of the following: his own efforts, contacts made by the Job Upgrading Teacher counselor,

the assistance of the Guidance and Counseling Department of the Community Resources Council and the Minnesota State Employment Service, employers who have been satisfied with former Job Upgraders, social agencies, the St. Paul Civil Service Commission and the staff of Manpower Development and Training Division of the Community Resources Council.

AGE LIMITS: 16 through 21.

ELIGIBILITY; Non-graduate, out of school, but who has attended a St. Paul Public School, and a resident of the City of St. Paul.

PAY RATE: Minimum pay is $1.00 per hour, 4 hours per day, 20 hours per week.

ADMINISTRATION: Manpower Development and Training Unit of the Community Resources Council.

SELECTION: The Job Upgrading staff will interview qualified applicants between 8:30 and 11:30 a.m., Monday through Friday at the five Adult Education Study Centers.

The Job Upgrading Program operates on a twelve month basis, thus allowing the Coordinator to accept referrals at any time. (Twelve months of operation also provides for uninterrupted training programs and follow-up service.

SCOPE: Upon entering the program, the average student spends six weeks under the counsel and guidance of the teacher-coordinator and is involved in highly individualized classroom instruction.

Following this, the student is eligible for six weeks work experience. At the conclusion of this training, he can become fully employed, return to school, or receive additional assistance in the Job Upgrading Program. He is eligible for this assistance until age 21.

EDUCATION - Elementary and Secondary

TITLE: Continuing and Adult Education

PURPOSE: To provide educational opportunities for a high school diploma, job training, self-improvement and a better understanding of the world, state and city.

AGE LIMITS: Persons who are 16 years of age or older may be admitted to an evening adult education class. To attend the Adult Day School, however, the minimum age is 18.

ELIGIBILITY: Any resident of the United States is now eligible for the Continuing and Adult Education Program. Students enrolled in a regularly established day school may be admitted to an evening adult class only by written permission of the day school principal. To attend the Adult Day School, the student must have been out of school for at least six months.

COST: All elementary courses and all high school courses leading to a high school diploma are free. For most other courses, a basic fee of 35 cents per clock hour of instruction is charged. The principal at the respective school can, of course, provide the cost information.

ADMINISTRATION: Community Resource Council, Adult Education Division

SELECTION: Supervisor of Department of Continuing Education
In most cases, classes will be organized in any subject in which 15 or more adults show an interest.

PROCEDURE: The Adult Day School operates in the daytime for adult high school and elementary school students on an individualized plan of instruction. Under this plan a student may enroll at any time of the year and progress as rapidly as his time and ability will allow. All subjects are two and one-half hours in length and meet twice a week. Most of the courses can be finished in 13 weeks. Advance registration starts one week prior to start of classes, however, registrations will be accepted the first two weeks of class.

SCOPE: There are presently Adult Education Centers in the City of St. Paul. These centers offer more than subjects in broad areas. These broad areas are:

Academic:	English, Foreign Languages, Mathematics, Science, and Social Studies.
Arts and Crafts:	Commercial Art, Crafts, Drawing, Painting and Music.
Avocational:	Communication Arts, Health, and Safety, Hobbies and others.
Business and Commerce:	Typing, Shorthand, Real Estate, Office Machines, Key Punch and so forth.
Americanization:	Citizenship, Elementary Grades, English for non-speaking people.
Home and Family:	Foods, Clothing, Personality Development, Upholstery, Flower Arrangement, etc.
Trades and Vocations:	Aircraft Trades, Automotive Technology, Design and Detailing, Electrical, Electronics, Engineering Techniques, First Aid, Food (Commercial), Printing, Refrigeration and Air Conditioning, Tailoring, Shops, and Practical Nursing.

TRAINING, EDUCATION, EMPLOYMENT: Youth and Adults

TITLE:	Manpower Development and Training Division MDTA Skills Center
PURPOSE:	The Skills Center operated jointly by the Community Resources Council and the St. Paul Vocational and Technical Institute for the training of unemployed youth and adults. Twenty or more occupations will be taught at the Skills Centers.
AGE LIMITS:	Youth; 16 to 21; Adults 22 to 60.
ELIGIBILITY:	Out-of-school; unemployed; unskilled or working below skill capacities; and those that will be unemployed because their skills are becoming obsolete.
PAY RATE:	$20 per week for youth; $39 to $79 for adults or heads of families.
TUITION:	Enrollment in classes at the St. Paul Vocational and Technical Institute will be paid by the Council for all enrollees over the age of 21.
ADMINISTRATION:	Manpower Development and Training Division of the Community Resource Council Director St. Paul Vocational and Technical Institute Director Charles Simmers Minnesota State Employment Service MDTA Co-Ordinator: Joe Wennes 333 Sibley
PROCEDURE:	The combined MSES and CRC team after testing, interviewing, and counseling refers to the Skills Training Centers those youth and adults whom it considers in need of training and who meet all the eligibility requirements.
SCOPE:	The Manpower Development and Training Program was made possible by an act of Congress in 1962. It provides for the training and re-training of adults and youth who lack the skills required to be effective citizens in our constantly changing economy.

The St. Paul Vocational and Technical Institute was established to meet this need. It is a huge training complex capable of offering just about any vocational course desired and space sufficient to support at least 1,200 more students in its academic and occupational training areas.

The Council will establish at the Institute training in basic education and twenty or more trades. At the Institute, each student is considered as individual. He starts where he is, progresses at his pace, and is through when he accomplishes his purpose. There are no beginning or ending dates for courses. He is counseled by CRC guidance staff and provided with various services such as: medical and dental exams, testing, tours, personal guidance, a "tailor-made" plan of work, and a small training allowance to pay for lunch, transportation, books, and tools.

The trainee is considered graduated when he is employed or reaches the entry level in the occupation for which he has been trained.

TITLE: On-The-Job Training Project

PURPOSE: To provide paid on-the-job training opportunities for as many disadvantaged people as is possible, especially those handicapped in job-seeking by lack of formal education, undeveloped skills, automation or discrimination.

AGE LIMITS: 18 years and older.

ELIGIBILITY: All trainees should meet the employer's established needs because the employer retains the right of hiring. It is important the candidates meet the employer's requirements for such things as age, experience, education, etc.

To those candidates who meet the employer's requirements preference should be given in referral in the following order:

1. Disadvantaged persons from the Target Areas as designated by the local OEO agency.

2. Any disadvantaged persons.

3. Any disadvantaged person who lives within the City of St. Paul.

4. Any disadvantaged person who lives within the Greater Metropolitan Twin Cities area.

SELECTION: The recruiting and screening is done through the Job-Development-Centers which are jointly staffed by the Community Resources Council and the Minnesota State Employment Service. Referrals are made through NYC, YOC, Job Corps, and the delegate agencies of the Citizens Committee. The final selection is made by the employer.

PROCEDURE: Staff members of the Manpower-Development and Training Center who are assigned to the On-The-Job Project recruit the job situations. They write the contract with the employer. When the contract is signed, job orders

are sent to the various outlying Community Resource Centers. The staff assigned in turn recruit and refer likely candidates directly to the employer. On-the-Job-Training keeps in contact with both the employer and the central office of the Job Development Center which is responsible for on-going supervision and evaluation of the trainee's progress.

ADMINISTRATION: Community Resources Council, O.J.T. Manpower Development and Training Division.

DEPARTMENT OF COUNSELING AND GUIDANCE

TITLE: Group Counseling and Guidance

PURPOSE: The Counseling service to be supplied by CRC is designed to provide help for those disadvantaged and minority situated people who lack the familial stability and self confidence necessary to succeed in a career directed vocational training course. Our family counselors, group discussion leaders, and group therapists are to be ever available to our student enrollees in somewhat the same manner as those people working in Alcololics Anonymous. Whenever the enrollee feels his course work, job, or coworkers are presenting problems for him with which he feels he cannot cope, they may sit down with a counselor and talk their problems out. The professional and sub-professional counselors who are to be employed in this work will be thoroughly trained in interview techniques and observation, to facilitate their effectiveness in this capacity.

The type of counseling about which we speak is for the most part motivationally, as well as self improvement directed, and should not be construed as a crutch for the emotionally immature and unstable. Those who have family problems will have an opportunity to work with family workers or group therapists (in a depth group therapy), who will attempt to aid the enrollee to effect a better working relationship with his family.

ELIGIBILITY: None

COST: Free to those within the Poverty Level, otherwise, according to ability to pay, but when referred to family worker assigned to the office there is no charge.

SELECTION: Persons needing help with developmental and personality emphasis on clients living in the inner-city.

PROCEDURE: CRC Staff wishing to refer clients for Counseling service will contact _____ 9:00 a.m. to 4:30 p.m., Monday through Friday.

TRAINING, EMPLOYMENT: Adults, 18 - 26

TITLE:	Apprenticeship Information Service
PURPOSE:	The Community Resources Council's Apprenticeship Information Service gives general and specific information about apprenticeships; helps determine qualifications of applicants; assists in selection of a trade and helps the trainee enter into a trade.
AGE LIMITS:	Between 18 and 26 years of age.
ELIGIBILITY:	High School graduate or equivalent.
COSTS:	None.
PAY RATE:	Beginning apprenticeship earnings vary considerably, but in some firms wages are in excess of $100 per week.
ADMINISTRATION:	Manpower Development and Training Division of the Community Resources Council Apprenticeship Information Service.
SELECTION:	Apprenticeship is a highly selective program. Final selection and placement is made by the employer and not by the Apprenticeship Information Service.
PROCEDURE:	Those who indicate interest in the Apprenticeship Program should be referred to the Community Resources Center, Apprenticeship Information Service.
SCOPE:	The Apprenticeship Information Service is operated as a no-fee public service and has the support and cooperation of employers, trade associations, labor unions, educational institutions, government agencies and the community. Those taking part in the Apprenticeship Program are full-fledged members of the employer's work force and are paid for the hours they work. Apprentices learn in two ways: (1) on the job under the direction of skilled tradesmen; (2) related education courses in the classroom.

Child Care and Education Division
of the Community Resources Council

TITLE: Day Care Center

PURPOSE: To provide, within the center, care and educational supervision for children of pre-school age during the hours their mothers are either working or attending school. The service will be primarily for families whose incomes fall within or below the "poverty level."

AGE LIMITS: Two years of age through five.

OBJECTIVES: To provide care for children who are inadequately cared for by their parent or parents, and to counteract the intellectual and social deficits inherent in their environment which has decided chances of eventually hampering school progress.

SELECTION: From the following list any three factors of what we will call deprivation will qualify a child:

1. Limited family income (below poverty level).
2. Low value or low standard of housing.
3. High density of population per dwelling.
4. Dependency of family on public services.
5. Absence of a parent.
6. Changes in the parent's life situations.
7. Chronic physical or mental disease in the family.
8. Records of adult or juvenile delinquency in the family.
9. Limited educational background of parents.
10. Limited school achievement of older siblings, and frequent changes of residence.

HOURS: Operated from 7:00 a.m. to 5:30 p.m.

Child-Care and Education Division
of the Community Resources Council

TITLE: Child Care Centers.

PURPOSE: To place the pre-school and school aged child in a favorable atmosphere after school hours during the time his parent or parents might be working or attending school. The child will have an opportunity to relate to and enjoy an unstructured educational, cultural enrichment and recreation program which will be geared to expand the child's overall socio-cultural-educational vista.

AGE LIMITS: 3 to 5 years of age
7 to 11 years of age

OBJECTIVES: The project's activities will be so directed as to help children from depressed areas overcome educational and social handicaps, as well as help the child to overcome the delimiting effect of his environment. It especially allows the solo female parent to either work and maintain her own concepts of personal dignity or attend vocational and academic classes to improve her socio-economic situation.

SELECTION: From the following list any three factors of what we will call deprivation will qualify a child:

1. Limited family income (below poverty level).
2. Low value or low standard of housing.
3. High density of population per dwelling.
4. Dependency of family on public services.
5. Absence of a parent.
6. Changes in the parent's life situations.
7. Chronic physical or mental disease in the family.
8. Records of adult or juvenile delinquency in the family.
9. Limited educational background of parents.
10. Limited school achievement of older siblings, and frequent changes of residence.

HOURS: Children aged 3 to 5 years of age -- 7:00 a.m. to 5:30 p.m.
Children aged 7 to 11 years of age-- 3:30 p.m. to 7:00 a.m.

SUMMARY

A comprehensive community manpower program for the deprived is a program which includes all the services essential to providing individuals with access to the labor market and opportunities for upward mobility to the extent of their capacities and interests. This comprehensive program can best be achieved by utilization of all resources available in the community; redirected use of existing resources to make them more responsive to the poor; and provision of resources that are not presently available in the community.

A comprehensive community manpower program has these elements, each of which is described in detail elsewhere:

1. Outreach and recruitment efforts which inform the chronically unemployed and underemployed that employment assistance is available in a form that is beneficial to them.

2. Intake procedures which induct the applicant into the program with a minimum of delay and complexity.

3. An evaluation system which identifies each enrollee's skills, capacities, aptitudes, and interests, and the differences between the enrollee's resources and those needed to secure and hold an adequate job.

4. A program providing basic education to those who are barred from successful employment by inadequate reading, writing, speech, and arithmetic skills.

5. Pre-vocational training which prepares an enrollee for skill training.

6. Skill training programs, in both "institutional" (classroom and workshop) and on-the-job settings, in which trainees acquire specific skills in demand in the job market.

7. Placement assistance which identifies promising job opportunities and places the prepared enrollees in them.

8. A follow-up system through which newly placed workers receive continuing support and dropouts are offered further assistance.

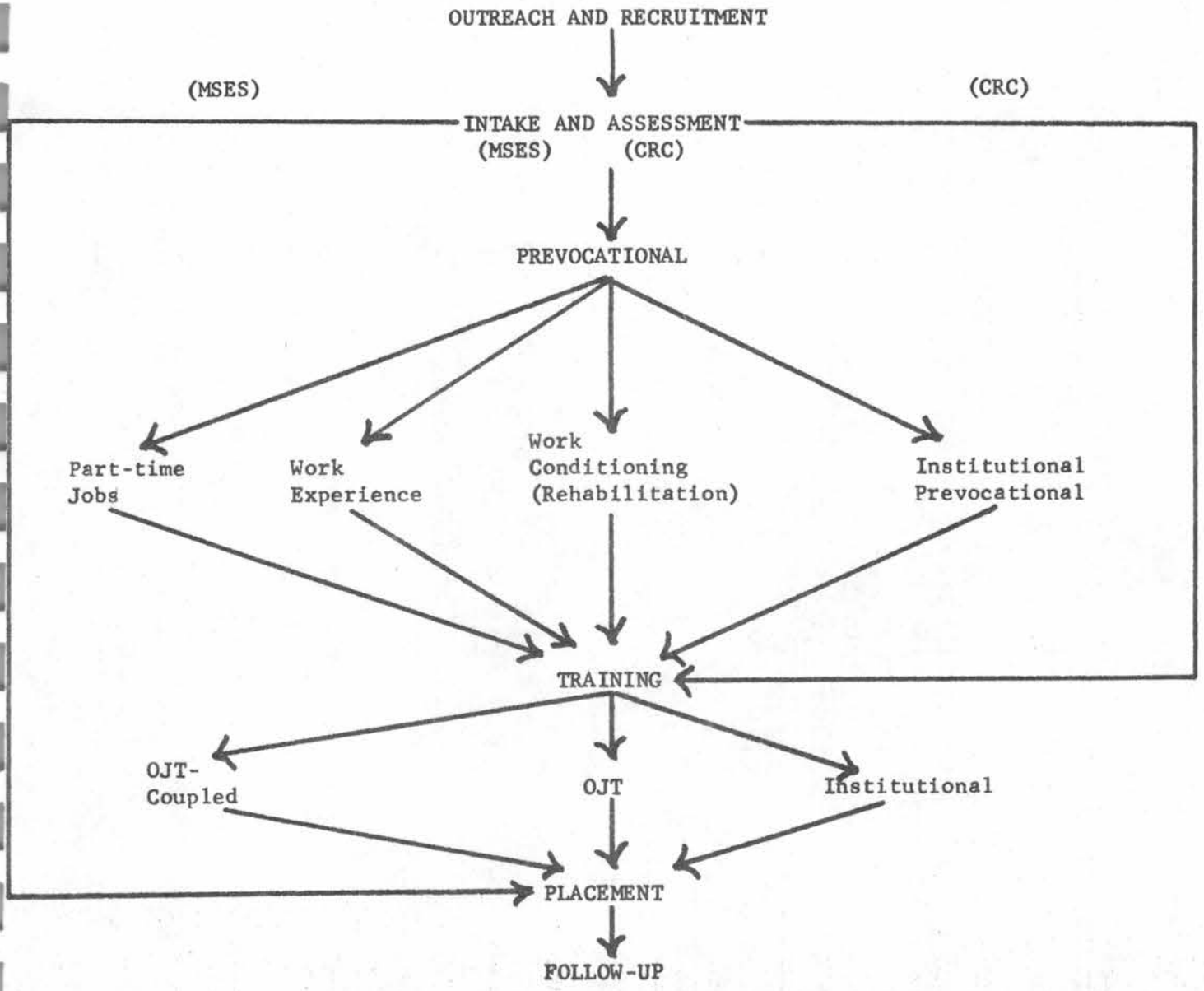
9. A program of job development which opens up new jobs to be filled through the manpower program.

10. Counseling services and other supportive services (medical, day care, legal, financial, transportation) for enrollees at every step in the program to ensure that no enrollee drops out because of some special need which could have been met.

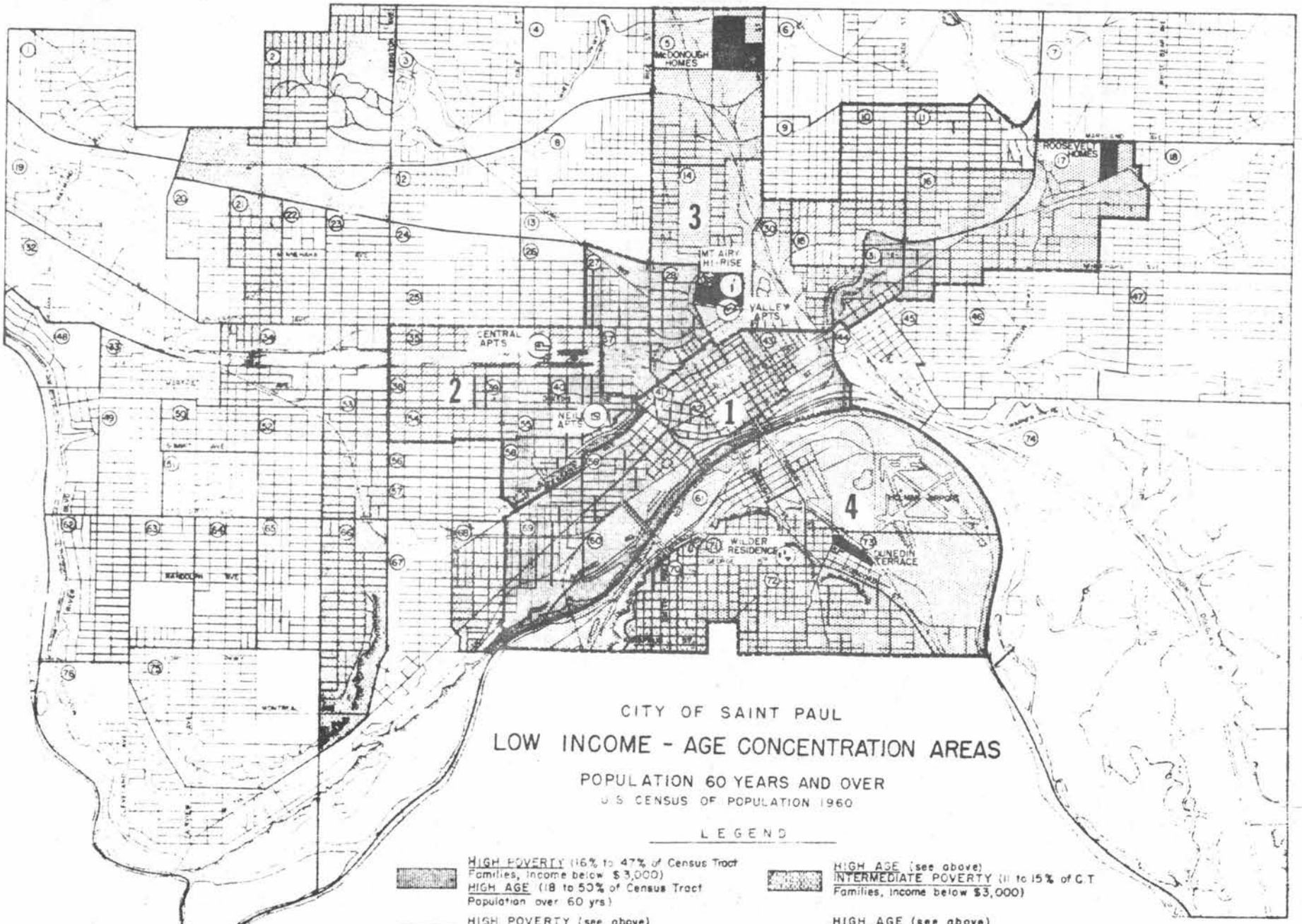
11. A continual self-evaluation and feedback system through which the total program is continuously reviewed and improvements and adjustments made to better serve the poor.

Each of these elements is important to the total system. Seen as a whole, a manpower program might be pictured this way:

(See next sheet)



Attachment 3a



CITY OF SAINT PAUL

LOW INCOME - AGE CONCENTRATION AREAS

POPULATION 60 YEARS AND OVER

U S CENSUS OF POPULATION 1960

LEGEND

HIGH POVERTY (16% to 47% of Census Tract Families, Income below $3,000)
HIGH AGE (18 to 50% of Census Tract Population over 60 yrs)

HIGH POVERTY (see above)
INTERMEDIATE AGE (16 through 17% of C.T. Population over 60 yrs.)

HIGH POVERTY (see above)
LOW AGE (7 through 15% of C.T. Population over 60 yrs.)

HIGH AGE (see above)
INTERMEDIATE POVERTY (11 to 15% of C.T. Families, Income below $3,000)

HIGH AGE (see above)
INTERMEDIATE POVERTY (6 to 10% of C.T. Families, Income below $3,000)

(71) CENSUS TRACT NUMBER

COMMUNITY DISTRICTS

1 CENTRAL BUSINESS
2 SEL[illegible] DALE
3 VALLEY
4 WEST SIDE

N

SCALE 1" = 2000'

Attachment No.

General Characteristics of the Population
U.S. Censuses of Population and Housing: 1960

Subject	Ramsey County		
	Total	St. Paul	Balance
Total Population	422,525	313,411	109,114
White	412,772	304,094	108,678
Negro	8,394	8,240	154
Other	1,359	1,077	282
Household Relationships			
Population in Households	411,506	303,703	107,803
Head of Household	125,649	98,704	26,945
Head of Primary Family	102,949	77,419	25,530
Primary Individual	22,700	21,285	1,415
Wife of Head	90,742	66,418	24,324
Child Under 18 of Head	149,305	99,860	49,445
Years of School Completed			
Persons 25 Years Old and Over	228,384	176,915	51,469
No schooling	1,831	1,612	219
Elementary:			
1 to 4 years	5,689	4,902	787
5 to 7 years	18,997	16,099	2,898
8 years	48,925	40,707	8,218
High School:			
1 to 3 years	40,597	32,020	8,577
4 years	64,768	47,337	17,431

Attachment 1b

FACTS ABOUT THE NEGRO IN ST. PAUL
(Based on U.S. Census Figures)

POPULATION:

In 1960 the population of St. Paul was 313,411, the Negro population then was 8,240 or 2.63% of the total population.

St. Paul's Negro population increased more between 1950 and 1960 than within any previous decade by 2,575 or 31%. (Between 1930 and 1960 there was an increase of 4,239 Negroes in St. Paul's population.)

Minnesota had 22,263 Negroes in 1960. Ninety-three percent lived in the Twin Cities. Of the Negroes living in Ramsey County, 98% were located in St. Paul. Since 88% of all non-whites in St. Paul were Negro, we shall use the two terms interchangeably.

In 1960, 18% of St. Paul's Negro population was under 5 years old compared to 11% for the white population. Negroes composed 4% of all St. Paul children under 5 years old.

EDUCATION:

In 1960 St. Paul's Negroes, 25 years and over, were basically as well educated as whites in this age range.

SCHOOLING COMPLETED	PERCENTAGE DISTRIBUTION	
	Negro	White
Grade School	34	35
High School	46	45
1 - 3 years of college	10	10
4 years or more of college	8	9
Median years of education completed	10.9	11.4

One quarter of the Negro population was 5 to 14 years old or of grade school age (26% to be exact) compared to 18% of the white population. About the same percentage of Negroes as whites were high school age, 7% for Negroes and 8% for whites.

EMPLOYMENT AND UNEMPLOYMENT:

In 1950 non-whites made up 2% of St. Paul's work force while they represented 3% of those unemployed. Ten years later non-whites composed 3% of the labor force but they represented 6% of those unemployed.

Attachment 2b

The Negro was under-represented in the professional, managerial, clerical, sales and craftsmen occupations and over-represented in the operative, service and labor occupations, as the following table shows:

OCCUPATION	PERCENTAGE DISTRIBUTION	
	Negro	White
Professional	8	13
Managers	3	7
Clerical	10	22
Sales	1	8
Craftsmen	3	13
Operatives	18	15
Private Household Workers	4	2
Service Workers	33	10
Laborers	6	5
Occupations not reported	13	6

Almost half of the non-white women in the labor force were married and had husbands present in the home (47% to be exact). Forty-three percent of the female whites in the work force were married and had husbands present in the home. However, 32% of these non-white women in the labor force had children under 6 while only 19% of the above female whites in the work force had children under 6.

INCOME:

" . . . Although the median income for non-white families as well as all families in St. Paul had increased substantially (between 1949 and 1959), the gap between the two was even greater than a decade before. (. . . In 1949 the median income of non-white families in St. Paul was $1,779; while for all families it was $2,282. Ten years later the median income of Negro families was $4,641, while for all families it was $6,543. In 1949 Negro median family income compared to all median family income was such that Negro families had 78% as much income as all St. Paul families. In 1959 Negro median family income was such that the Negro family had only 71% as much income as did the St. Paul community.)"[1]

In 1960 those who earned low and high income were as follows: earning less than $3,000 -- 26% of all Negro families, 12% of all white families. (The U.S. Government considers family income below $3,000 at the poverty

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[1] Borom, Lawrence H., et al., "The Problem is Here, The Time is Now: An Economic Profile of the Negro in St. Paul," St. Paul Urban League, April, 1964, p. 3.

Attachment 2b (Cont.)

level). Those earning $10,000 or more included: 7% of all Negro families and 18% of all white families.

HOUSING:

If by ghetto is meant an area where the vast majority of Negroes are confined because of community social patterns, then St. Paul has had a ghetto for at least thirty-five years. (Figures not available prior to this period.)

There are 76 census tracts in St. Paul. In 1940, 79% of all Negroes in St. Paul were found in census tracts 35 through 40.* In 1950, 89% of St. Paul's Negroes lived in this area and in 1960, 85% of St. Paul's Negroes were located there.

In 1960 Negroes living in census tracts 35 through 40 were concentrated within blocks as follows:

NUMBER OF BLOCKS	PERCENTAGE OF NON-WHITES WITHIN BLOCK'S TOTAL POPULATION
104	Under 59%
20	60% - 79%
14	80% -100%
138	Total number of blocks (In Census Tracts 35 through 40)

Other housing figures for St. Paul Negroes and whites as a whole are:

	PERCENTAGE DISTRIBUTION	
	Negro Homes	White Homes
Owner Occupied	45	59
Renter Occupied	55	41
Sound	66	87
Deteriorating	27	10
Dilapidated	7	3
Units built 1950 to March, 1960	9	15
Units built 1939 or earlier	89	77
Units with less than one person per room	84	88
Units with more than one person per room	16	12
Units occupied by owner worth less than $10,000	31	17
Units occupied by owner worth more than $20,000	6	13

PREPARED BY:
The Community Services Department, St. Paul Urban League, March 17, 1965

*These six census tracts are in an area bounded by Lexington, University, Rice and Selby. (Within Target Area A)

Item	Community Total	Target Area "A"	Target Area "B"	Target Area "C"
POPULATION				
Total Population	422,520	42,242	8,919	26,695
Percent of Population Living in Rural Areas	1.2%	0%	0%	0%
FAMILY INCOME				
Total Number of Families	103,436	10,303	2,205	6,464
Total Number of Families with Income Less than $3,000	10,586	1,756	288	1,257
Percent of all Families with Income Less than $3,000	10.2%	17.0%	13.1%	19.1%
Families with Income Less than $1,000	2,072	319	65	236
Families with Income from $1,000 - $1,999	3,669	680	78	460
Families with Income from $2,000 - $2,999	4,847	757	145	561
UNEMPLOYMENT				
Males 14 and Over in Civilian Labor Force	108,301	10,798	2,286	6,351
Percent of Such Males Who are Unemployed	4.5%	7.6%	6.2%	6.9%
Females 14 and over in Civilian Labor Firce	60,856	7,857	587	3,419
Percent of Such Females Who are Unemployed	3.3%	4.9%	2.9%	3.5%
WELFARE				
Persons Under 21	172,509	15,170	3,080	11,569
Percent of Persons Under 21 Receiving A.F.D.C. Payments RCWB	2.0%	Not Available By Census Tracts		
Persons Aged 65 and Over	41,582	5,645	823	2,822
Percent of Persons 65 and Over Receiving Old-Age Assistance RCWB	7.7%	Not Available by Census Tracts		

Attachment 3b

Item	Community Total	Target Area "A"	Target Area "B"	Target Area "C"
EDUCATION				
Percent of Persons Enrolled in School (14 and 15 years old SPBE	100%	100%	100%	100%
Percent of Persons Enrolled in School (16 and 17 Years old) SPBE	85%	Not Available by Census Tract		
Total Number of Persons 25 Years old and over	228,384	24,540	4,618	13,451
Persons 25 and Over with Less Than 8 Years of Education	11.6%	18.3%	20.9%	18.8%
SELECTIVE SERVICE				
Persons Aged 18 to 25 Who Were Examined by Selective Service USSS	2,146	Not Available by Census Tract		
Persons Rejected by Selective Service (4F and 1Y) USSS	664	Not Available by Census Tract		
Percent of Persons Examined Who Were Rejected by Selective Service (4F and 1Y) USSS	31%	Not Available by Census Tract		
HEALTH				
Births Per Year RCWB	10,800	Not Available by Census Tract		
Deaths Per Year of Infants Under 12 Months RCWB	228	Not Available by Census Tract		
Infant Deaths as a Percent of Births Per Year RCWB	2.1%	Not Available by Census Tract		
HOUSING				
All Housing Units	130,468	15,720	2,709	8,227
Number of Housing Units Which are Substandard	15,662	3,969	391	2,398
Percent of All Housing Units Which are Substandard	1.2%	25.3%	14.4%	29.1%

SOURCES OF INFORMATION (1965 STATISTICS)
RCWB - Ramsey County Welfare Board
SPBE - St. Paul Board of Education
USSS - United States Selective Service

Attachment 3b (cont.)

U. S. CENSUS OF BUSINESS 1963: SAINT PAUL-MINNEAPOLIS METRO AREA

Code	Industry group	1963									1958	
		Establishments, number		All employees		Production workers			Value added by manufacture	Capital expenditures, new[1]	All employees, number	Value added by manufacture
		Total	With 20 or more employees	Number	Payroll ($1,000)	Number	Man-hours (1,000)	Wages ($1,000)	($1,000)	($1,000)		($1,000)
		MINNEAPOLIS-ST. PAUL SMSA (Consists of Anoka, Dakota, Hennepin, Ramsey, and Washington Counties, Minn.)										
	ALL INDUSTRIES, TOTAL[2]	2,599	966	166,637	1,071,015	103,790	206,844	576,295	1,972,060	99,133	r146,037	1,396,579
20	Food and kindred products	253	127	19,747	124,758	13,420	26,705	80,787	259,888	11,012	22,272	253,376
201	Meat products	25	13	7,105	48,009	5,459	11,184	37,283	70,382	1,768	7,818	74,036
202	Dairies	41	24	2,353	15,550	1,170	2,214	6,516	33,078	1,378	2,755	25,604
204	Grain mill products	33	19	1,730	11,501	1,258	2,617	7,406	38,173	1,073	2,158	34,208
205	Bakery products	49	25	2,815	14,461	1,601	2,862	7,662	23,696	836	2,934	23,538
207	Candy and related products	21	9	1,100	4,646	937	2,004	3,461	10,665	646	935	7,958
208	Beverages	24	16	3,040	21,335	1,955	3,722	13,516	56,404	4,448	3,659	59,334
209	Miscellaneous foods and kindred products	40	16	1,365	8,453	879	1,793	4,492	25,351	811	1,793	27,273
22	Textile mill products	13	6	1,400	6,217	953	1,907	3,583	7,471	(Z)	1,810	5,277
225	Knitting mills	6	3	1,281	5,789	861	1,723	3,291	6,193	(Z)	1,652	4,046
23	Apparel and related products	137	58	4,700	17,761	4,051	7,384	12,336	32,530	533	6,176	33,759
231	Men's and boys' suits and coats	13	7	884	3,973	765	1,420	2,567	5,464	(Z)	1,323	7,209
232	Men's and boys' furnishings	18	13	1,095	4,298	914	1,576	2,686	8,608	(Z)	948	5,868
233	Women's and misses' outerwear	24	14	992	3,475	879	1,491	2,659	6,358	(Z)	1,403	7,367
239	Fabricated textiles, n.e.c	60	18	1,299	4,315	1,135	2,238	3,274	7,393	(Z)	1,455	7,749
24	Lumber and wood products	88	25	2,505	14,940	1,964	4,329	10,390	31,030	1,371	3,074	34,554
243	Millwork and related products	53	16	1,995	12,555	1,509	3,454	8,459	26,269	1,086	2,351	27,665
249	Miscellaneous wood products	19	7	352	1,663	307	583	1,280	3,363	(Z)	550	5,553
25	Furniture and fixtures	93	24	1,644	9,310	1,287	2,513	6,394	15,126	(Z)	2,058	14,086
251	Household furniture	54	13	1,062	6,139	830	1,654	4,015	9,787	(Z)	1,360	9,982
26	Paper and allied products	71	40	5,578	31,583	4,301	8,677	21,554	60,040	3,973	4,556	53,921
265	Paperboard containers and boxes	28	17	2,582	15,547	2,016	4,099	10,944	27,660	1,568	2,053	20,769
27	Printing and publishing	416	108	17,252	105,753	10,251	18,696	58,848	172,034	7,667	16,546	136,798
272	Periodicals	44	9	725	4,372	113	205	595	10,643	(Z)	585	6,314
273	Books	23	7	2,122	13,052	1,541	2,885	7,815	21,409	(Z)	1,940	15,875
275	Commercial printing	238	62	8,993	56,114	5,623	10,753	33,226	81,121	3,633	8,840	70,188
276	Manifold business forms	11	4	257	1,611	175	303	832	2,070	(Z)	120	825
278	Bookbinding and related work	20	4	503	2,646	403	824	1,911	4,630	(Z)	385	2,810
279	Printing trades services	26	10	601	4,385	441	824	3,134	6,694	(Z)	613	5,124
28	Chemicals and allied products	137	38	4,676	31,540	2,935	5,889	16,315	151,219	5,020	3,973	108,872
281	Basic chemicals	14	4	376	2,680	252	532	1,636	10,616	647	399	8,984
284	Cleaning and toilet goods	49	11	1,683	10,101	1,004	1,918	4,606	73,196	1,395	1,529	46,871
285	Paints and allied products	23	10	722	4,904	454	934	2,558	12,500	(Z)	730	7,905
29	Petroleum and coal products	19	11	1,239	9,215	796	1,746	5,206	38,409	15,812	1,117	24,909
30	Rubber and plastics products, n.e.c	93	23	2,692	14,094	2,142	4,303	10,005	30,086	2,085	1,865	13,907
32	Stone, clay and glass products	91	28	6,071	46,127	3,225	6,289	21,403	116,395	4,272	3,566	68,035
33	Primary metal industries	60	33	2,477	15,370	2,142	4,492	12,314	24,881	1,447	1,960	16,236
332	Iron and steel foundries	15	10	853	5,623	749	1,567	4,630	10,303	608	774	7,216
336	Nonferrous foundries	25	14	1,118	6,782	1,001	2,149	5,618	9,483	(Z)	795	5,189
339	Primary metal industries, n.e.c	13	5	260	1,581	200	398	1,070	2,550	(Z)	134	1,567
34	Fabricated metal products	300	119	10,808	63,993	8,650	17,329	45,741	109,010	5,269	9,619	89,180
342	Cutlery, hand tools, hardware	22	4	460	2,150	347	618	1,122	5,167	(Z)	884	6,780
343	Plumbing and heating, except electric	11	6	401	2,612	299	616	1,693	5,132	(Z)	457	4,844
344	Structural metal products	115	49	3,810	22,365	2,953	5,871	15,522	32,738	988	4,053	36,607
345	Screw machine products	26	10	804	4,859	687	1,375	3,774	7,519	1,301	710	5,691
346	Metal stampings	44	28	2,430	14,097	1,912	3,916	9,761	22,741	986	1,239	9,522
347	Metal services, n.e.c	37	7	758	4,231	624	1,161	2,864	7,365	533	591	4,706
349	Fabricated metal products, n.e.c	26	11	1,170	6,585	969	1,976	5,072	11,837	716	903	8,597
35	Machinery, except electrical	451	162	28,087	180,734	18,466	37,430	104,309	398,337	24,877	21,571	200,794
352	Farm machinery and equipment	42	21	4,824	26,538	3,721	6,836	19,359	49,976	1,673	3,449	38,520
353	Construction and like equipment	35	21	3,952	24,750	2,602	5,415	15,174	41,469	1,833	3,412	27,262
354	Metalworking machinery	74	17	1,257	8,062	990	2,088	5,942	12,413	753	1,299	11,652
356	General industrial machinery	63	23	2,227	14,514	1,497	2,951	8,497	26,816	547	1,622	14,221
358	Service industry machines	41	18	3,965	25,082	2,688	5,712	14,087	53,159	1,718	3,917	36,082
359	Miscellaneous machinery	144	39	2,300	13,978	1,918	4,064	10,825	21,552	1,237	1,654	13,833
36	Electrical machinery	118	66	16,241	109,162	9,996	19,954	53,744	194,292	6,430	7,186	67,662
361	Electrical distribution products	10	5	699	2,418	568	1,092	1,915	3,396	(Z)	170	1,447
362	Electric industrial apparatus	24	11	2,791	18,934	1,868	3,837	11,021	31,162	1,245	2,679	27,834
367	Electronic components	32	18	1,768	9,117	1,371	2,799	6,364	24,446	715	1,364	8,919
37	Transportation equipment	63	27	7,041	51,007	5,812	12,344	39,944	123,077	2,557	7,507	88,049
373	Ship and boat building	14	3	317	1,465	252	487	1,065	2,742	(Z)	299	3,182
39	Miscellaneous manufacturing, including ordnance[3]	135	52	9,932	59,136	7,963	15,673	43,409	102,404	3,500	7,946	70,783
394	Toys and sporting goods	36	15	1,646	7,070	1,472	2,749	5,260	15,696	1,884	1,306	7,925
398, 399, 190	Miscellaneous manufactures[3]	73	29	7,782	49,886	6,161	12,302	36,903	81,834	1,550	6,368	60,736
--	Administrative and auxiliary[4]	-	-	15,649	126,074	-	-	-	-	-	r10,901	-

January 1966

Attachment 4b

THE SAINT PAUL AREA'S PRINCIPAL FIRMS AND THEIR APPROXIMATE EMPLOYMENT

Minnesota Mining and Manufacturing Company	11,250
Univac - Division of Sperry Rand Corporation	6,600
Northwest Airlines	4,000
Swift and Company	3,500
Great Northern Railway Company	2,750
Armour and Company	2,650
Honeywell	2,500
Brown and Bigelow	2,450
Montgomery Ward and Company	2,400
Northern Pacific Railway Company	2,200
Control Data Corporation	1,900
Saint Paul Insurance Companies	1,850
Ford Motor Company	1,800
West Publishing Company	1,800
American Hoist and Derrick Corporation	1,700
Northwestern Bell Telephone Company	1,600
Waldorf Paper Products	1,500
Northern States Power Company	1,250
Hamm Brewing Company	1,200
Whirlpool Corporation	1,100
First National Bank of Saint Paul	1,000
Dayton's	900
Gould-National Batteries	850
Emporium	800

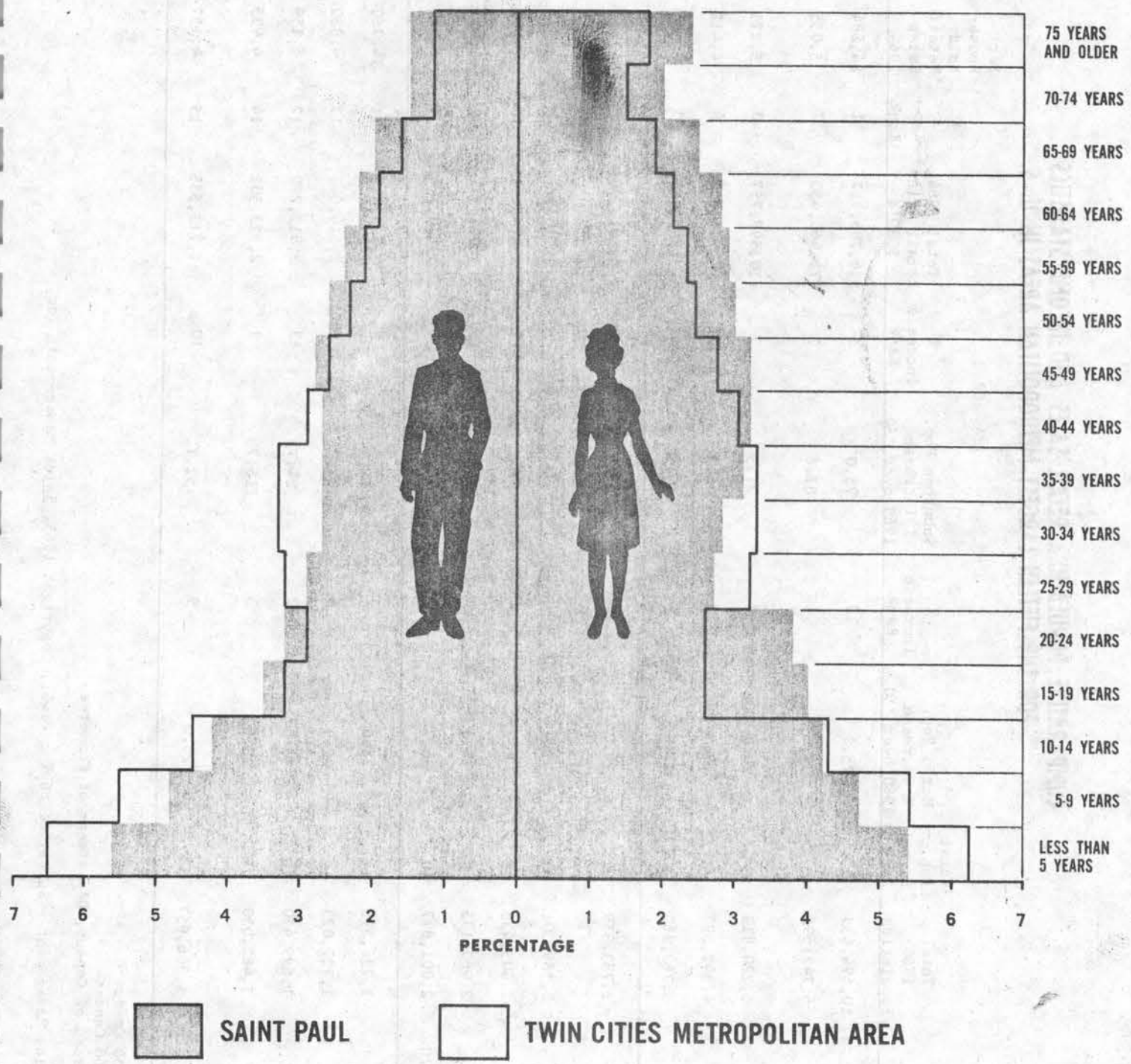
SOME INDUSTRIAL SERVICES PROVIDED BY SAINT PAUL FIRMS

Anodizing and Plating
Brazing
Chemical Laboratories
Coil Winding
Die Casting
Electro-Plating
Enameling
Foundries
Grinding
Heat Treating
Industrial X-Ray
Metal and Wood Impregnating
Metal Fabricating
Metallurgical Laboratories
Metal Spinning
Metal Stamping
Miniature Components
Pattern Makers
Physical Laboratories
Plastic Extrusions
Plastic Fabricating
Plastic Finishing and Decorating
Plastic Moldings
Precision Machine Shops
Printed, Stamped or Etched Circuits
PVC Molding
Terminal Boards
Tool and Die Makers
Tooling Facilities

Attachment 5b

PERCENTAGE DISTRIBUTION OF POPULATION, 1960 BY SEX AND AGE GROUP

CITY OF SAINT PAUL AND TWIN CITIES METROPOLITAN AREA



Source: U.S. Census of Population

Attachment 6b

COMPARATIVE POPULATION, RETAIL SALES AND INCOME STATISTICS FOR THE FIFTEEN LARGEST METROPOLITAN AREAS IN U. S.

Metro Area	Total 1960 Population	Total Pop. Size Rank	Metro Pop. % Increase 1960 over '50	% Increase Rank	Suburban Pop. % Increase 1960 over '50	% Increase Rank	Total 1964 Retail Sales $000's	Rank	Per Household Retail Sales 1964	Per Household Retail Sales Rank	Per Household Income 1964	Per Household Income Rank
New York	10,694,633	1	75.0	13	75.0	5	$16,786,917	1	$4,684	11	$9,102	5
Los Angeles-Long Beach	6,742,696	2	54.4	1	82.6	3	11,460,450	2	5,055	6	8,865	8
Chicago	6,220,913	3	20.1	8	71.5	7	10,597,757	3	5,271	2	9,591	3
Philadelphia	4,342,897	4	18.3	11	46.3	12	5,976,883	4	4,412	13	8,549	12
Detroit	3,762,360	5	24.7	4	79.3	4	5,840,867	5	5,161	3	9,008	6
San Francisco-Oakland	2,783,359	6	24.2	5	55.0	9	4,801,799	7	$4,945	7	$8,962	7
Boston	2,589,301	7	7.4	15	17.6	14	4,818,478	6	5,059	5	9,119	4
Pittsburgh	2,405,435	8	8.7	14	17.2	15	3,018,759	10	4,192	14	7,822	15
St. Louis	2,060,103	9	19.8	10	51.9	11	3,021,372	9	4,453	12	8,370	14
Washington, D.C.	2,001,897	10	36.7	2	87.0	2	3,678,748	8	5,412	1	10,322	1
Cleveland	1,796,595	11	22.6	7	67.2	8	2,849,590	11	$4,760	10	$8,809	10
Baltimore	1,727,023	12	22.9	6	72.9	6	2,514,643	13	4,930	8	8,748	11
Newark	1,689,420	13	15.0	12	24.7	13	2,812,940	12	5,159	4	9,755	2
SAINT PAUL-MINNEAPOLIS	1,482,030	14	28.8	3	115.7	1	2,323,502	14	4,925	9	8,836	9
Buffalo	1,306,957	15	20.0	9	52.1	10	1,713,535	15	4,157	15	8,399	13

Sources: 1950 Census
1960 Census
Bureau of Census, Department of Commerce

Sales Management - Survey of Buying Power, Copyright 1965, Sales Management, Inc.

January 1966

Attachment 7b

POPULATION OF SAINT PAUL AND THE METROPOLITAN AREA

	1950 CENSUS	1960 CENSUS	1965 ESTIMATES *
Saint Paul (Corporate City Limits)	311,349	313,411	315,350
Greater Saint Paul	438,885	553,260	629,656
Dakota County	49,019	78,303	107,690
Ramsey County	355,322	422,525	452,213
Washington County	34,544	52,432	69,756
Minneapolis (Corporate City Limits)	521,718	482,872	478,468
Twin City Metropolitan Area	1,112,800	1,482,030	1,683,672
State of Minnesota	2,982,483	3,413,864	3,635,000

SAINT PAUL'S PRINCIPAL SUBURBS (DAKOTA, WASHINGTON, & RAMSEY COUNTIES)

	1950 CENSUS	1960 CENSUS	1965 ESTIMATES *
Arden Hills	916	3,930	4,386
Burnsville Township	583	2,716	10,998
Cottage Grove	883	4,850	10,853
Eagan Township	1,185	3,382	6,752
Falcon Heights	3,884	5,927	6,409
Inver Grove Township[1]	1,752	5,753	9,448
Inver Grove Village[1] (Inver Grove Heights)	667	713	
Lauderdale	1,033	1,676	2,587
Little Canada		3,512	3,558
Mahtomedi	1,374	2,127	2,322
Maplewood	9,286	18,519	21,933
Mendota Heights	2,107	5,028	5,591
Mounds View		6,416	7,282
New Brighton	2,218	6,448	11,560
Newport Village	1,672	2,349	2,533
North Oaks		803	1,234
North Saint Paul	4,248	8,520	10,965
Oakdale Township		3,138	4,570
Roseville	6,437	23,997	29,347
Saint Paul Park	2,438	3,267	5,146
Shoreview - Incorporated 4-24-57		7,157	8,205
South Saint Paul	15,909	22,032	24,860
Vadnais Heights - Incorporated 6-24-57		2,459	2,568
West Saint Paul	7,955	13,101	16,104
White Bear Township	7,049	6,175	6,898
White Bear Lake	3,646	12,849	18,549
Willernie	592	664	681
Woodbury Township	1,056	3,014	3,758

1. Inver Grove Township and Inver Grove Village incorporated into Inver Grove Heights 1965.

1950-1960 Figures from Bureau of Census, Department of Commerce
* 1965 Estimates from Twin Cities Metropolitan Planning Commission

January 1966

EMPLOYMENT AND EARNINGS IN SAINT PAUL

INDUSTRY	Employment		Production Workers' & Earnings	
	Current Month	Percent Change from	Average Weekly Earnings	Average Hourly Earnings
	Nov. 1965	Nov. 1964	Nov. 1965	Nov. 1965
TOTAL NONAGRICULTURAL	166,805	4.0 %		
MANUFACTURING	47,683	7.5	$ 121.98	$ 2.97
DURABLE GOODS	20,815	13.3	130.72	2.99
NONDURABLE GOODS	26,868	3.4	113.10	2.96
Food & Kindred Prod.	4,930	1.3	108.96	2.98
Textiles & Apparel	1,390	-3.9	65.06	1.79
Lumber, Basic & Finish	650	1.7	108.86	2.79
Paper, Prtg. & Pub.	17,238	3.9	123.29	3.18
Metal Exc. Mach.	4,446	9.4	121.70	2.93
Machinery	11,875	18.6	127.84	2.89
Other Manufacturing	7,154	6.3	133.67	3.06
NONMANUFACTURING	119,122	2.7		
Construction	6,503	-2.6	151.42	4.26
Transportation	12,784	1.5		
Railroad	7,341	1.6	129.98	2.94
Trucking	4,084	2.7	134.48	3.27
Public Utilities	3,433	6.4	128.85	3.12
Wholesale Trade	9,987	2.3	107.57	2.74
Retail Trade	26,604	2.8	66.97	2.14
Department Stores	8,590	4.4	58.09	1.94
Finance, Ins. & R.E.	10,749	-0.1		
Finance	3,909	2.8	80.94	
Insurance	5,275	-0.3	87.36	
Service	27,932	4.7		
Government	21,130	4.4		

METROPOLITAN AREA EMPLOYMENT

TOTAL NONAGRICULTURAL EMPLOYMENT	649,538	NONMANUFACTURING	476,008
MANUFACTURING	173,530	CONSTRUCTION	36,330
		TRANSPORTATION	36,543
DURABLE GOODS	100,510	PUBLIC UTILITIES	15,069
NONDURABLE GOODS	73,020	TRADE	160,538
Food Products	24,035	Wholesale Trade	48,750
Textiles & Apparel	5,392	Retail Trade	111,788
Paper Products	16,901	FINANCE, INS., R.E.	38,170
Printing & Publishing	17,242	Insurance	16,498
Chemical & Petroleum	5,917	SERVICES & MISC.	101,632
Rubber & Leather	3,533	GOVERNMENT	87,726

Source: Minnesota Department of Employment Security January 1966

Attachment 9b

SAINT PAUL CENSUS TRACT DATA

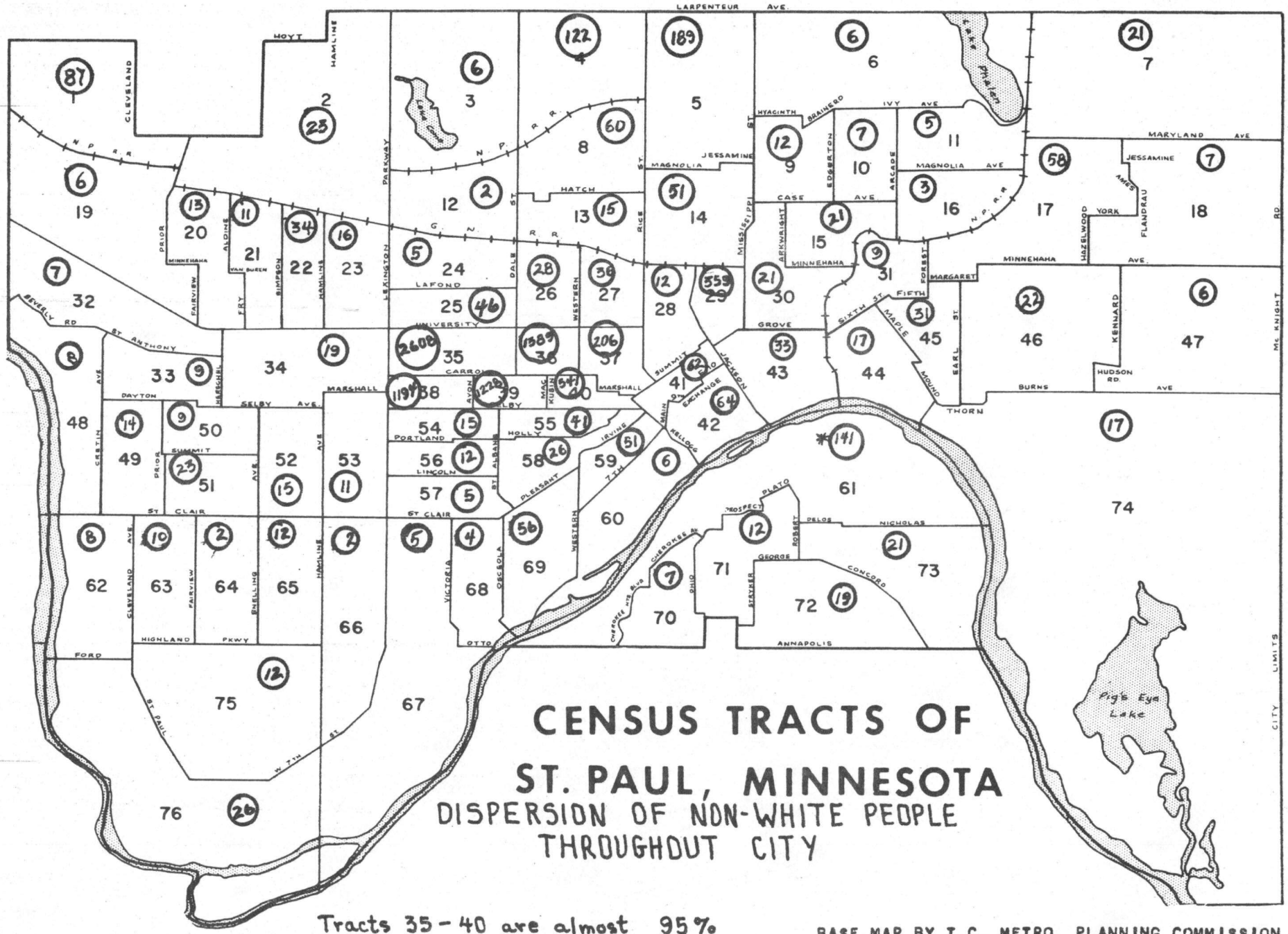
1960 Population, Household and Income Data for the Greater Saint Paul Area

Tracts	White	Non-White	Total	Households	Median per Family	Approximate Total For Tract
Saint Paul (City)						
1	5125	87	5212	1531	$ 7645	$11,704,495
2	6664	23	6687	1962	6856	13,451,472
3	7565	6	7571	2223	8203	18,235,269
4	2815	122	2937	797	6946	5,535,962
5	4403	189	4592	1267	4988	6,319,796
6	5579	6	5585	1668	$ 7168	$11,956,224
7	11,613	21	11,634	3100	7088	21,972,800
8	4871	60	4931	1498	6088	9,119,824
9	3762	12	3774	1155	6263	7,233,765
10	4804	7	4811	1630	6192	10,092,960
11	4200	5	4205	1379	$ 6530	$ 9,004,870
12	3508	2	3510	1042	6482	6,754,244
13	3017	15	3032	953	6340	6,042,020
14	3705	51	3756	1078	5568	6,002,304
15	4039	21	4060	1321	5836	7,709,356
16	3867	3	3870	1227	$ 5850	$ 7,177,950
17	6247	58	6305	1910	5504	10,512,640
18	8118	7	8125	2434	6770	16,478,180
19	1674	6	1680	546	6032	3,293,472
20	3463	13	3476	1152	6916	7,967,232
21	3670	11	3681	1249	$ 6424	$ 8,023,576
22	3344	34	3378	1050	6439	6,760,950
23	4281	16	4297	1353	6806	9,208,518
24	2998	5	3003	884	6254	5,528,536
25	4476	46	4522	1523	6138	9,348,174
26	4309	28	4337	1409	$ 5657	$ 7,970,713
27	3222	36	3258	1004	5536	5,558,144
28	1741	12	1753	627	5609	3,516,843
29	1788	359	2147	493	3135	1,545,555
30	2345	21	2366	725	5451	3,951,975
31	2429	9	2438	846	$ 5743	$ 4,858,578
32	3406	7	3413	1183	6786	8,027,838
33	4589	9	4598	1544	6834	10,551,696
34	3112	19	3131	1052	5817	6,119,484
35	1331	2608	3939	1294	5195	6,722,330

Census Tracts	White	Non-White	Total	Households	Median per Family	Approximate Total For Tract
Suburban Ramsey County						
R-101	2399	12	2411	725	$ 6648	$ 4,819,800
R-102	2166	1	2167	725	6796	4,927,100
R-103	4919	19	4938	1321	7994	10,560,074
R-104	4506	20	4526	1048	7151	7,494,248
R-105	5234	11	5245	1359	6568	8,925,912
R-106	3302	2	3304	828	$ 7035	$ 5,824,980
R-107	7132	25	7157	1841	7292	13,424,572
R-108	3922	8	3930	994	8081	8,032,514
R-109	3386	5	3391	748	6281	4,698,188
R-110	3096	10	3106	758	6809	5,161,222
R-111	4225	11	4236	1066	$ 6946	$ 7,404,436
R-112	2551	1	2552	733	6935	5,083,355
R-113	4667	16	4683	1229	8584	10,549,736
R-114	4039	12	4051	1103	8651	9,542,053
R-115	3044	13	3057	782	8189	6,403,798
R-116	4695	14	4709	1233	$ 7604	$ 9,375,732
R-117	3016	13	3029	749	7875	5,898,375
R-118	4452	16	4468	1140	8093	9,226,020
R-119	3420	3	3423	1044	9798	10,229,112
R-120	4093	87	4180	1055	5735	6,050,425
R-121	3494	18	3512	957	$ 6616	$ 6,331,512
R-122	3856	16	3872	939	7019	6,590,841
R-123	5825	29	5854	1513	6790	10,273,270
R-124	4624	42	4666	1047	7341	7,686,027
R-125	4107	20	4127	1061	6790	7,204,190
R-126	4654	5	4659	1138	$ 7417	$ 8,440,546
R-127	3854	7	3861	1023	6555	6,705,765
Dakota County						
D-1 A	3807	1	3808	1113	$ 7141	$ 7,947,933
D-1 B	3665	2	3667	1126	7381	8,311,006
D-1 C	5617	9	5626	1448	7866	11,389,968
D-2	6313	9	6322	1806	7316	13,212,696
D-3	8740	23	8763	2792	6965	19,446,280
D-4	6933	14	6947	1894	6794	12,867,836
D-5	6638	9	6647	1716	6680	11,462,880
D-6	5400	3	5403	1396	$ 7906	$11,036,776
D-7	6071	27	6098	1610	7415	11,938,150
D-8	3628	4	3632	1075	5833	6,270,475
D-9	2298	2	2300	748	5849	4,375,052
D-10	4149	8	4157	1068	6197	6,618,396

Census Tracts	White	Non-White	Total	Households	Median per Family	Approximate Total For Tract
36	1023	1389	2412	773	$ 5256	$ 4,062,888
37	1863	206	2069	827	4921	4,069,667
38	1654	1194	2848	915	5633	5,154,195
39	2125	1228	3353	1368	4890	6,689,520
40	3116	541	3657	1826	4727	8,631,502
41	2565	62	2627	1660	$ 4526	$ 7,513,160
42	1457	64	1521	1035	3800	3,933,000
43	955	33	988	463	5200	2,407,600
44	3210	17	3227	1083	5956	6,450,348
45	4865	31	4896	1512	6343	9,590,616
46	6735	22	6757	2046	$ 7118	$14,563,428
47	5931	6	5937	1575	7051	11,105,325
48	2597	8	2605	779	11,217	8,738,043
49	4537	14	4551	1329	7806	10,374,174
50	3833	9	3842	1176	7604	8,942,304
51	3918	23	3941	1129	$ 7948	$ 8,973,292
52	4596	15	4611	1562	7415	11,582,230
53	5397	11	5408	1919	7288	13,985,672
54	4313	15	4328	1517	6101	9,255,217
55	4475	41	4475	2380	5213	12,406,940
56	2611	12	2623	1028	$ 7128	$ 7,327,584
57	3523	5	3528	1138	8758	9,966,604
58	3971	26	3997	1775	5950	10,561,250
59	2868	51	2919	1271	4597	5,842,787
60	2733	6	2739	903	5316	4,800,348
61	2896	141	3037	871	$ 4968	$ 4,327,128
62	5244	8	5252	1839	8673	15,949,647
63	4556	10	4566	1263	8167	10,314,921
64	4928	2	4930	1655	7617	12,606,135
65	4861	12	4873	1683	6930	11,663,190
66	4807	2	4809	1570	$ 7593	$11,921,010
67	5345	5	5350	1665	6668	11,102,220
68	3529	4	3533	1106	6050	6,691,300
69	4054	56	4110	1249	5601	6,995,649
70	3699	7	3706	1159	6338	7,345,742
71	4982	12	4994	1583	$ 6439	$10,192,937
72	6007	19	6026	1857	6160	11,439,120
73	2872	21	2893	852	5310	4,524,120
74	1643	17	1660	465	7494	3,484,710
75	6201	12	6213	1900	10,676	20,284,200
76	7519	26	7545	2495	7306	18,228,470

Census Tracts	White	Non-White	Total	Households	Median per Family	Approximate Total For Tract
D-11	5342	9	5351	1468	$ 6532	$ 9,588,976
D-12	2584	22	2606	801	6825	5,466,825
D-13	990	18	1008	17		
D-14	3037	7	3044	722	5686	4,105,292
D-15	2914	10	2924	754	3982	3,002,428
Washington County						
W-1	3961	6	3967	1882	$ 5786	$10,889,252
W-2	3577	18	3595	1519	5222	7,932,218
W-3	5096	11	5107	1595	7305	11,651,475
W-4	4361	3	4364	1154	6152	7,099,408
W-5	4986	6	4992	1622	5976	9,693,072
W-6	3318	0	3318	1045	$ 6712	$ 7,014,040
W-7	3735	8	3743	1101	6772	7,455,972
W-8	1106	174	1280			
W-9	4724	10	4734	1354	$ 6060	$ 8,205,240
W-10	5336	27	5363	1414	6612	9,349,368
W-11	3546	8	3554	1280	$ 6147	$ 7,868,160
W-12	4845	5	4850	1245	6306	7,850,970
W-13	3565	0	3565	900	6574	5,914,800



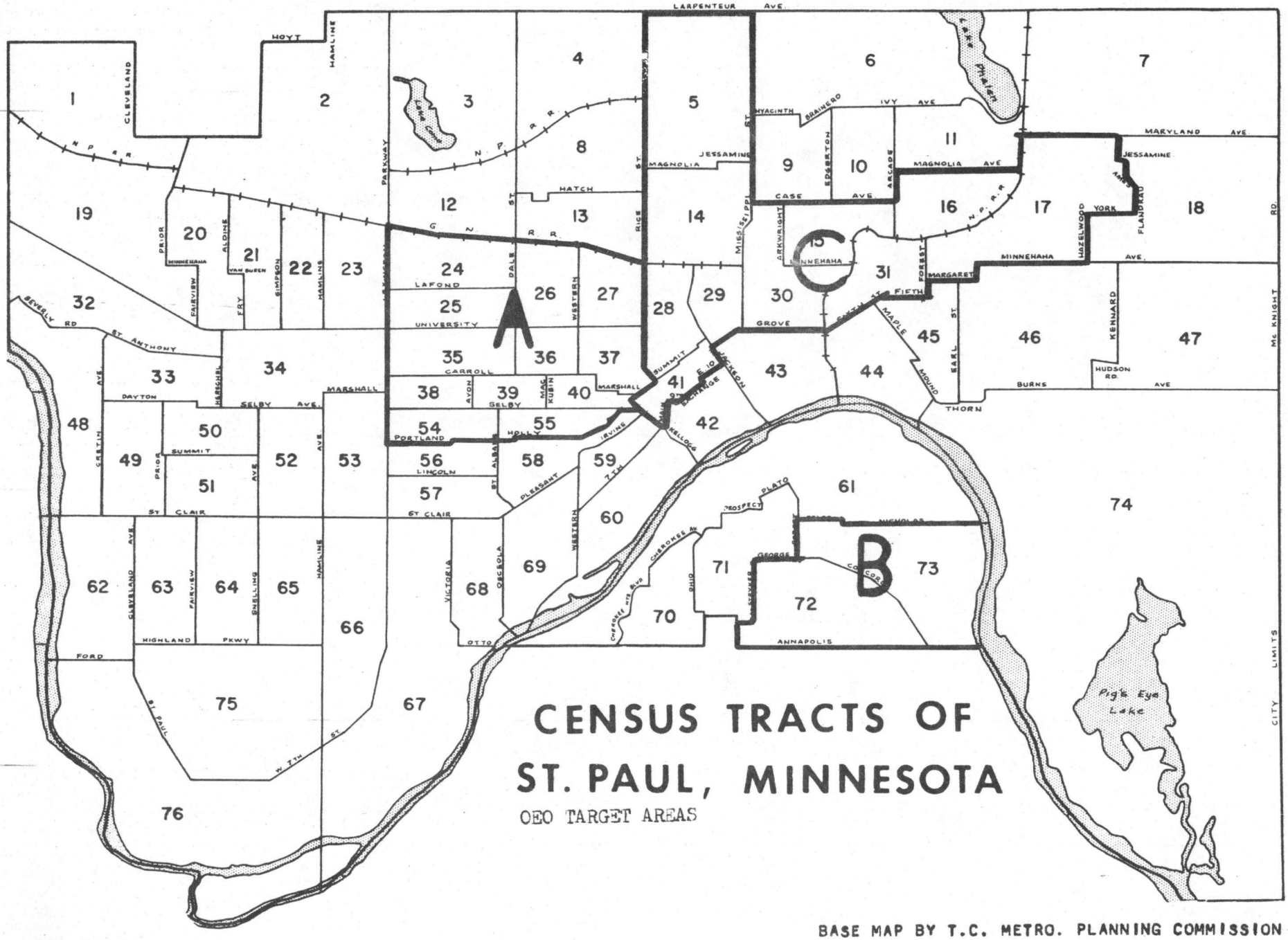
CENSUS TRACTS OF ST. PAUL, MINNESOTA

DISPERSION OF NON-WHITE PEOPLE THROUGHOUT CITY

Tracts 35 - 40 are almost 95% Negroid in composition.

BASE MAP BY T.C. METRO. PLANNING COMMISSION

Attachment 1c

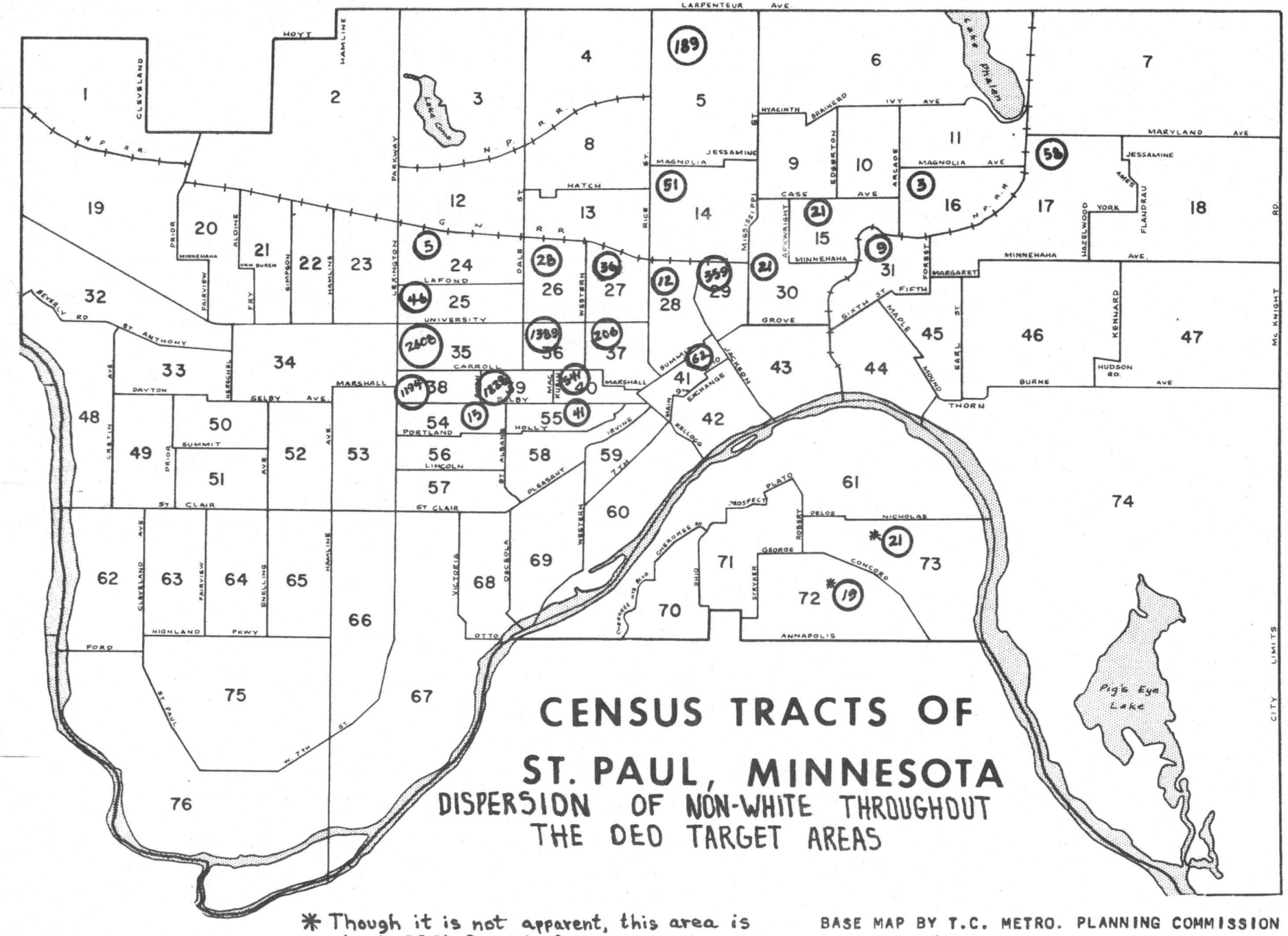


CENSUS TRACTS OF ST. PAUL, MINNESOTA

OEO TARGET AREAS

BASE MAP BY T.C. METRO. PLANNING COMMISSION

Attachment 2c



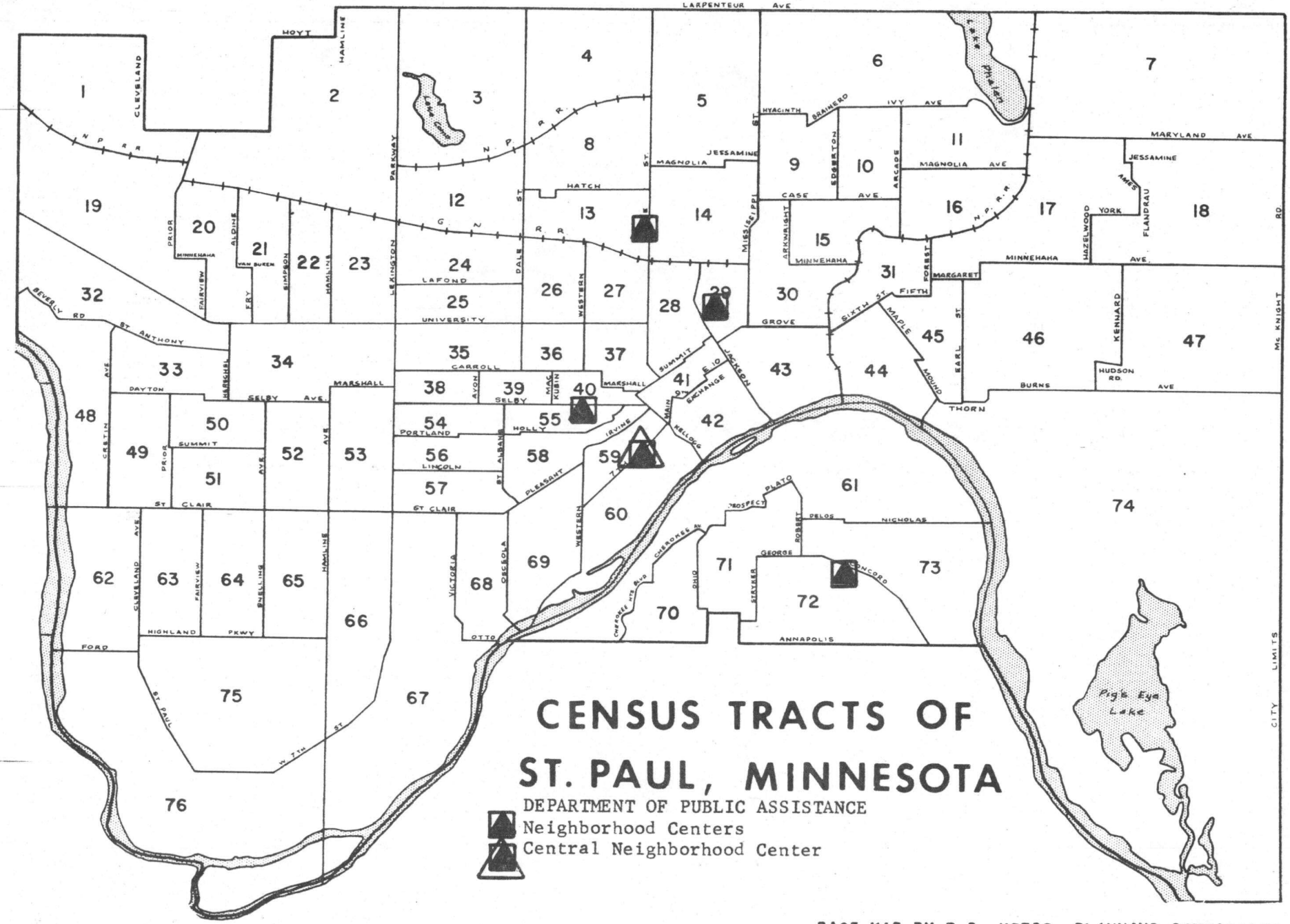
CENSUS TRACTS OF ST. PAUL, MINNESOTA

DISPERSION OF NON-WHITE THROUGHOUT THE DEO TARGET AREAS

* Though it is not apparent, this area is about 85% Spanish American.

BASE MAP BY T.C. METRO. PLANNING COMMISSION

Attachment 3c

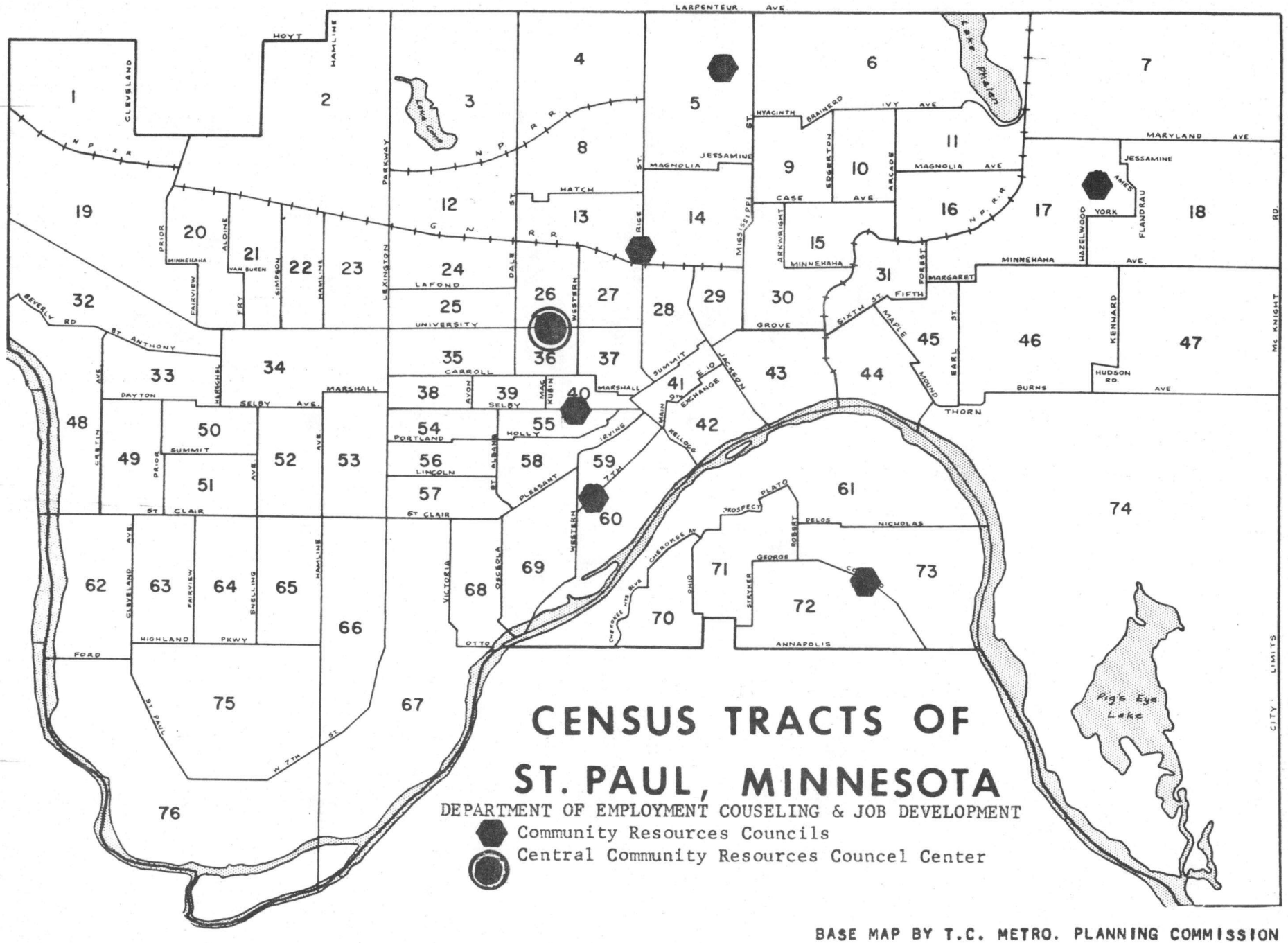


CENSUS TRACTS OF ST. PAUL, MINNESOTA

DEPARTMENT OF PUBLIC ASSISTANCE
Neighborhood Centers
Central Neighborhood Center

BASE MAP BY T.C. METRO. PLANNING COMMISSION

COMMUNITY RESOURCES COUNCIL, INC.
SERVICE SITE LOCATIONS



CENSUS TRACTS OF ST. PAUL, MINNESOTA

DEPARTMENT OF EMPLOYMENT COUSELING & JOB DEVELOPMENT

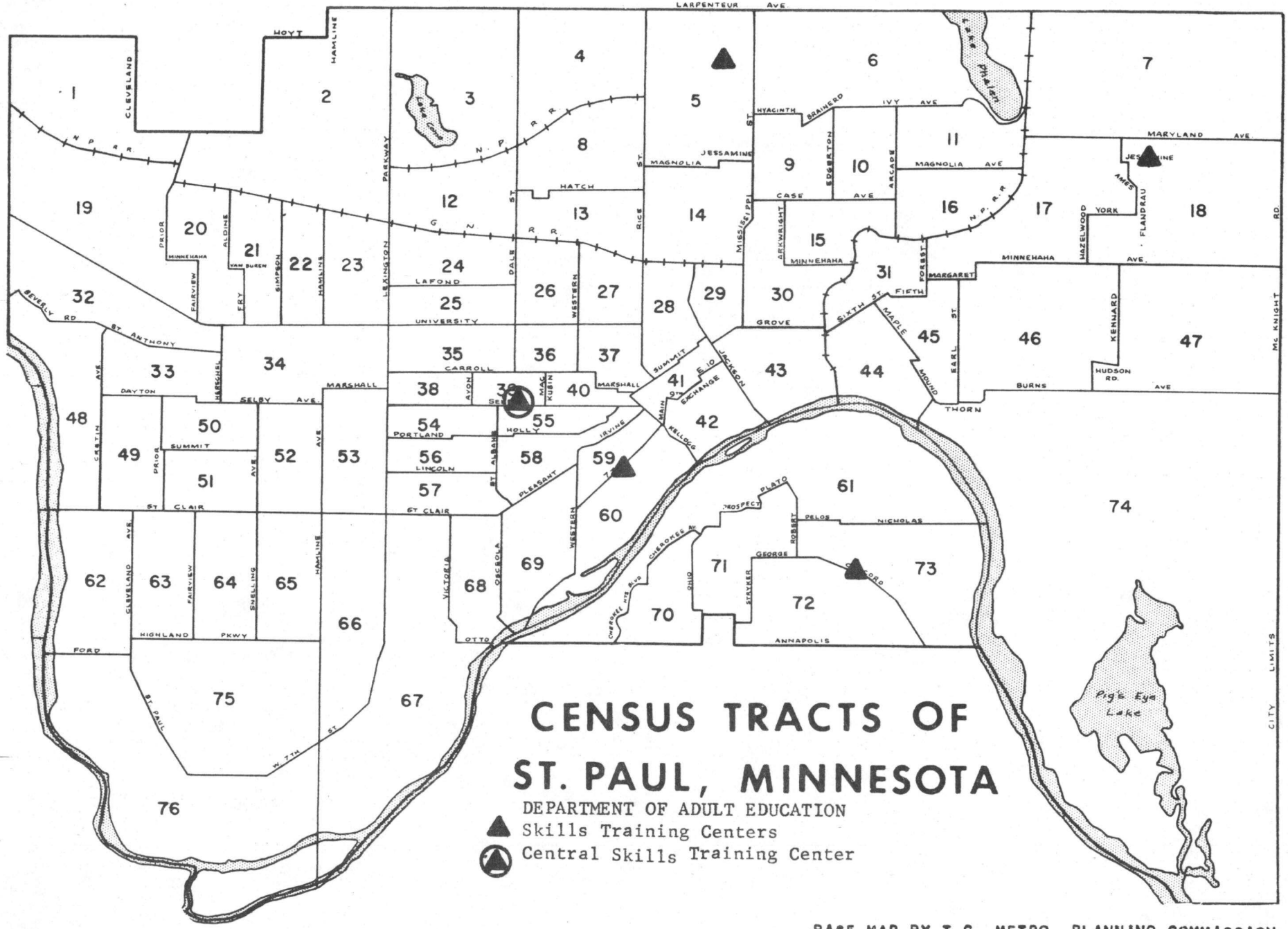
Community Resources Councils

Central Community Resources Councel Center

BASE MAP BY T.C. METRO. PLANNING COMMISSION

COMMUNITY RESOURCES COUNCIL, INC.
SERVICE SITE LOCATIONS

Attachment 5c



CENSUS TRACTS OF ST. PAUL, MINNESOTA

DEPARTMENT OF ADULT EDUCATION

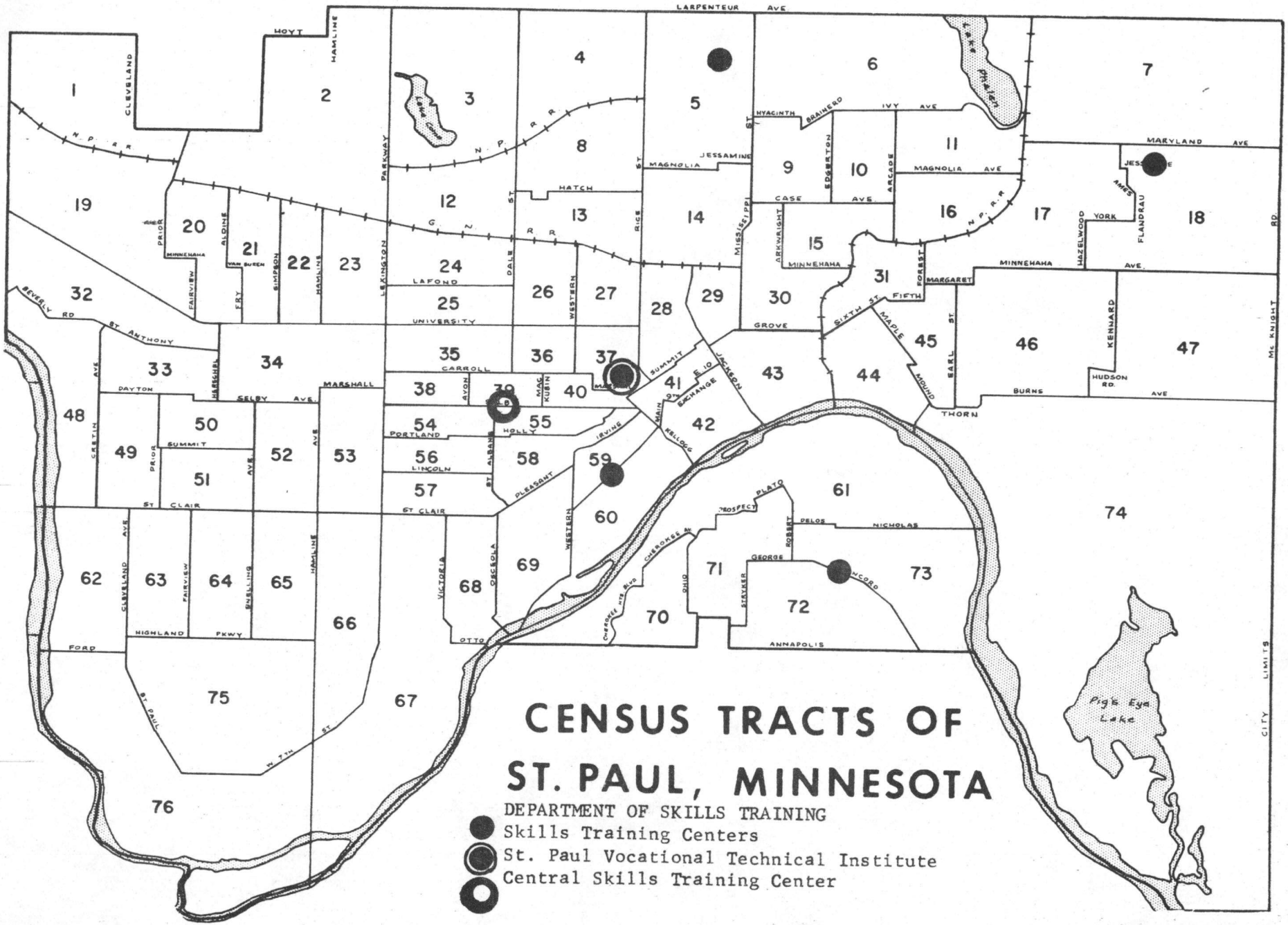
▲ Skills Training Centers

◉ Central Skills Training Center

BASE MAP BY T.C. METRO. PLANNING COMMISSION

COMMUNITY RESOURCES COUNCIL, INC.
SERVICE SITE LOCATIONS

Attachment 6a



COMMUNITY RESOURCES COUNCIL, INC.
SERVICE SITE LOCATIONS

Attachment 7c

Proposed

Services to be Offered

by

Departments and Divisions

of

THE COMMUNITY RESOURCES COUNCIL INC.

I.

A Demonstration Project

Designed to Exploit and Further

"Outreach"

"Employment Development"

"Manpower Planning and Coordination"

in the

City of St. Paul, Minnesota

Sub Component
I

This sub component of the project to be operated and administered by the:

Department of Employment Counseling

and Job Development

of the

COMMUNITY RESOURCES COUNCIL INC.

A Comprehensive Manpower Development and Training Program, Comprised of Three Distinct, Yet Integrated Parts, For the Unemployed and Underemployed People of St. Paul, Minnesota

The following is a proposal for a coordinated, comprehensive Manpower Development project to be established as a Continuing Program in the City of St. Paul, for the disadvantaged underemployed and chronically unemployed of the central city.

The three-part design of the attached program narrative for this proposal provides a detailed outline covering the purpose, intent, and need for this particular program. This program, implemented and administered by various divisions of the Community Resources Council Inc., has the full approval and cooperation of all of the local agencies presently working in the area of manpower development as well as those which are operating programs that might be effected by the creation of a new agency.

As a result of the extremely rapid expansion in the scope and volume of Manpower Development and Training Programs within our community, the enactment of new legislation creating additional vocational training programs has uncovered a real need for coordination and formalized planning. The planning necessary to make these various training programs as meaningful and productive as possible can be no less advanced than the changes in technology which are creating extraordinary alterations in our labor force and the demands of industry. Systematic planning is positively essential if we are to effectively fulfill the increasingly specialized demands of industry.

Problems

Corporations grow and shrink; productional goals and emphasis change; people change. Unfortunately, some of these changes may not be apparent or observable at the time one does a manpower utilization survey. Even though this may be the case, it is quite possible that these unobservable and seemingly innocent factors may become stumbling blocks in the future. It is also possible that some of them may be anticipated and met through training. Expected or indicated changes in production activities, the possibility of emergency expansion or relocation, planned, phased or accidental obsolescence, and a shifting market, are examples of such changes. Information on manpower needs can best be obtained from observation, research, and planning. The information derived should be incorporated into a manpower needs survey so that it may be properly analyzed and weighted. The results of the analysis should then become a significant factor in long range manpower planning.

Just three short years ago it was predicted that the extraordinary rate of Negro migration from the south would establish this group as the majority in such cities as Detroit, Cleveland, Baltimore, Chicago, and St. Louis within less than 20 years. This means that seven of this country's then largest cities will have Negro majorities. Though St. Paul is nowhere near being in this class it is, and in meaningful proportions, receiving sizeable numbers of these immigrants.

According to the Ramsey County Welfare Board, the present rate of traceable in-migration from the south exceeds 18 families per week. Obviously a rate of these proportions would be insignifcant in one of our larger cities such as Chicago or Cleveland, but an influx of this proportion

into a small community such as St. Paul is quite definitely a potential problem. For the most part, these people are in possession of but the minimal academic and vocational skills. Many of them are basically functional illiterates and, as such, unemployable within most areas of community's industrial structure.

Since they are not employable at the present time, they have no recourse but to seek assistance from our local relief agency. As transients, they are not eligible for regular on-going poor relief, so emergency assistance must be arranged to keep these people from perishing. Obviously this is greatly taxing our relief funds, which are solely supported by local tax funds. It is also compounding the problem by perpetuating dependency.

It is self-evident that the only approach open to alleviating this problem is the establishment of a complete and comprehensive Manpower Development Program which encompasses: Outreach recruitment and intake to reach the people where they live, vocational counseling, motivation and reinforcement of personal self-development. The following program narrative outlines what the staff of CRC believes is necessary in our community to cope with these problems.

Objectives

To meet the unique vocational training needs manifest in our community, the following objectives will be sought: A demonstration project designed to provide

A. Coordination of established and proposed Manpower Development and Training Programs.

1. The establishment of a "Manpower Development Coordinating Committee."

Organized to act as a clearing house for ideas and information, as well as a forum for keeping open the lines of communication and understanding necessary to attain the main objective of community-wide coordination of manpower development and training. The Coordinating Committee membership will include a staff representative from all of those agencies which are conducting vocational training programs in the community.

The Committee will meet at frequent and regular intervals to exchange information, coordinate services, and resolve operational problems. This Committee will be charged with the responsibility of eliminating unnecessary duplication of effort, keeping each

other informed of recognized needs, and coordinating the mutual use of the member agencies services and facilities as they lend themselves to the various programs, to bring all possible efficiency and concentration of effort to bear on the problems of unemployment and underemployment.

B. Establishment of Neighborhood Outreach Stations (Community Resource Centers).

To rent, equip and staff neighborhood job development centers out of which recruitment may be performed, in order to reach the, thus far, unreachable chronically unemployed and underemployed. To inform and assist these people to break the bonds of poverty and deprivation arising out of a lack of marketable vocational skills. These seven facilities (see map #5c elsewhere in this submission) are to be located in those areas of the central city which are presently acting as reception centers for the recently arrived unemployable transient family heads.

The Community Resource Centers will be jointly staffed and operated by CRC and the Minnesota State Employment Service in the manner described below:

1. Services to be provided:

a. MSES -- A placement officer will be stationed in each facility to handle all clientele who have sufficient vocational skills and aptitude to be immediately employable.

The Employment Service will make available and train the CRC test technicians in the administration and grading of all standard E.S. employment tests (GATB), as well as any other standardized tests which are considered of some value in the implementation of the service being offered.

A cooperative effort will be made by both the MSES Placement Officer and the CRC Employment Counselor to insure the agency's clientele the best possible long range career plans.

b. The CRC Department of Employment Counseling and Job Development will assign an Employment Counselor to each facility to handle the referral and vocational counseling of interested clientele in the beneficial aspects of the CRC Manpower Training programs.

In addition, CRC will retain a Psychologist to develop some culturally adapted tests which will have the appearance of safe and innocuous questionnaires. The Psychologist will also be responsible for training the aforementioned test technicians in the administration and grading of the cultrually adapted tests. These new tests must be administered in such a way as to not be suspect or frightening.

CRC Employment Counselors will accept and receive all of the referrals from the recruiters and community aides operating in their areas. The coordination of the recruiting activity being carried on by: The Neighborhood Youth Corps (Out of School), Job Corps, and the local CAP agencies. These must be handled by the CRC staff in such a manner as to reach as many people as possible, but avoid compounding any nuisance factors.

The CRC Employment Counselor will have a multiple responsibility in his counseling duties, since he will be handling the referral of clientele not only to the CRC Training Program but also to NYC, Job Corps and MSES.

In-Service Training will be coordinated and scheduled by CRC for the benefit of all people assigned to the neighborhood facilities. The In-Service Training class, supervised by the CRC Department of Adult Education, will conduct classes which are structured to give both CRC and other agency professional staff people a better insight into working with and relating to minority people and the poor.

CRC Manpower Management Advisors will be available to assist industry to locate and establish promotional routes and keep them open. CRC is prompted to establish this service because the managers of many companies are learning that the job descriptions by which they have been maintaining their promotional routes are too often no longer applicable. The descriptions written years ago and clearly delineating certain job functions may no longer describe the jobs to which they are assigned. Functions have changed but the descriptions have not; consequently, what may once have been a direct line promotional route could very well zig-zag all over the organization chart. CRC's Manpower Management Advisors will be trained and so sensitized as to detect such situations as these. They will also assist management in those areas of what we call the "Corporate Bottleneck," which is that level within the hierarchy where "Plans

for Progress" communications break down. By pointing out these areas of difficulty and referring the appropriate In-Service Training specialist to the corporation's management that they may set up seminars in the areas of Human and Race Relations in Supervision, etc., CRC does not expect to alleviate prejudice or bigotry, but the specialists previously mentioned will attempt to reduce the level of conflict by making it clear to middle management that their attitudes are presently, or may in the future cost the company too much.

The Director and Assistant Director of Employment Counseling and Job Development will be contacting those employers who have thus far not availed themselves of the services available through MSES, and also will attempt to convince them of the real worth of those people who have historically been numbered among the disadvantaged unemployables.

That facet of the CRC Manpower Development Program which we consider to be of the highest priority, though it has been almost totally ignored in the past, is Motivation and Personal Self Development. CRC intends to utilize directive and non-directive group discussion and therapy to stimulate and maintain the interest of its enrollees. The involvement of the enrollee in group sessions will commence immediately following his vocational counseling sessions with the CRC Employment Counselor. Since many professional people are suspect and are believed to be a threat by the disadvantaged, we intend to use sub-professional people as Group Discussion Leaders; people who may have had experiences similar to those of the enrollee. The use of sub-professionals in various facets of the CAP programs about the country has already proven that people of this type are much more readily accepted and acceptable to the deprived. The University of Minnesota Extension Service has promised to assist our agency in the training of these people, as well as certain aspects of the training of the professionals to be hired. The CRC discussion leaders will be so trained as to be mindful of the possibility that some of their clientele may have some very deep seated personality or mental problems. If they should happen to detect same, there will be highly trained professional group therapists available to work with these personality types and in depth.

Area to be Served

The greatest need for the type of outreach and program coordination outlined above is within the OEO delineated Target Areas where these people take refuge. (See Map # 2c).

Based upon information from the housing administration, welfare agencies, police department and the probation office, these areas, specifically those locations where our facilities are to be established, have the highest number of one-parent families, families with low income, parents with low educational levels, high juvenile delinquency and adult crime rates, high school dropout level, undereducated and underemployed minority groups, high incidence of welfare cases and dependence on other public agencies, and a high degree of transiency.

No similar project now exists in the designated site locations within the City of St. Paul, Minnesota. Consequently, the funds requested for this sub component of the CRC Manpower Development Program will be for a new effort and expended in the accomplishment of this effort. Office space and equipment acquired and/or renovated will, in the future, be used exclusively for the purposes outlined in the accompanying program narrative.

COMMUNITY RESOURCES COUNCIL
DEPARTMENT OF EMPLOYMENT COUNSELING AND JOB DEVELOPMENT

	Unit Cost $	Total Cost $
DIRECT COSTS		
1. Personnel		
a. Salaries		
Director-Employment Counseling (1)	9,000	
Ass't Director-Employment Counseling (1)	6,600	
Employment Counselors (7)	42,000	
Manpower Management Advisors (2)	15,600	
Job Solicitor (telephone) (1)	4,000	
Test Technicians (7)	27,300	
Stenographers (8)	32,000	
Community Aides (14)	48,048	
	184,548	
b. Fringe Benefits computed at the rate of 10% of total personnel budget	18,455	
		203,003
2. Contract Services		
a. Program Evaluation	8,000	
b. Workmen's Compensation	8,650	
c. Accounting and Audit	4,800	
d. Printing and Duplication	2,750	
e. Group Guidance and Counseling	16,000	
f. In-Service Training	1,250	
g. Legal Services	1,000	
		42,450
3. Consultants Services		
a. Psychologist	3,500	
b. Medical Exams-Estimated at rate of $400 per month	4,800	
c. Medical, Dental, Opthamology	5,000	
		13,300

	Unit Cost $	Total Cost $
4. Travel		
a. Local		
4 people averaging 300 miles per month at $.10 per mile	1,440	
7 people averaging 150 miles per month at $.10 per mile	1,260	
b. Out of State		
4 people, 1 conference each at air travel cost of $150 each	600	
4 people, 2 days per diem each at $16 per day	128	
		3,428
5. Communications		
a. 10 Trunk Lines plus 22 instruments -- 6 lines--1 each in Neighborhood Centers 4 shared lines in central facility Plus installation	6,600	
b. Allowance for Long Distance	200	
		6,800
6. Space Costs and Rentals		
a. Rent		
Neighborhood Job Development Centers--6 at 1020 sq. ft. each or 6120 sq.ft. at $3.00 per sq. ft.	18,360	
Office in Central Manpower Development Center--1 at 1020 sq. ft. at $3.00 per sq. ft.	3,060	

	No.	$ each	Unit Cost $	Total Cost $
b. Renovation				
Carpentry, Lumber & Millwork			7,740	
Electrical & Fixtures			4,470	
Paint and/or Plastering			1,575	
Floor Covering			1,470	
Plumbing & Fixtures			2,340	
Architects Plans			540	
c. Utilities			3,860	
				43,415
7. Consumable Supplies				
a. Office Supplies				
Computed at the rate of $75 per employee assigned to and working on project--26 employees			1,950	
b. Postage			840	
c. Office Accessories-Under $50 per item				
Smoking stands	4	9.00	36	
Steel cash box	7	6.00	42	
Wooden file trays-letter size	26	6.00	156	
Horizontal file, 5 tier	16	6.00	96	
Wastebaskets (Round, steel, walnut)	30	2.00	60	
Paper cutter 12" x 12"	6	9.00	54	
Paper cutter 15" x 15"	1	16.00	16	
Desk pads	27	4.00	108	
Heavy Duty paper punch	7	6.00	42	
Portable desk sharpener	8	5.00	40	
5" x 8" Card file	12	9.00	108	
d. Janitorial and Custodial Supplies			1,400	
				4,948

	No	$ each	Unit Cost $	Total Cost $
8. Rental, Lease, or Purchase of Equipment				
a. Office Machines				
Electric typewriter	8	450	3,600	
Dual Purpose Dictators	2	240	480	
b. Furniture and Fixtures				
3 piece suite--waiting room (triple settee, single seat table, table)	7	165	1,155	
Chair--waiting room	14	35	490	
Executive Desk	1	140	140	
Double Pedestal Desk	10	95	950	
Executive Swivel Chair	17	45	765	
Secretarial Desk	9	140	1,260	
Clerical Swivel Chair	9	35	315	
Bookcase	1	28	28	
Cabinet	6	45	270	
Filing Cabinets	7	60	420	
11-person wall rack	6	14	84	
Bulletin Boards	6	30	180	
Conference Tables	6	30	180	
Folding Chairs	60	6	360	
Side Chairs	40	4 for 50	500	
c. Special Equipment				
CO_2 Fire Extinguishers	7	60	420	
d. Rental - Office Machines				
Xerox 813 Copier-Rental cost for one year			1,080	
				12,677

	Unit Cost $	Total Cost $
9. Other Costs		
a. Insurance-Fire, Theft, Liability & Bond	2,840	
b. Subscriptions	420	
c. Membership in professional associations and societies	150	
d. "Help Wanted" Advertising	960	
		4,370
		334,391

INDIRECT COSTS

The Division of Employment Counseling and Job Development, an agency of the Community Resources Council, Inc., not having established an approved indirect cost rate with yours or any other federal agency, is hereby requesting the establishment of an indirect cost allowance of a provisional rate. Since the actual indirect cost allowance will be computed by your agency at a later date, we wish to request the establishment of a rate equal to 20% of the direct costs as submitted within this proposal. We realize that this rate is subject to verification by audit and a possible reduction and recovery by your agency if the rate is not properly substantiated by the aforementioned audit.

	66,878	
		66,878
GRAND TOTAL		401,260

Sub Component

II

Skills Training

Institutional and Non Institutional

This sub component of the Community Resources Council's Manpower Development project is to be operated and administered by the:

Department of Skills Training

of the

Community Resources Council Inc.

* * *

The planned procedures and activities to be undertaken for the accomplishment of a significant reduction in the numbers of local residents classified as chronically unemployed and underemployed are as follows:

A Skills Training

and Education Project

The comprehensive design of the project, as proposed, attempts to provide as many technical innovations in the education and training of the disadvantaged as is feasibly possible. It has been said that poverty breeds poverty -- the disadvantaged tend to remain disadvantaged. The odds are definitely against a poor person or family rising above their meager beginnings. When income is low, irregardless as to what the reasons might be, illness is usually high, mobility virtually eliminated, educational opportunities limited, and vocational training nothing more than an illusory dream.

We live in a cooperative society wherein each individual member is dependent on many others. Contrary to what many people would have us believe, government is a construct created by society in order to secure the greatest possible good. Without this agency the attainment of this much-desired goal would probably be either impossible, or highly uncertain for the individual man to realize. Some people would have us believe that any attempts on the part of the federal government to step in and try to right social and economic inequities is wrong. Admittedly, the total abolition of poverty and deprivation in our nation is probably wishful thinking, but a concerted attack on the definable sources of this dread disease in order that its insidious spread might be checked is the only answer, whether it be done by the federal government or a local group. The perpetuation of charitable patronage, regardless how good-intentioned it might be, is as far from the solution as man has ever been. Education, career directed training, and motivation for personal self development is considered by CRC to be primary in the establishment of a sane, healthy, productive society.

Scholars have for decades, hypothesized, described, defined, and redefined poverty. Poverty is said to be either collective, cyclical, or individualized. This may mean a lot to other scholars but to a poor unemployed man who must sit by idly and watch his family go hungry it means very little. We agree that a job for him is important, but even more important than the job is the vocational preparation for the job and pre-vocational orientation prior even to that.

Considering this sequence of training for the disadvantaged to be essential, we present the following proposal.

Objectives

To meet the unique, individual needs of the chronically unemployed and underemployed from low income areas, the following objectives will be sought:

1. To make the greatest possible use of residents from low income areas as aides in the recruitment of the unemployed and underemployed.

2. To cut down on the rate of dropouts (18%) from MDTA training courses with the liberal use of our group guidance and counseling specialists, some of whom will be non-professionals who have had experiences similar to what these enrollees have had.

3. To fill in the present gaps in the existing manpower programs and get the message out into the community regarding what is available through our agency and other agencies.

4. To cut down on the unemployment rates of graduates (18%) with an intense follow-up and by instilling in them the knowledge that they may return to the agency for counseling whenever necessary.

December 1965 State Statistics	Per Cent	Trainees
a. Employed	74	1,644
Training Related	87	1,427
b. Unemployed	18	405
c. Out of Labor Market	8	185

June 30, 1966 State Statistics	Per Cent	Trainees
a. Employed	71	2,731
Training Related	78	2,120
b. Unemployed	17	642
c. Out of Labor Force	12	449

5. Through personal self development sessions, improve work habits and instill in enrollees the desire to continue on with their personal improvement even after they have completed their training and found employment.

6. Provide pre-vocational training and education for MSES enrollees as well as CRC enrollees.

7. Whatever we say we intend to accomplish, make certain that we do so. This includes making sure that enrollees are told when their progress is not up to par. The class ratios will be such that close supervision is possible and intensified study may, if the need is indicated, be possible, in fact, required. No person will be graduated who is not completely ready to be employed at the entry level with the skills necessary.

8. A continuing evaluation will be carried on to make sure that all of the needs which the agency is capable of meeting and has proposed to meet are met.

9 Non-Institutional MDTA classes will be offered at night in the skills centers as well as during the days.

10. To develop a curriculum in the Skills Centeres which is adapted to the unique needs of the disadvantaged.

11. To provide informal school instruction for enrollees who have had difficulty functioning in large formal groups.

12. To provide Adult Education and/or Pre-Vocational Education coupled with Vocational Skills Training.

13. To provide intensive family-directed casework as needs indicate.

14. To pay for In-Service Training of professional and sub-professional personnel.

15. To hold the program as flexible as possible, consequently request straight funding rather than earmarked funds. In this manner we feel we can better make the courses fit the aptitudes of the people rather than forcing the aptitudes into the occupational categories. This will, of course, be tempered by manpower demands to maintain practicality and long range career goals.

Purpose

A. To insure the greatest possible flexibility in the program as proposed, we are requesting that this sub component of the project be either totally or primarily funded from unallotted funds in order that courses of instruction may be set up on the basis of the assessed needs of the clientele we draw to our operation. Those courses which are in duplication of what MSES is offering may, of course, be earmarked since we are committing ourselves to assisting MSES in broadening the vista of the MDTA program they are offering.

B. To expand and intensify the local Manpower Development Program by:

1. Establishing MDTA vocational training courses supplementary to those presently being offered by the Minnesota State Employment Service. Institutional -- 600; Non-Institutional -- 400.

a. Establishment of more classes in the high priority occupational categories being offered by MSES.

b. Establishment of courses which are somewhat of a departure from the traditional. (See list elsewhere in this submission).

c. Establishment of some business and commercial courses in our Neighborhood Skills Centers.

d. Establishment of some elementary technical courses in our Neighborhood Skills Centers.

e. Establishment of some technical courses by sub contract with local organizations and agencies.

f. Establishment of basic and pre-vocational class instruction in our Skills Centers to better prepare enrollees for their actual vocational education.

2. The Institutional Vocational Education of CRC will be offered at the St. Paul Vocational Technical Institute.

a. Formal vocational education will be offered there to those student enrollees who have less difficulty in relating to such a setting, and who have an aptitude which indicates the training they need is of the type offered there.

b. Funds will be specifically earmarked for the employment of additional vocational education teachers which will be necessary to fulfill the instructional needs of the CRC enrollees.

c. Some of the funds requested will be used to secure office space at the St. Paul Vocational Technical Institute for four Social Caseworkers and a clerical.

d. Funds will also be used to pay for the necessary supportive services a project of this type requires.

e. Pay for Social Casework Counseling.

3. Since enrollees over 21 years of age must pay tuition, funds will be used to pay this tuition for those student enrollees.

4. Cost of books and tools will be defrayed from funds requested also.

5. Training allowances will be paid to heads of families, members of households in which the head is unemployed, or single persons not living as members of a family or household group. This amount has been computed at $31.00 per week in Minnesota.

6. Those enrollees required to live away from home may receive up to $5.00 per day subsistence.

7. Enrollees may also receive daily commuting allowances for transportation from their homes to the training centers.

C. Project Summary

A potential enrollee is either referred or comes to the CRC Skills Training Center. He is then interviewed by an Employment Counselor who determines whether or not he is employable and whether his job goals exceed his skill levels. At this point he is started in the Group Counseling and Guidance sessions in order to, hopefully, receive the encouragement and motivation needed to successfully complete the education and training he must have to bring himself to the point of becoming employable.

He goes through the Adult Education studies to bring himself up to the equivalent of an 8th grade education.

Then he is again referred to the same Employment Counselor who evaluates his progress, potential and his chances of success. If he has potential beyond the 8th grade level, he is encouraged to get a GED which requires 6 weeks additional course work.

After completion of this he is assigned to either St. Paul Vocational Technical Institute, a Skills Center, or a Sub Contract agency of CRC. If he is assigned to a Sub Contract agency or the St. Paul Vocational Technical Institute, his Group Counseling and Guidance sessions are discontinued and a Casework Counselor takes over to assist him in any needs until he graduates. If he requests to remain in the Counseling sessions, he will be allowed to, but at this point it is no longer mandatory.

After graduation from any of the training centers, either the Skills Center or his Employment Counselor places him on a job. It is preferable that his Employment Counselor do this, because he has the most knowledge of this particular person, and can better follow up after he has been placed on a job.

A follow up is made, one at 6 months after employment, and one at 1 year after employment. The person is then on his own, but it is stressed that he may come back to the Skills Center at any time for any problems or counseling he feels he might need.

MDTA Adult and Youth Projects

Fiscal Year 1967

Those high demand courses presently being offered by MSES and which CRC will set up to supplement same:

OCCUPATION

Institutional

Combination Welder
Machine Operator
Mechanical Draftsman
Licensed Practical Nurse

Non Institutional

Clerk Typist
Clerk Stenographer
General Office Clerk

Type of Training Courses CRC might set up which may or may not be a departure from the traditional courses of instruction. The following may be Institutional, Non Institutional, or Sub Contract.

Some Occupational Skills at Critical Supply Level

May be developed through "Skills Training" and/or OJT.

Architectural Draftsman
Mechanical Draftsman
Photography, Industrial, etc.
Personnel Clerks
Stenographers
Typists
Duplicating Machine Operators
Cashiers
E.D.P. Equipment Operators
Billing Machine Operators
Computing Machine Operators
Shipping and Receiving Clerks
Sales; Insurance, Retail, Real Estate, Wholesale

Display Men and Window Trimmers
Cook (Dinner and Fry)
Baker
Beauticians
Pressers
Machinist
Tool Maker
Milling Machine Operator
Typesetting and Composing
Printer
Auto Mechanic
Semi Truck Drivers
Production Planners
Loan Counselor
Insurance Underwriter
Appraiser (Real Estate)
Claims Examiner
Laboratory Assistant -- Medical, Metallurgical, Chemical
Accountants, Junior
Bookkeepers
Business Machine Repairmen
Cashiers
Dental Laboratory Technicians
Diesel Mechanics
Optical Laboratory Mechanics
Electricians
Computer Console Operators
Floor Covering Installers
Instrument Makers
Machinists
Medical Technologists
X-Ray Technicians
Illustrators (Industrial)
Electronics Technicians
Multilith Operator
Programmer
Cabinetmaker
Electronics Assembler (Soldering, etc.)
Carpentry
Tailoring
Sewing Machine Operator
Model Makers
Dressmaking

Combination Welder
Arc Welder
Oxycetylene Welder
Gas Welder
Electrical Assembler
Cement and Concrete Finishing
Excavator (Back Hoe Operator)
Brick and Stone Mason
Asbestos and Insulation Workers
Glaziers
Photoengravers
Lithographers
Electrotyper
Darkroom Technician
Stereotyper
Insurance Investigator
Insurance Adjuster
Inspection and Calibration

Principal Occupational Training Courses
to be offered at
The St. Paul Technical Vocational Institute

Auto Mechanics

Core Curriculum

Chassis Repair and Wheel Alignment
Motor Repair--Automotive Machine Shop
Electrical Systems--Tune-up and Use of Analyzers
Welding
Repair Appraisal

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Cabinet Making

Core Curriculum

Elementary Joinery, Simple Construction, Care and Use of Tools and Safety Habits
Table and Open Case Construction
Chair, Case Door and Door Panels, Chest and Drawer Construction
Power Tools--Use and Care
Veneering--Wood Technology
Finishing, Refinishing and Design

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Carpentry

Core Curriculum

Use and Care of Hand and Power Tools
House Framing
Exterior Finishing and Preparing for Plaster
Concrete Form Work
Interior Finishing
Roof Framing and Use of Steel Square
Welding and Millroom Practice

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Electricity--Construction and Maintenance

Core Curriculum

Direct Current Theory
Wire Calculations
Magnetism
D.C. Motors and Generators
Alternating Current Theory
Inductance and Capacitance
Single Phase Power
Three Phase Power
National and Local Electrical Codes
Job and Shop Safety

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Machine Shop Practice

Core Curriculum

Bench Work With Hand Tools--Care and Use
Cutting Tools--Grinding Bits
Lathe--Fundamental Operations
Machine Tool Operation for Following:

Drill Press	Surface Grinder
Shaper	Cylindrical Grinder
Lathe	Tool and Cutter Grinder
Planer	Milling Machines (All Types)

Making Fixtures and Jigs
Maintenance Work
Welding

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Tool, Die and Mold Making

Core Curriculum

Machining Project For Orientation and Evaluation
Temporary Die Making
Progressive and Compound Dies
Templets and Layout
Tool, Die and Mold Design
Plastic Mold Making--Injection and Compression
Heat Treatment
Technical Related Shop Mathematics
Use of "Machinery's Handbook"

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Pattern Making

Core Curriculum

Simple Rectangular Patterns with Flat Cope
Solid and Split Patterns Turned Between Centers
Face Plate Turning--Gluing
Irregular Shapes in Patterns and Cores
Segment Work--Wheel and Pulley Patterns
Follow Boards--Shell Patterns
Duplicate Patterns--Mounted on Board or Gates
Box Construction for Patterns and Cores
Staved Patterns and Core Boxes by Various Methods
Segment Construction with Segments Laid Up in Steps
Patterns to Meet Special Problems
Machine Shop Practice

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 Months

Plumbing

Core Curriculum

Care and Use of Hand and Power Tools
Job and Shop Safety
Pipe Fitting Identification:

Galvanized	Black Malleable
Cast Iron	Soil Pipe

Pipe Shop Work
Oxyacetylene Welding
Soldering and Lead Work
Use of Transit

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science

Course time required -- 10 months

Printing

Core Curriculum

- Hand Composition
- Layout and Design
- Display Composition
- Stonework--Lock and Imposition
- Platen and Cylinder Letterpress Work
- Bindery Work
- Introduction to Linotype

Related Subjects

- Mathematics
- English--Technical Report Writing
- Drawing--Blueprint Reading
- Science
- Job Adjustment

Course time required--18 to 20 Months

Sheet Metal

Core Curriculum

- Nomenclature of Tools and Shop Orientation
- Pattern Drafting
- Seams and Allowances
- Cutting and Notching
- Forming
- Assembling
- Soldering and Welding
- Technical Information
- Safety

Related Subjects

- Mathematics
- English--Technical Report Writing
- Science
- Drawing--Blueprint Reading
- Job Adjustment

Course time required -- 18 to 20 months

Watch Repair

Core Curriculum

Development of Basic and Advanced Tool Skills
Disassembly and Assembly Practice
Lathe Work
Repair and Adjustment of Balance Wheels, Escapements and Jewels
Hairspring Work
Repair and Cleaning Watches--Including 11-1/2 Ligne, Automatics and Ladies' Watches
As time permits--
Introduction of Special Movements
Jewelry Repair

Related Subjects

Mathematics
English--Technical Report Writing
Job Adjustment

Course time required -- 10 to 15 months

Welding

Core Curriculum

Oxygen--Acetylene Welding in All Positions
Steel--1/8 to 5/16
Bronze Welding
Aluminum Welding White Metal Repair
Brazing
Hard Surfacing
Silver Brazing
Metallic Arc Welding--a.c. and d.c. (in all positions)
Alloy Welding--Hardsurfacing, Low Alloy Stels, Cast Iron, Aluminum Arc and Heliarc
Semiautomatic--"Tig" and "Mig" machines

Related Subjects

Mathematics
English--Technical Report Writing
Drawing--Blueprint Reading
Science
Job Adjustment

Course time required -- 18 to 20 months

Construction Drafting

Core Curriculum

Drafting Techniques and Conventions
Preparation of Working Drawings
Principles of Planning
Site Planning Problems
Shop Drawing Techniques--Cabinet, Metal and Concrete
Strength of Materials--Shears and Moments, Truss Design
Estimating

Related Subjects

Mathematics
Science
English--Technical Report Writing
Job Adjustment

Course time required -- 15 to 20 months

Engineering Drafting and Design Technology

Core Curriculum

Mathematics Review
Fundamentals of Drafting
Machine Elements
Tool Design
Pictorial Drawings
Theory Applications
Strength of Materials
Dynamics and Heat Engines
Electrical Mathematics
Machine Shop Practice

Related Subjects

Mathematics
English--Technical Report Writing
Science
Job Adjustment

Course time required -- 18 to 20 months

Electronics--Industrial Applications and Communications

Core Curriculum

Unit I--Theory of Electricity, Magnetism, Electric and Electronic Circuits, Inductance, Capacitance, Resonance
Unit II--Circuit Analysis, Vacuum Tubes Amplifiers, Oscillators, Power Supplies
Unit III--Pulse Circuitry, Carrier Transmission, High Frequency Amplifiers, Pulse Separation, Nonsinusoidal Oscillators, Wide Band Reactance Amplifiers, Transmission Lines
Unit IV--Transistor Design and Application, Computer Design and Programming, Industrial Circuits, Federal Communication

Related Subjects

Mathematics
English--Technical Report Writing
Electronic Drafting
Science
Job Adjustment

Course time required -- 20 months

Apparel Arts

Core Curriculum

Trade Information
Power Machines--Single Needle and Special
Fabrics and Seams
Patterns
Special Machines
Garment Construction
Assembling
Alterations
Finishing
Tailoring Processes
Simple Machine Repair
Standards and quality of Work

Related Subjects

Business Mathematics
Business English
Job Adjustment

Course time required--Requirements vary with previous education.

Business Practices

Core Curriculum

- Typewriting
- Recordkeeping
- Cash Register Operation
- Clerical Practice
- Business Telephone Practice
- Business Etiquette
- Filing
- Office Machines Operation
- Shorthand I and II
- Secretarial Practice

Related Subjects

- Business Mathematics
- Business English
- Job Adjustment

Course time required -- 10 months or until goal is achieved

Commercial Foods

Core Curriculum

- Sanitation
- Short-Order Cooking
- Fry and Broiler Cooking
- Salad and Vegetable Preparation
- Dinner Cooking
- Cold Meat Preparation
- Baking
- Butchering
- Menu and Recipe Construction
- Food Service

Related Subjects

- Business Mathematics
- Business English
- Job Adjustment

Course time required -- 16 to 18 months

Cosmetology

Core Curriculum

Sanitation and Sterilization
Dermatology
Manicuring
Permanent Waving
Hair Styling
Haircutting
Shampoo and rinses
Treatment of the Scalp
Facials
Tinting and Bleaching
Make-up
Basic Electricity and Light Therapy
Business Management
Cosmetic Chemistry
Cosmetology Laws and Code
Trichology

Related Subjects

Science
Communications
Job Adjustment

Course time required -- 52 weeks (1,500 hours required by State Board Laws)

Practical Nursing

Core Curriculum

Orientation
Medical and Surgical Nursing--Includes Care of the Aged
Obstetrical Nursing--New Mothers
Newborn Nursing--Babies
Pediatric Nursing--Children
Psychiatric Nursing--Care of the Mentally Ill
Home Nursing--Care of the Patients in the Home

Related Subjects

Nutrition
Communications
Vocational Relations

Course time required -- 52 weeks

COMMUNITY RESOURCES COUNCIL
DEPARTMENT OF SKILLS TRAINING

	Unit Cost $	Total Cost $
DIRECT COSTS		
1. Personnel		
a. Salaries		
Director (1)	9,600	
Casework Supervisor (1)	8,760	
Office Manager (1)	6,000	
Caseworkers (4)	24,000	
Admission Specialists (2)	11,000	
Senior Stenographer (1)	4,400	
Stenographers (4)	32,000	
Typists (2)	7,200	
	102,960	
b. Fringe Benefits computed at rate of 10% of total personnel budget	10,296	
	113,256	
c. Vocational Education Teachers (12) to be hired and supervised by the St. Paul Technical Vocational Institute. It will be necessary for the Institute to hire these additional teachers in order to support the training program being established by CRC at the Institute with the funds from this grant. Phase in at the rate of 4 teachers every 3 months.	67,500	
		180,756
2. Contract Services		
a. Accounting and Audit	4,800	
b. Legal Services	1,000	
c. Program Evaluation	8,000	
d. Workmen's Compensation	5,000	
e. Printing and Duplication	3,850	
f. In-Service Training	1,250	
g. Group Guidance & Counseling	12,000	
h. Adult Basic & Remedial Education	27,000	
i. High School Equivalency	5,000	
j. Vocational Education	112,000	
		179,900

	Unit Cost $	Total Cost $
3. Consultant Services		
a. Psychologist	3,500	
b. Medical, Dental, Opthamology	5,000	
		8,500
4. Travel		
a. Local		
7 people averaging 250 miles per month at $.10 per mile	2,100	
Estimated parking cost of $10.00 for 7 people for one year equals $120 per individual	840	
b. Out of State		
3-two day conference trips at cost of $150 air travel	450	
3 people - 3 days per diem each at $16 per day	144	
		3,534
5. Communications		
a. 4 trunk lines -- 12 instruments Plus installation	1,920	
b. Allowance for Long Distance	210	
		2,130

	Unit Cost $	Total Cost $
6. Space Costs and Rentals		
a. Rent		
Private offices -- 1,360 sq. ft. at $3.00 per sq. ft.	4,080	
General office space -- 3,570 sq. ft. at $3.00 per sq. ft. (This space has been computed from a base rate of 170 square feet per clerical employee, which amounts to 1,190 square feet for the staff assigned. In addition, this facility will house 8 basic education and vocational education teachers from the Department of Adult Education with whom we will be contracting for basic pre-vocational and vocational education. The total number of teachers to be working in these capacities will be 12 but the Department of Vocational Education will be assuming the responsibility for the space costs of only these four teachers.)	10,710	
Skills Center Instructional area -- 2,000 sq. ft. at $3.00 per sq. ft.	6,000	
Rental of office space in the St. Paul Vocational and Technical Institute to house 4 social caseworkers assigned to the Training Skills Department student enrollees. 4 office spaces -- 170 sq. ft. each equals 680 sq. ft. at $3.00 per sq. ft.	2,040	
b. Renovation		
Carpentry, Lumber, and Millwork	5,215	
Electrical and Fixtures	1,330	
Paint and/or Plastering	550	
Floor Covering	505	
Plumbing and Fixtures	1,400	
Architects Plans	125	
c. Utilities	2,200	
		34,155

	No.	$ each	Unit Cost $	Total Cost $
7. Consumable Supplies				
a. Office Supplies				
Computed at the rate of $75 per employee assigned to and working on project -- 15 employees			1,125	
b. Program Supplies				
Office and Training Equipment			1,200	
c. Postage			840	
d. Office Accessories-Under $50 per item				
Steel cash box	1	6.00	6	
Wooden file trays-letter size	15	6.00	72	
Horizontal file- 5 tier	12	6.00	72	
Wastebaskets (round, steel, walnut)	20	2.00	40	
Paper cutter 15" x 15"	1	16.00	16	
Desk pads 19" x 26"	15	4.00	60	
Smoking stands	4	9.00	36	
Plastic trash cans	3	7.00	21	
Heavy duty paper punch	2	6.00	12	
Portable desk sharpeners	3	5.00	15	
Double drawer Card file 5" x 8"	5	9.00	45	
Rotary card file	1	12.00	12	
Drawing scopes	2	19.00	38	
e. Janitorial and Custodial Supplies			700	
f. Medical and First Aid Supplies			450	
				4,778

8. Rental, Lease, or Purchase of Equipment

	No.	$ each	Unit Cost $	Total Cost $
a. Office Machines				
Electric typewriters	5	450	2,250	
Manual typewriters	2	250	500	
Mimeograph	1	250	250	
Dual purpose dictators	4	240	960	
10-Key adding machine	2	150	300	
b. Furniture and Fixtures				
Executive Conference Desk	1	170	170	
Credenza	1	130	130	
Executive Swivel Chair	1	75	75	
Executive Desk	1	140	140	
Double Pedestal Desk	6	95	570	
Executive Swivel Chair	7	45	315	
Secretarial Desk	7	140	980	
Clerical Swivel Chair	7	35	245	
Bookcases	3	28	84	
Steel shelving 6' x 6' x 12"	3	18	54	
Double settee	2	65	130	
Chairs	2	35	70	
Corner table	1	25	25	
Table	1	28	28	
Cabinets	2	45	90	
Filing Cabinets	2	60	120	
Clothes Lockers	12	58	696	
46-Person Clothes Rack	1	63	63	
Side Chairs	13	30	390	
Costumers	4	12	48	
c. Special Equipment				
Chalk Board 36" x 48"	8	18	144	
Bulletin Board	1	50	50	
Conference Tables 30" x 96"	10	30	300	
Tablet Arm Desk Chair	80	12	960	
Folding Chairs	60	6	360	
				10,497

	Unit Cost $	Total Cost $
9. Other Costs		
a. Insurance-Fire, Theft, Liability & Bond	800	
b. Subscriptions	70	
c. Membership in professional associations and societies	150	
d. "Help Wanted" Advertising	3,600	
e. Work connected expenses--900 student enrollees average of 9 weeks enrollment at $35.00 per week	283,500	
		288,120
		712,370

INDIRECT COSTS

The Division of Skills Training, an agency of the Community Resources Council, Inc., not having established an approved indirect cost rate with yours or any other federal agency, is hereby requesting the establishment of an indirect cost allowance of a provisional rate. Since the actual indirect cost allowance will be computed by your agency at a later date, we wish to request the establishment of a rate equal to 20% of the direct costs as submitted within this proposal. We realize that this rate is subject to verification by audit and a possible reduction and recovery by your agency if the rate is not properly substantiated by the aforementioned audit.

	142,474	
		142,474
GRAND TOTAL		854,844

Sub Component

III

On The Job Training

This sub component of the Community Resources Council's Manpower Development project is to be operated and administered by the:

Department of Apprenticeship Training

of the

Community Resources Council Inc.

* * *

The planned procedures and activities to be undertaken for the introduction of significant numbers of disadvantaged people into the OJT program are as follows:

An OJT Apprenticeship

Training Project

Purpose

As a rule, people tend to learn from experiences that have meaning for them. A major difficulty or obstacle standing in the way of the disadvantaged person learning a vocational skill is the lack of meaningful experiences to which he may refer to from his background. The disadvantaged individual seldom has the foundation which may be used as a bridge between what he knows and has experienced, and those things upon which his future instruction will be related. Of major significance in the OJT program is the simple fact that this type of program provides opportunities to engage in real vocational performance activities; activities which provide experiences to which the trainee may directly relate and which will in turn impart to the trainee a greater understanding of the job's requirements and demands, as well as the varying degrees of skills which are necessary to function efficiently.

There is no doubt in our minds that the Bureau of Apprenticeship Training (BAT) has been doing an excellent job in administering the OJT program in this locale, but thus far they have been able to reach only those people who would or could have been reached, regardless of their circumstances.

The hard-core, hard-to-reach poor who might function better on the job have been almost totally missed. Many of these people, having failed in their schooling, might function much better in a setting which does not trigger unhappy memories of failure.

CRC intends to prepare these disillusioned, embittered people for the assumption of OJT positions by means of our Group Guidance and Counseling approach to Personal Self Development wherein the all important missing link in the disadvantaged is stimulated -- Motivation. Once that the enrollee has reached a desirable level of confidence and wishes to really better himself he starts a pre-vocational indoctrination wherein he is given an orientation related to the job he has shown an aptitude for. Coupled with the aforementioned job related orientation is an indoctrination into what the employer will expect of him; desirable work attitudes, grooming, social skills, etc.

Objectives

1. To take the disadvantaged enrollee, and guide him purposefully and systematically into the skill area for which he shows an aptitude.

2. To develop attitudes of understanding for and cooperation with management and those people in authority with which he will be coming into contact.

3. To provide projects and project assignments in the area of pre-vocational skills development as a remedial factor to give the disadvantaged person a chance equal to those with whom he will eventually be competing.

4. To reduce the gap between the experiences of the disadvantaged and those who will be his co-workers by providing those experiences in the pre-vocational course which are a necessary foundation for a worker to better relate to and cope with the problems his apprenticeship will present.

5. To provide opportunities for the enrollee to better identify his problems and the causes of same. As a result, he will be better equipped to cope with them and similar type situations.

6. To provide opportunities for guidance in identifying and pursuing special interests and desires previously denied him.

7. To provide opportunities for the trainee who is the head of a family to better understand the importance of basic skills, concepts, and social skills as they relate to him and, more important, as they relate to his children.

8. To provide opportunities for the trainee to gain those basic educational skills he previously thought were beyond him.

9. To provide opportunities for group involvement and the interchange of ideas and experience.

10. To provide the trainee with a better understanding of his role in his community and society.

Proposal

The Department of Apprenticeship Training of the Community Resources Council Inc. proposes to:

A. Establish and administer an On-The-Job Training Program for the disadvantaged, chronically unemployed and underemployed people of St. Paul.

1. CRC intends to enter into sub-contractual agreements with St. Paul corporations whic have promised in excess of 300 OJT slots for the implementation of our program.

2. Whenever needs indicate such a necessity, OJT training programs will be set up for those trainees who are weak in any of the basic academic areas or who wish to gain a GED.

3. From those funds requested a thorough In-Service Training course will be required of all professionals and sub-professionals working in the program.

4. Set up supplementary classroom instruction in the basic education and the appropriate vocational training areas and couple this instruction with the OJT assignment.

5. Provide training allowances for classroom time spent in either basic or supplementary vocational education and training.

6. Funds to pay for services of four Social Caseworkers who will aid and counsel trainees during their training period.

7. Pay for contracted Group Counseling services which are to be an integral part of the trainee's orientation to personal self development and motivation.

8. Whenever a candidate for OJT appears to have the aptitude but does not have a basic education he will start at this basic level and once he has reached the equivalence of an 8th grade education he will start some basic pre-vocational course work. Once he has completed the pre-vocational training he will be interviewed by an employer for an OJT position, if accepted he may continue his basic education on a coupled basis if he so desires in order that he might receive his GED.

TRADES & SERVICES	Projected need in Local Industry through December, 1967
Drill Press Operator	692
Cook	1,493
Machinist	1,000
Welder	800
Sewing Machine Operator	1,202
Truck Driver	2,783
Alteration Women	256
Auto Mechanics	765
Service Station Mechanics	91
Service Station Attendants	236
Baker	233
Bricklayer	400
Carpenters	974
Cement Finisher	226
Dry Cleaner	57
Presser	360
Electrician	450
Carpet & Linoleum Layer	121
Meat Cutter	153
Millwrights Apprentice	98
Office Machine Repairman	165
Orderly	232

TRADES & SERVICES		Projected Need in Local Industry through December, 1967
Painter & Paperhanger		273
Plumber		325
Tool & Die Maker		451
Lathe Operator (Automatic & Hand)		219
Bartender		283
Bus Driver		416
Garment Cutter		62
Heavy Equipment Operator		253
Maintenance Man		657
Waiters & Waitresses		3,399
	TOTAL	19,125

	CLERICAL & SALES	Numbers Needed in Local Industry
16	Accounting Clerk	2,686
27	Salesmen (Non-Retail)	6,945
15	Typist	2,999
16	Secretarial	2,760
13	Stenographic	1,361
13	General Office Clerk	3,447
24	Check-Out Cashiers	2,107
7	Retail Salesperson	6,906
14	Duplicating Machine Operator	239
4	PBX Operator	736
	TOTAL	30,186

	TECHNICAL	
23	Licensed Practical Nurse	867
	Lab Technicians	UK
	Lab Assistants	UK
15	Nurses Aides	1,774
	Dental Assistant	74
	TOTAL	2,715

ADMINISTRATIVE	Numbers Needed in Local Industry
Claims Adjusters	365
Bookkeeper	1,072
Computer Console Operator	170
Underwriter Trainee	249
Inventory Clerk	UK
Shipping Clerk	UK
Stockmen & Women	UK
TOTAL	1,856

NUMBER OF OJT POSITIONS NEEDED

TRADES & SERVICE OCCUPATIONS

*Drill Press Operator	7
Cook	15
*Machinist	10
*Welder	8
Sewing Machine Operator	12
Truck Driver	20
Alteration Women	3
Auto Mechanics	7
Service Station Mechanics	1
Service Station Attendants	2
Bakers	2
Bricklayers	4
Carpenters	9
Cement Finishers	3
Dry Cleaners	5
Pressers	4
Electricians (Maintenance & Journeymen)	4
Carpet & Linoleum Layers	1
Meat Cutters	2
*Millwright Apprentices	2
Office Machine Repairmen	4

* Indicates tentative verbal commitment for some openings in job category.

Orderly	3
Painters & Paperhangers	3
Maintenance Plumbers	3
Tool & Die Makers	5
Lathe Operator	4
Bartender	3
Bus Driver	4
Garment Cutter	2
*Heavy Equipment Operator	3
(Waiter & Waitresses)	30
Maintenance Man	6
Stationary Engineer	2
TOTAL	193

* Indicates tentative verbal commitment for some openings in job category.

NUMBER OF OJT POSITIONS NEEDED

CLERICAL & SALES OCCUPATIONS

*Accounting Clerk	25
*Salesmen (Non-Retail)	15
Typist	30
Secretarial	7
Stenographic	24
General Office Clerk	20
Check-out Cashiers	21
Retail Sales People (M & F)	45
Duplicating Machines Operator	3
PBX Operators	3
TOTAL	193

TECHNICAL OCCUPATIONS

Licensed Practical Nurse	9
Laboratory Technicians	3
Laboratory Assistants	10
Dental Assistants	2
TOTAL	24

* Indicates tentative verbal commitment for some openings in job category.

NUMBER OF OJT POSITIONS NEEDED

ADMINISTRATIVE OCCUPATIONS

Claims Adjustor	4
Bookkeeper	11
Computer Console Operator	2
Underwriter Trainee	3
Inventory Clerk	3
Shipping Clerk	2
Stockmen & Women	6
TOTAL	31
GRAND TOTAL	441

COMMUNITY RESOURCES COUNCIL
DEPARTMENT OF APPRENTICESHIP TRAINING

	Unit Cost $	Total Cost $
DIRECT COSTS		
1. Personnel		
a. Salaries		
OJT Supervisor (1)	8,760	
OJT Specialists (2)	12,000	
Social Caseworkers (4)	24,000	
Stenographers (2)	8,000	
Clerk Typist (1)	3,600	
	56,360	
b. Fringe Benefits computed at rate of 10% of total personnel budget	5,636	
		61,996
2. Contract Services		
a. Program Evaluation	8,000	
b. Basic & Pre-Vocational Education	35,000	
c. High School Equivalency	50,000	
d. Workmen's Compensation	15,000	
e. Accounting & Audit	4,800	
f. Subcontract Fund	195,000	
g. Printing & Duplication	1,950	
h. Group Guidance & Counseling	24,000	
i. In-Service Training	1,250	
j. Legal Services	1,000	
		336,000
3. Consultants Services		
a. Medical, Dental, Opthamology	5,000	
b. Psychologist	3,500	
		8,500

	Unit Cost $	Total Cost $
4. Travel		
a. Local		
7 people averaging 250 miles per month at $.10 per mile	2,100	
Estimated parking cost of $10.00 for 7 people for one year equals $120 per individual	840	
b. Out of State		
3 - two day conference trips at cost of $150 air travel	450	
3 people -- 3 days per diem each at $16 per day	144	
		3,534
5. Communications		
a. 3 Incoming lines and a total of 11 instruments	2,000	
b. Allowance for Long Distance	200	
		2,200
6. Space Costs and Rentals		
a. Rent		
4 Private offices--1190 sq. ft. at $3.00 per sq. ft.	3,570	
General Clerical Area for three--510 sq. ft. at $3.00 per sq. ft.	1,530	
b. Renovation--Paneling, Painting, Electrical and Carpentry	2,350	
c. Utilities	1,520	
		8,970

	No.	$ each	Unit Cost $	Total Cost $
7. Consumable Supplies				
a. Office Supplies				
Computed at the rate of $75 per employee assigned to and working on project -- 10 employees			750	
b. Postage			480	
c. Office Accessories-Under $50 per item				
5" x 8" Double drawer card file	1	9.00	9	
Rotary Card File	1	12.00	12	
Heavy duty paper punch	1	6.00	6	
Portable desk sharpener	3	5.00	15	
Hand stapler	5	5.00	25	
Tape dispenser	10	4.00	40	
Steel cash box	1	6.00	6	
Desk trays-walnut veneer	10	6.00	60	
5 tier horizontal files	10	6.00	60	
Blotter pads 19" x 26"	10	4.00	40	
Wastebaskets (round, steel, walnut)	12	2.00	24	
Smoking stands	1	9.00	9	
Paper cutter 15" x 15"	1	16.00	16	
Postal scale	1	5.00	5	
d. d. Janitorial & Custodial Supplies			425	
				1,982

	No.	$ each	Unit Cost $	Total Cost $
8. Rental, Lease, or Purchase of Equipment				
a. Office Machines				
Electric typewriters	2	450	900	
Manual typewriter	1	250	250	
Dual purpose dictators	2	240	480	
10-Key adding machine	1	150	150	
b. Furniture and Fixtures				
Double Pedestal Desk	7	95	665	
Executive Swivel Chair	7	45	315	
Clerical Swivel Chair	3	35	105	
Cabinet	1	45	45	
Filing Cabinet-4 drawer-letter	1	60	60	
11 Person Wall Rack	1	14	14	
Conference Table 30" x 96"	1	30	30	
Folding Chairs	20	6	120	
Side Chairs	14	30	420	
3 piece suite-waiting room (triple settee, single seat table, table)	1	165	165	
Chair, waiting room	2	35	70	
c. Rental - Office Machines				
Xerox 813 copier - Rental cost for one year			1,080	
				4,869

	Unit Cost $	Total Cost $
9. Other Costs		
a. Insurance-Fire, Theft, Liability & Bond	850	
b. Subscriptions	120	
c. Membership in professional associations and societies	150	
d. "Help Wanted" Advertising	1,200	
		2,320
		430,371

INDIRECT COSTS

The Division of Apprenticeship Training, an agency of the Community Resources Council, Inc., not having established an approved indirect cost rate with yours or any other federal agency, is hereby requesting the establishment of an indirect cost allowance of a provisional rate. Since the actual indirect cost allowance will be computed by your agency at a later date, we wish to request the establishment of a rate equal to 20% of the direct costs as submitted within this proposal. We realize that this rate is subject to verification by audit and a possible reduction and recovery by your agency if the rate is not properly substantiated by the aforementioned audit. 86,074

		86,074
GRAND TOTAL		516,445

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: DIVISIONAL OR DEPARTMENTAL DIRECTOR (PROJECT DIRECTOR)

Section: Managerial Job Code No. 103.118-2 to 4

Summary of Duties: Responsible for planning, development, coordination, and administration of the various departments and services of the agency. Responsible for developing and interpreting agency policy. Gives general supervision to agency staff.

Work Performed: Performs all or most of the following:

Administers agency policies, practices, and procedures as established by the Agency Executive Director or the Board of Directors. Plans, develops, directs, coordinates, and evaluates agency programs and activities. Sets work methods and personnel practices as necessary to insure the accomplishment of agency goals.

Gives direct supervision to all departmental supervisors, special events, or programs. May in smaller agencies be responsible for performing the duties of Program Director, Director of Casework, Community Relations or other professional function. Responsible for the selection, training, evaluation, promotion, and release of agency personnel.

Prepares and/or reviews agency budget requests, budgets, financial reports, and other financial statements.

Develops new program summaries, etc., as assigned by Director of Program Development and Evaluation.

Plans, sets agenda, and conducts staff and/or committee meetings.

Services on various lay and professional committees.

Represents agency in relationships with other public and private agencies, governmental offices, schools, and industry.

Gives talks to community groups explaining agency's policies and practices.

Job Name: DIVISIONAL OR DEPARTMENTAL DIRECTOR (PROJECT DIRECTOR)
Job Code No: 103.118-2 to 4

General Qualifications:

Education: Successful completion of a full 4 year or longer curriculum leading to a Bachelor's degree from an accredited college or university in one of the social sciences.

Experience: Three years minimum of progressively responsible experience in administrative, professional, technical, or other responsible work which has provided a comprehensive knowledge of administration and management.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: OFFICE MANAGER

Section: Managerial Job Code No. 103.168-1 to 4

Summary of Duties: Performs, or supervises performance of agency's business activities. Supervises office and clerical personnel. Performs other duties specific to the agency.

Work Performed: Performs all or most of the following:

Accounting. Prepares and maintains, or supervises the preparation and maintenance of agency's accounting records and statements; ledgers, journals, agency and departmental budgets, budget requests, balance sheets, profit and loss statements, payroll, tax reports, and other financial records and reports required by governmental offices, insurance carriers, national organizations, and/or others. Sets up and revises accounting system as required. Analyzes monthly statements and other financial records, notes, trends, unusual costs or income and investigates cause of same. Makes recommendations to Agency Director.

Office Operations. Supervises large office staff. Determines work flow and office procedures, assigns duties, sets deadlines, reviews or spot-checks work as needed. Responsible for preparation and/or maintenance or administrative files, records, and reports. Supervises the servicing and repair of office equipment and furniture. Generally responsible for personnel decisions affecting office staff including hiring and release. Administers vacation schedule, sick leave, and other "fringe benefits" such as: hospitalization insurance, workmen's compensation, accident claims, or pensions. May administer these programs for entire agency staff. Administers office budget.

Purchases expendable office supplies as needed; obtains bids or estimates on equipment and furniture and submits orders as approved by Director or Board of Directors. May purchase program supplies and equipment at times.

Other duties: Generally performs one or more other duties of which the following are typical:

Salaried Job Description (cont.)

Job Name: OFFICE MANAGER Job Code No. 103.168-1 to 4

Supervises building maintenance and repair. Gives direct supervision to maintenance staff or handles relationships with janitorial service. Assigns and reviews work. Makes recommendations on major repairs and improvements. Obtains bids or estimates on same.

Supervises small store selling program supplies to members. Reviews purchase orders prepared by clerk to insure proper inventory.

Interviews prospective employees to obtain required information and to inform of agency's program; authorizes fee adjustments and payment plans; maintains various records.

Under immediate supervision of Agency Director or Assistant Director.

Generally sets own work methods but subject to policies of agency and federal government. Duties require thorough knowledge of Accounting and office procedures and the ability to initiate, or revise, work methods as the need arises.

Supervision: Supervises ten or more office workers and, at times, maintenance workers. Handles all or most personnel decisions affecting workers; recruitment, selection, training, assignment and review of work, employee evaluation, promotion, salary adjustment, transfer or release. Authority may be limited in some areas due to agency policy.

General Qualifications:

Education: Bachelors degree in accounting or Business Administration the normal minimum educational requirement.

Experience: SEE ATTACHMENT FOR EXPERIENCE.

Job Name: OFFICE MANAGER I Section: Managerial Job Code No. 103.168-1

Supervises a staff of employees engaged in performing a few (e.g., four or five) of the above functions as a service to a small agency (e.g., six to nine employees).

Experience: Zero to one year of experience where applicant has had opportunity to observe business management principles being applied.

Job Name OFFICE MANAGER II Section: Managerial Job Code No. 103.168-2

Supervises a staff of employees engaged in performing a few (e.g., four or five) of the above functions as a service to a slightly larger agency (e.g., ten to fifteen employees).

Experience: A minimum of three years of office experience with at least one year of managerial duties.

Job Name: OFFICE MANAGER III Section: Managerial Job Code No. 103.168-3

Supervises a staff of employees engaged in performing most (e.g., seven or eight) of the above functions as a service to a moderately large organization (e.g., fifteen to twenty-five employees).

Experience: Three to five years of progressively responsible experience in administrative, professional, investigative, technical or other responsible work. Routine clerical experience is not considered applicable.

Job Name: OFFICE MANAGER IV Section: Managerial Job Code No. 103.168-4

Supervises a staff of employees engaged in performing most or all of the above functions as a service to a large organization (e.g., twenty-five to forty employees).

Experience: In excess of five years of experience in a non-clerical position wherein the applicant has acquired responsible experience in administrative, professional, technical, or other responsible work which has provided a general background in the field of management.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: SECRETARY

Section: Clerical Job Code No. 201.3684

Summary of Duties: Performs a variety of clerical, stenographic, and statistical tasks for the Agency Director or other professional staff member. May keep simple financial records. May supervise a small (one or two workers) office.

Work Performed: Performs, most, but not generally all, of the following:

Types correspondence, reports, (case, legal, psychological, or medical), records and other material from copy, shorthand, or machine dictation. Corrects spelling and grammatical errors, may edit and rewrite material.

Takes shorthand notes of dictation, staff conferences or committee meetings. Transcribes notes.

Maintains filing systems for case reports, correspondence, statistical data, etc. Sets up new files and revises or eliminates old files as required.

Compiles statistical data and prepares statistical reports, charts, and graphs.

May act as private secretary to Agency Director, Program Director, or the supervisor of a division or department. Performs all his clerical work, maintains appointment schedule, answers telephone, greets visitors, and screens calls and visitors.

Performs miscellaneous duties such as: Opens and sorts mail; arranges for meetings; or secures hotel and transportation reservations. Performs other duties as assigned. Substitutes at other positions.

General Qualifications:

Education: High School Graduate, with secretarial courses plus six months or more or additional secretarial training.

Experience: One year or more of office experience may be substituted for additional secretarial training. Must be thoroughly familiar with the agency's operations.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: SENIOR STENO (CLERICAL POOL SUPERVISOR)

Section: Clerical Job Code No. 202.388-5

Summary of Duties: Plans, supervises, and coordinates the activities of a small office (approximately five to nine employees) or clerical pool. Trains new employees. Assigns and reviews work. Performs clerical functions such as typing, filing, stenography, bookkeeping, or registration.

Work Performed: Performs all or most of the following:

Plans and supervises operations of a small (five to nine employees) clerical staff. Determines work methods and work scheduling except as limited by agency policy. Assigns tasks and responsibilities. May set work deadlines.

Coordinates clerical department with other clerical and professional departments. Receives all requests for special handling, questions, and complaints pertaining to clerical work.

Reviews clerical work for accuracy, neatness, and quality. May formally evaluate clerical personnel periodically. Gives additional training if indicated.

Supervises filing systems. Determines filing methods. Sets up new files and revises old files or filing methods as needed, except as limited by agency policies. Maintains inventories of office equipment and supplies. May obtain bids and quotations on same. Orders office supplies, and occasionally other agency supplies, after cleared by administration. May have authority to purchase expendable office supplies at own discretion.

Performs regular clerical functions such as typing, filing, bookkeeping, registration or others. May regularly perform duties of Bookkeeper, Registrar, Secretary or other clerical position. Must be capable of performing duties of supervisor.

Duties vary from semi-routine to non-routine. Clerical work methods are generally standardized, but the ability to determine necessary changes, ti initiate changes, and to perform newly assigned tasks with little

Job Name: SENIOR STENO (CLERICAL POOL SUPERVISOR) Job Code No. 202.388-5

direction is required. Supervisor usually receives immediate supervision from Agency Director or Assistant Director. The position requires continual contact with other agency staff, and may involve routine contact with the public.

Supervises approximately five to nine clerical employees. Trains, assigns work and duties, and evaluates work and workers. Recommends hiring, transfers, salary adjustments, or release. Approximately one-half of time spent in supervision.

General Qualifications:

Education: High school education with standard secretarial courses and/or additional business education.

Experience: Normally requires at least three years of office experience, but this may be altered, depending on the education and work performance of the individual. Must be thoroughly familiar with the agency and related agencies.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: STENOGRAPHER II

Section: Clerical Job Code No. 202.388-4

Summary of Duties: Performs typing, filing, preparation of reports, and/or other similar clerical tasks of a complex nature and requiring independent judgment. May take shorthand. May regularly give leadership to one or two other clerical employees engaged in routine clerical operations.

Work Performed: Performs all or most of the following:

Performs any or all of the duties of a Clerk Typist II: Typing, filing, taking shorthand, tabulating statistical data, maintaining records, etc. Duties normally require an extensive knowledge of the field's technical vocabulary; a thorough knowledge of English; and a general knowledge of the agency and other related agencies.

Maintains records and prepares reports of complex nature such as participation or membership reports or units of service reports which are sent to CRC Central Registration Division. Independently selects, classifies and compiles such information.

Obtains quotations on office supplies. May place orders cleared by administration. Operates, or is capable of operating and training others in the operation of office equipment such as: typewriters, calculating machines, duplicating and copying machines, or dictaphone.

May perform duties of Receptionist or other clerical duties not including bookkeeping. Performs other duties as assigned.

Under general direction of Office Manager, Clerical Pool Supervisor, Divisional or Departmental Director. Duties vary from semi-routine to non-routine but the ability to make independent judgment and to perform new tasks with minimal supervision is essential. Work is not closely supervised but is generally spot-checked. This position may entail routine contact with the public.

Generally supervises one or two other employees engaged in routine clerical duties. Responsible for planning, assigning, and reviewing work of subordinates. At times this position will entail no supervision.

Job Name: STENOGRAPHER II Job Code No. 202.388-4

General Qualifications:

Education: High School Education with typing, shorthand and/or other secretarial courses. Additional business education preferred by some agencies.

Experience: Must have at least two years experience in related office work. Should possess a thorough knowledge of the agency's policies and work methods.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: STENOGRAPHER I

Section: Clerical Job Code No. 202.388-3

Summary of Duties: Performs typing, filing, and other clerical tasks of average difficulty and requiring some independent judgment. May take shorthand.

Work Performed: Performs all or most of the following:

Types letters, forms, reports, requisitions, case histories, statistical and financial reports, etc., from shorthand notes, machine dictation, or copy. Material typed requires some knowledge of the field's technical vocabulary; the ability to make corrections in grammar and punctuation and a general knowledge of the agency.

Files letters, forms, records, reports, etc. Maintains files in proper order. Opens and closes new or old files as required.
May take shorthand notes of dictation, staff or committee meetings, conferences, etc.

May maintain records such as office inventory, petty cash, enrollment, etc.

Tabulates statistical data.

May fill in at Receptionist's position or other clerical positions on a routine or semi-routine nature. Performs other duties as assigned.

Under general direction of Office Manager, Clerical Pool Supervisor, or other persons performing these functions. Duties are routine in nature but require some independent judgment. Receives close supervision on new tasks but generally work is only spot-checked. Position may involve routine contact with public.

Does not generally supervise. May occasionally give guidance or training to new employees, but is not responsible for their work.

Job Name: STENOGRAPHER I Job Code No. 202.388-3

General Qualifications:

Education: High School education with typing, shorthand, and/or other secretarial courses.

Experience: Six months previous office experience required, unless the applicant has had additional (post high school) education. Must have a general knowledge of the agency and related agencies.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CLERK-TYPIST I

Section: Clerical Job Code No. 203.588-2

Summary of Duties: Performs routine typing working primarily from copy, but may use transcribing machine to limited extent. Performs other routine clerical tasks.

Work Performed: Performs all or most of the following:

Types routine letters, reports, records, requisitions, case histories, and other material. Works primarily from copy but may use transcribing machine to limited extent. (Classify as Transcribing Machine Operator if more than 65% of work time is spent in operating a transcribing machine.) Material typed does not require a technical vocabulary or more than a general familiarity with the agency.

Files letters, records, reports, and other material. Maintains files in proper order.

May cut stencils and operate duplicating and copying machines.

Performs other clerical tasks of routine nature but varying with the agency. May include sorting and distributing mail; collating duplicated material; making out bills or receipts; answering telephone; or running errands. May fill in at receptionist desk or other clerical positions. Performs other duties as assigned.

Duties are generally repetitive in nature, requiring little independent judgment, and done in accordance with established work methods. Under immediate direction of Office Manager, Clerical Pool Supervisor, or other person performing these functions. Duties usually entail only limited public contact.

General Qualifications:

Education: High School Graduate required with typing courses.

Experience: No previous experience required.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CLERK-TYPIST II

Section Clerical Job Code No. 203.588-3

Summary of Duties: Performs typing, filing, and other clerical tasks of average difficulty and requiring some independent judgment. May use transcribing machine.

Work Performed: Performs all or most of the following:

Types letters, forms, reports, requisitions, case histories, statistical and financial reports, etc., from shorthand notes, machine dictation, or copy. Material typed requires some knowledge of the field's technical vocabulary; the ability to make corrections in grammar and punctuation and a general knowledge of the agency.

Files letters, forms, records, reports, etc. Maintains files in proper order. Opens and closes new or old files as required.

May maintain records such as office inventory, petty cash, memberships, etc.

Tabulates statistical data.

May fill in at Receptionist's position or other clerical positions of a routine nature. Performs other duties as assigned.

Under general direction of Office Manager, Clerical Pool Supervisor, or other person performing these functions. Duties are routine in nature but require some independent judgment. Receives close supervision on new tasks but generally work is only spot-checked. Position may involve routine contact with public.

General Qualifications:

Education: High School education with typing, shorthand, and/or other secretarial courses.

Experience: Six months previous office experience required, unless the applicant has had additional (post high school) education. Must have a general knowledge of the agency and related agencies.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: ADMINISTRATIVE AIDE (CLERK, GENERAL OFFICE I)

Section: Clerical Job Code No. 240.388-2

Summary of Duties: Performs variety of clerical duties of a generalized nature requiring the ability to type, write, record and file all forms of data.

Work Performed: Performs any combination of clerical tasks not requiring a knowledge of systems or procedures: Writes or types vouchers, statements, receipts, checks, or other documents copying information from one record to another. Proofreads records or forms. May sort and file records in the absence of a records or file clerk. Addresses envelopes or packages by hand or with typewriter or addressograph machine. Stuffs envelopes by hand or with envelope stuffing machine. Answers telephone, conveys messages, and runs errands. Stamps, sorts, and distributes mail in the absence of a mail girl.

General Qualifications:

Education: High school graduate with completion of some commercial courses, including typing.

Experience: A minimum of one year of previous office experience.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: DIRECTOR IN-SERVICE TRAINING

Section: Education Job Code No. 048.228-3

Summary of Duties: Plans, develops, and produces In-Service Training programs for professional, sub professional, and non professional personnel of the various divisions and departments of the CRC as well as staff of any other agency wishing to avail itself of this program.

Work Performed:

Training. Directs training programs for professional, sub professional and non professional staff personnel of CRC and any other social service agencies working with disadvantaged or minority peoples. Develops training programs for staff personnel which are designed to teach the philosophy of CRC, leadership skills, interviewing techniques, how to relate to and understand the disadvantaged and the minority situated. Trains local residents who have been selected for specialized community work. Prepares and maintains records and reports on the level of training each student participant has completed.

General Qualifications:

Education: Bachelors Degree and completion of an orientation to be conducted by the University of Minnesota Extension and select CRC staff members.

Experience: At least three years of either educational experience, industrial training experience, or social service experience.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: DIRECTOR BASIC AND CONSUMER EDUCATION

Section: Education Job Code No. 047.2284

Summary of Duties: Plans, develops, directs, and evaluates basic and consumer education program for agency.

Work Performed: Performs all or most of the following:

Plans, develops, and directs with the Director of Adult Education and his subordinate Teaching Supervisors, the educational and staff development program for regular staff and part time teaching consultants in both Basic and Remedial Education as well as Consumer Education.

Collaborates with State Department of Vocational Education and other such related agencies in developing a curriculum suitable for teaching adult people with special needs.

Participates in formulation of standards and policies in relation to teaching Basic and Remedial Courses of instruction.

Prepares and evaluates teaching aids and demonstration materials used in teaching. Instructs staff in their use.

Keeps in close touch with new approaches to teaching Basic Education courses.

Plans with other departments of CRC to develop the best possible methods for furthering the basic education of disadvantaged people.

May, upon occasion, assume the duties of the Director of Adult Education when so assigned.

Supervises and assigns three or more Basic Education Teaching Supervisors as well as any number of Basic and Consumer Education teaching consultants.

General Qualifications:

Education: A Masters degree in Education preferred, but a Bachelors degree will suffice.

Experience: If the individual has a Master of Arts, two years of experience will be sufficient, but a holder of a Bachelor of Arts or a Bachelor of Science with five years of experience will qualify also.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: DIRECTOR VOCATIONAL AND PRE VOCATIONAL EDUCATION

Section: Education Job Code No. 045.228-4

Summary of Duties: Plans, develops, directs, and evaluates Vocational Education program for agency.

Work Performed: Performs all or most of the following:

Plans, develops, and directs with the Director of Adult Education and his subordinate Teaching Supervisors, the educational and staff development program for regular staff and part time teaching consultants in both vocational and pre vocational education.

Collaborates with State Department of Vocational Education and other such related agencies in developing a curriculum suitable for teaching informal vocational and pre vocational education courses to people with special needs.

Participates in formulation of standards and policies in relation to teaching vocational courses of instruction.

Prepares and evaluates teaching aides and demonstration materials used in teaching. Instructs staff in their use.

Keeps in close touch with new approaches to teaching Vocational and Pre Vocational Education courses.

Plans with other departments of CRC to develop the best possible methods for furthering the vocational education of disadvantaged people.

Supervises and assigns three or more Vocational and Pre Vocational Teaching Supervisors as well as any number of teaching consultants.

General Qualifications:

Education: A Bachelors degree in Vocational Education is preferred but not mandatory.

Experience: With a Bachelor of Arts, two years of experience is required. In lieu of the degree, individual must have at least five years of generalized experience in industrial or vocational instruction.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: TEACHING SUPERVISOR BASIC EDUCATION

Section: Education Job Code No. 047.118-3

Summary of Duties: Supervises the reading, mathematics, writing, speech and English instruction program of the CRC's Basic and Remedial Education Program. Plans and organizes classes; supervises instructors and consultants; assigns students to appropriate classes; coordinates department with other departments of the agency.

Work Performed: Performs all or most of the following:

Supervises instructional staff. Plans, organizes, and schedules all classes at the direction of the Director of Basic Education. Assigns teachers and consultants to classes. Gives general supervision on course content, methods of instruction, discipline, and other classroom matters.

Interviews new students for background information, education, ability and educational needs. May give written "tests" in order to determine same. Assigns students to appropriate classes.

Coordinates and integrates the activities of the Basic Education Department with other departments and divisions. May refer students to caseworker when social problems are indicated, or to group counseling and guidance services. Attempts to maximize the development of the students social adaptation as well as educational advancement.

Records, maintains, or supervises the maintenance of records and reports on students and classes.

Reports directly to Director of Basic and Consumer Education. Work is non-routine and requires the exercise of independent judgment, especially in organizing classes and in assigning students to classes.

Supervises approximately 3 to 6 regular teachers and from 3 to 6 teaching consultants. Advises on hiring, release, or salary adjustment.

Salaried Job Description (cont.)

Job Name: TEACHING SUPERVISOR BASIC EDUCATION Job Code No. 047.118-3

General Qualifications:

Education: Bachelors degree in Education required.

Experience: Education administration experience desirable but not required. Must have had at least three years of teaching experience.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: TEACHING SUPERVISOR-VOCATIONAL AND PRE VOCATIONAL EDUCATION

Section: Education Job Code No. 045.118-3

Summary of Duties: Develops and directs teaching personnel in application of curriculum program of educational system. Confers with Director and administrative personnel to plan and develop curriculum designed to meet need of disadvantaged and minority students. Plans and organizes classes; supervises instructors; assigns students to appropriate classes; coordinates section with other sections and/or departments of the agency.

Work Performed: Performs all or most of the following:

Supervises instructional staff. Plans, organizes, and schedules all classes. Gives general supervision on course content, methods of instruction, discipline, and other classroom matters.

Interviews new students. Interviews new students for background information, education, ability and educational needs. Assigns students to appropriate classes.

Coordinates and integrates the activities of the vocational education department with other departments of the agency. May refer students to caseworker or group therapist when social and/or personality problems are indicated. Attempts to maximize the development of the student socially as well as vocationally.

Records, maintains, or supervises the maintenance of, records and reports of students and classes.

Reports directly to Director of Vocational and Pre Vocational Education. Work tends to be non-routine and requires the use of independent judgment, especially in organizing classes and in assigning students to classes.

General Qualifications:

Education: Bachelor's degree in Industrial Education required.

Experience: Two to four years Education Administration experience desirable.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: DIRECTOR OF JOB DEVELOPMENT

Section: Managerial Job Code No. 103.118-5

Summary of Duties: Counsels disadvantaged people seeking employment, vocational training, or higher education. Supervises program attempting to motivate chronically unemployed and underemployed toward higher educational and occupational goals. Works with employers, and other organizations, attempting to expand the employment opportunities for minority groups.

Work Performed: Performs all or most of the following:

Directs the interviewing and counseling of the disadvantaged and minority group members seeking employment, vocational training, or higher education. Provides clients with information on opportunities in above fields and/or refers to other agencies such as: State Employment Service, Jewish Vocational Service, vocational schools or colleges. Maintains files and library of information on job opportunities, scholarships, financial aid, loan funds, college and vocational school catalogs, and other relevant material.

Maintains relations with management and union representatives attempting to break down resistance to hiring and promoting disadvantaged and minority workers. Continuously attempts to create job opportunities in fields previously closed to such people. Counsels personnel officers and others on cultural differences and special needs of the poor and minorities and on recruiting and selection techniques.

Administers personal self motivation program. Attempts to make minority groups aware of job and educational opportunities and to motivate individuals to higher goals. Uses various methods and programs, such as: "Youth Information Day," individual counseling, "Stay-in-School" programs, Scholarship Information Program.

Works with various committees. "Steers" committee or uses it as a source of advice and information. Committee members may take active part in progr.m; giving talks, making employer contacts, or assisting on projects.

Salaried Job Description (cont.)

Job Name: DIRECTOR OF JOB DEVELOPMENT Job Code No. 103.118-5

Acts as consultant to high school counselors. Keeps them informed of scholarships and other financial aid for vocational or higher education.

Acts as consultant to federal contractors and contract administrators. Provides information on civil rights laws and regulations.

Maintains files of all clients: Referrals, training, and placements. Makes follow-up studies of same.

Gives talks to community groups providing information on minority group employment, education, living conditions, motivation, laws, concepts, etc.

Performs various other duties related to the goal of expanding employment opportunities for members of minority groups.

Reports to and works closely with the Director of Manpower Development, but has considerable freedom in determining work methods, priority of projects, and allocation of time. Position entails continual contact with employers, and other private and public agencies.

General Qualifications:

Education: Master's degree in Social Work, Education, or Industrial Relations preferred.

Experience: But a Bachelor's degree in above fields, or related social sciences, with two years' experience in education or inter-group relations may be accepted. No experience other than graduate school internship required with Master's degree.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: ASSISTANT DIRECTOR (DIVISIONAL OR DEPARTMENTAL)

Section Administrative Job Code No. 086.118-3 to 5

Summary of Duties: Assists Director of large agency in planning, development, coordination, and administration of agency departments and services. May assist in developing and interpreting policy. Gives general supervision to the agency staff, and may supervise one or more departments directly.

Work Performed: Performs all or most of the following:

Performs any or all of the functions of the Agency Director during his absence, or as delegated by him.

Administers agency policies, practices and procedures in conjunction with, or to the extent delegated by, Agency Director. Plans, develops, directs, coordinates, and evaluates agency programs, activities or specific departments. Sets work methods and personnel practices as necessary to insure accomplishment of agency goals.

May give direct supervision to one or more departments or functions such as: clerical staff, casework, or community relations. Gives direct supervision to special events or programs.

May perform duties of Program Director, Director of Case Work, or other professional function. May train and/or evaluate staff members; prepare agency or department budget requests, budgets, financial reports, and other financial statements; supervise department heads, develop new programs, etc.

May plan, set agenda, and conduct staff and committee meetings.

Serves on various lay and professional committees. Represents agency in relationships with other public and private agencies, governmental offices, schools, and industry.

Gives talks to community groups explaining agency's policies and practices.

Salaried Job Description

Job Name: ASSISTANT DIRECTOR (DIVISIONAL OR DEPARTMENTAL) Job Code No. 086.118-3 to 5

Serves on, or assists agency lay committees.

Performs other duties as assigned and may fill in temporarily at any professional agency position.

Under general supervision of the Agency Director. Works closely with Director in planning and coordinating, but generally has wide latitude of discretion in determining practices and procedures in his area of responsibility. Position entails continual contacts with agency staff, committees, other agencies and clients.

General Qualifications:

Education: A Bachelor's degree is the normal minimal requirement, with most agencies requiring additional graduate education or the completion of the organization's training and development program.

Experience: Minimum of five years, or more, experience in the agency, or similar agency, with supervisory experience.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: EMPLOYMENT GUIDANCE COUNSELOR

Section: Administrative Job Code No. 086.268-2

Summary of Duties: Under supervision, performs professional counseling services to clients of the CRC agency in the process of vocational training and employment placement; evaluates the vocational capabilities of clients in the determination of a vocational plan; counsels the clients and evaluates the progress toward their vocational goals during training and subsequent job placements; makes contacts with employers or other employment resources to develop placement opportunities for clients and performs related work as assigned.

Work Performed: Evaluates vocational capabilities of clients on the basis of psychological test, educational attainment, physical capacities, and previous employment history.

Consults with employers about job placement of clients in training.

Obtains information from employers and public agencies to ascertain current and anticipated manpower needs.

Consults with psychologist and case work staff about the development of suitable vocational plans for clients and the effects of those plans on the families' situations.

Provides occupational information to clients and assists in the development of the individual vocational plans.

Maintains case records and prepares reports.

Obtains progress reports on clients in training and in employment for follow-up evaluation.

Maintains particularly close contacts with employers during initial periods of employment and assists clients in orienting to the work situations and job requirements.

Knowledges and Abilities Required:

Thorough knowledge of the principles of vocational counseling.
Knowledge of occupations and their entry requirements.
Knowledge of the local labor market.

Job Name: EMPLOYMENT GUIDANCE COUNSELOR Job Code No. 086.268-2

Knowledge of the locally available sources of training.
Knowledge of the use and interpretation of the results of psychological tests.
Some knowledge of case work methods.

Ability to establish positive counseling relationships with clients.
Ability to conduct an interview in such a manner as to elicit significant information on the clients' work histories and attitudes toward employment.
Ability to establish effective working relationships with employers, educators, and social case workers.
Ability to motivate and obtain the cooperation of others.
Ability to analyze data and draw logical conclusions.

General Qualifications:

Education: Graduation from an accredited four-year college, with one full year of graduate training in psychology, education, social work, sociology or closely related fields.

Experience: One year of full-time paid experience in social work, employment counseling, personnel, or education may be substituted for the year of graduate education.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: TEST TECHNICIAN I

Section: Clerical Job Code No. 242.368-3

Summary of Duties: Administers and scores psychological, vocational, or educational tests under the direction of a Vocational Guidance Counselor, Psychologist or Employment Counselor.

Work Performed: Performs all or most of the following:

Distributes test blanks or apparatus to individuals being tested. Reads directions orally from testing manual, or gives other standardized instructions. Demonstrates use of test apparatus or discusses practice exercises to familiarize individuals with testing materials. Monitors test group to insure compliance with directions. Times test with stopwatch or electric timer. Scores tests with test scoring key and records results on test paper, work application, or test profile form. May operate test scoring machine to score tests.

Maintains psychological test files: Reorders tests as needed and requisitions new psychological tests and supplies as deemed appropriate.

Performs other duties as assigned.

General Qualifications:

Education: High school graduate or its equivalent preferred but not mandatory if the individual shows a positive aptitude for this type of work.

Experience: A year of some kind of clerical experience preferred wherein individual has been exposed to office methods and procedures.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: MANPOWER MANAGEMENT ADVISOR

Section: Administrative Job Code No. 085.218-5

Summary of Duties: Responsible for the operational activities of our agency's involvement in management manpower planning program. In an advisory capacity, may develop and possibly supervise a staff training program for management in human relations directed toward middle management and those in positions of supervisor.

Work Performed:

May perform work for management which might involve collecting, analyzing, and developing occupational data relative to jobs, job qualifications, and worker characteristics as a basis for the determination of whether or not a particular corporation shall be considered as a potential sub contractor in OJT. Consults with management at their request to determine type, scope, and purpose of analysis, from which data the advisor may compile staffing schedules, flow charts, and other such information which will clearly define to management the promotional routes within each corporation regardless of the obsolescence we know exists where most job descriptions are concerned. May study jobs being performed and interview workers and supervisory personnel to ascertain the physical and mental requirements of the jobs and services involved. May also be called upon by management to conduct seminars on human relations in supervision, write job descriptions, specifications, detail analyses, schedules, and statistical computations relating to the ease with which promotional routes are used to attain long range career goals.

General Qualifications:

Education: Graduate from an accredited four year college plus completion of one full year of graduate training in industrial relations or vocational psychology preferred.

Experience: Five years of successful, full time paid experience in a corporation or agency wherein the candidate functioned in a capacity whereby his academic skills were primary to the successful operation and implementation of his job duties. At least two years of this experience should have been in a supervisory or administrative management capacity.

or

Two additional years of successful full time paid experience beyond what is specified above may be substituted for the year of graduate education.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: ON-THE-JOB TRAINING SUPERVISOR

Section Education Job Code No. 045.108-6

Summary of Duties: Under general administrative direction, is responsible for the development and administration of OJT contracts and of all training, vocational evaluation, placement activities, facilities (corporate) evaluation and the supervision of all staff assigned thereto. Coordinates the work of his unit, recommends major policies of the department, and establishes procedures for the implementation of these policies. Is also responsible for the analysis and evaluation of OJT job categories performed by his staff in such areas as wage and salary jobs in accordance with established agency evaluation systems and procedures.

Work Performed: Performs all or most of the following:

Supervises directly the various functions performed in his department. Develops and installs procedures for the coordination of all activities appertaining to the training of student enrollees. Participates in the selection of staff for the department. Establishes priorities in implementation of the program. Evaluates staff performance and completes ratings and reports. Makes bi-weekly assessment of the success and progress of the program, filing same by written report to his immediate superior specifically delineating program achievements as they relate to and with agency objectives.

Responsible for the supervision of OJT specialists who collect, analyze, develop, and report on job qualifications and worker characteristics as they relate to the placement of apprenticeship trainees with the corporation under study. Consults with management to determine type, scope, and performance standards required by the particular job to be contracted by the company as an OJT position.

General Qualifications:

Education: Graduation from an accredited four year college with a bachelor's degree in industrial education, vocational psychology, industrial sociology, or any other area of social science which has previously qualified the candidate for a position in industry where he had a reasonable degree of exposure to in-service training, industrial relations or personnel administration.

Experience: Must have had a minimum of three years full time paid experience in adult or pre-vocational education, vocational education, vocational rehabilitation, vocational counseling, industrial relations, personnel administration or other such related field.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: ON-THE-JOB TRAINING SPECIALIST

Section: Education Job Code No. 045.108-2

Summary of Duties: Counsels disadvantaged clients in the formulation and implementation of a suitable vocational training plan. Uses information gained through psychological tests, work experience reports, interviews, and from other sources which have played a part in the clients pre-vocational work experience and training. Is also responsible for the analysis, classification and evaluation of jobs and their appropriateness and applicability to the OJT program. Is also responsible for the interpretation of the OJT program to local management officials.

Work Performed: Performs all or most of the following:

Counsels. Counsels the clients assigned to him during the preliminary orientation and student preparation activities prior to the enrollees assumption of an OJT position with a local corporation. Obtains information such as personality and attitude of the client, which in all probability should play a part in the referral of the client to the various corporations under contract. Helps the client to formulate a meaningful vocational training plan. During these initial sessions, makes liberal use of the CRC Counseling and Guidance personnel to stabilize the client's self esteem and channel him into a program of personal self development.

Referral. May upon occasion refer client to other vocational training sources either within CRC or outside if he considers that the client is not suited to this particular type of training. Also performs work involved in collecting, analyzing, and developing occupational data relative to jobs, job qualifications, and necessary worker characteristics as a basis for future assignments of OJT enrollees.

Qualifications:

Education: Bachelors degree in vocational psychology, industrial relations, industrial education, or any other academic discipline the course work of which might qualify the candidate for employment.

Experience: Two years of experience in related setting wherein the activities of the agency were closely related to those of CRC.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CASEWORK SUPERVISOR

Section: Professional Job Code No. 111.118-5

Summary of Duties: Responsible for the professional and administrative direction of case workers and case aides. Supervises, trains, and develops workers; assists in diagnosis and curative treatment; observes and evaluates client development and casework performance through consultations with workers and review of case records. Keeps workers informed of agency's professional and administrative policies practices; sees that they are carried out appropriately and informs administration of worker's experiences and problems which might influence changes in them.

Work Performed: Performs all or most of the following:

Assigns and regulates caseload of caseworkers and students. Assigns cases to workers so as to maximize benefit to clients and development of caseworkers. Has regular and "on the moment" consultations with workers to review diagnoses, goals, treatment decisions, course, and results of treatment; to offer advice or assistance in any of these areas, and to insure that workers observe the professional policies and practices of the agency. Seeks to train students and caseworkers and to develop professional skills by increasing their perception and knowledge. Evaluates performance of workers periodically.

Directs administrative aspects of casework. Periodically reviews case records, reports, diagnostic sheets, updates forms, etc., to insure that workers observe the agency's administrative policies and practices;to ascertain client development and casework performances and in order to maintain balanced caseloads. Keeps workers informed of agency's administrative and professional policies and practices and informs administration or worker's problems and experiences which might influence changes in these areas.

Participates in staff development program; plans, develops and conducts classes, seminars and other educational programs. Participates in conferences, workshops and conventions. Encourages staff to attend above meetings.

May carry a limited caseload performing the duties of a Caseworker III.

Salaried Job Description (cont.)

Job Name: CASEWORK SUPERVISOR Job Code No. 111.118-5

May be in charge of a specific department such as: MDTA Student Enrollees, OJT Student Enrollees, CRC Public Assistance Intake.

Performs administrative tasks required by position; dictation, writing of reports and records, preparing statistical summaries, and checking caseworkers' records for accuracy and completeness.

Represents agency on various social service or community activities. Acts as liaison between agencies. Participates in community lay and professional programs on both local and state level.

Meets with other supervisors and with administration periodically in order to coordinate activities and to maintain and develop current and future casework services.

Duties are complex and allow for considerable freedom of action. Exercises own discretion with minimum of direct supervision (except for new Supervisor). Reports to Administration regarding total casework performance and for personal supervision. Need for direct and planned supervision decreases as Supervisor gains experience and knowledge.

Has direct contact with few clients but because of supervision given to workers will have an indirect effect on most clients.

General Qualifications:

Education: Master of Social Work degree required.

Experience: At least four to five years experience in a casework agency. If supervising a specialized field additional training or experience may be required.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CASEWORKER (FAMILY CASEWORKER)

Section: Professional Job Code No. 111.108-2 and 3

Summary of Duties: See Casework Classification for Salary Grade and Class (I, II, & III).

Work Performed: Aids individuals and families having problems concerning family relationships or other aspects of their social functioning affecting unity or family and welfare of community; Counsels clients on problems, such as unsatisfactory relationships between marriage partners or between parents and children; unwed parenthood; home management; work adjustment; vocational training; need for financial assistance; care of the ill, handicapped, or aged, care of other family members at time of physical or mental illness; desertion of parent; or difficulties encountered in travel or stabilization in new community. Helps clients to use the agency's services, such as homemaker or day care, and other community resources. In a public assistance or voluntary agency ascertains client's eligibility for financial assistance and determines amount of grant and assumes responsibility for services rendered. May assist traveler, runaways of any age, migrants, transients, refugees, repatriated Americans, and problem families drifting from community to community, encountering difficulty in traveling or needing help toward stabilization. Employed in organizations such as public assistance, family service, Travelers Aid, and American Red Cross Home Service.

General Qualifications;

Education: Master of Social Work degree required.

Experience: See Casework Classification for Substitution (I, II, & III)

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CASEWORKER I

Section: Professional Job Code No. 111.108-2

Summary of Duties: Provides casework services, based on a professional diagnosis and treatment plan, to individuals and families with social problems. Attempts to foster self-development of client to the point where he may successfully handle his own problems. Assigned cases are carefully selected. Carries out duties within agency's administrative and policy requirements.

Work Performed; Performs all or most of the following:

Assigned cases may include all of the agency's services but are selected so that the client can benefit from worker's developing experience and training. Typical caseload may include marital, parent-child, delinquent, adoption, debt adjustment, aged, and chronically ill cases and will include both individuals and family clients.

Attempts to foster self-development of the client. Obtains case data through client interviews, intake records, other agencies and, occasionally, friends, relatives, or employers of the client. Attempts to check relevancy and accuracy of data by checking appropriate sources. Analyzes and evaluates case data; formulates psychosocial diagnosis, treatment plans, and goals under supervision. Carries out treatment and continuously evaluates its course and results. May refer client to other community resource when appropriate.

Performs dictation and maintains records and reports as required by the agency and as necessary in planning and evaluating treatment. Adheres to and utilizes agency policies, administrative practices, and routines in caseload management. Performs at higher level than a Junior Caseworker as evidenced by ability to meet all or most of the following standards: 1. Handle more complex cases; 2. Handle a broader range of social problems; 3. Render casework of improved quality and; 4. Effectively handle a larger workload (number of cases, number of interviews, or other quantitive measure). Agency standards may vary due to program and policy differences.

Salaried Job Description (cont.)

Job Name: CASEWORKER I Job Code No. 111.108-2

May occasionally give talks and speeches to community groups. Performs other duties as assigned.

Duties are complex and non-routine but receives consierable guidance in discretionary matters. Generally receives weekly conferences with Supervisor to discuss and review caseload, case records, and on-going performance. Consults with Supervisor more frequently if necessary. Has regular and close contact with clients which may extend over a period of several months. Cost of errors limited by close supervision.

General Qualifications:

Education: Master of Social Work degree required by most agencies.

Experience: A few may accept a Bachelor's degree in Sociology, Psychology, or related field, plus experience as a Junior Caseworker or Group Worker.

COMMUNITY RESOURCES COUNCIL INC.

Salaried Job Description

Job Name: CASEWORKER II

Section: Professional Job Code No. 111.108-3

Summary of Duties: Provides casework services, based on a professional diagnosis and treatment plan, to individuals and families with social problems. Attempts to foster self-development of client to the point where he may successfully handle his own problems. Receives all but the most complex cases. May supervise to limited extent. Carries out duties within agency's administrative and policy requirements.

Work Performed: Performs all or most of the following:

Assigned cases may include all of the agency's services with only the most complex cases eliminated or: May be regularly assigned to a specialized aspect of casework such as: intake, home finding, legal aid, alcoholism, immigrant problems, aged, chronically ill, etc. Works with both individual and family clients.

Attempts to foster self-development of the client. Obtains case data through client interviews, intake records, other agencies, and occasionally, through friends, relatives, or employers of the client. Attempts to check relevancy and accuracy of the data by checking appropriate sources. Analyzes and evaluates case data; formulates psychosocial diagnosis, treatment plans and goals. Carries out treatment and continually evaluates its course, and results. May refer client to other community resources when appropriate.

Performs dictation and maintains records and reports as required by the agency and as necessary in planning and evaluating treatment. Adheres to and utilizes agency policies, administrative practices, and routines in caseload management. Performs at a higher level than a Caseworker I as evidenced by ability to meet all or most of the following standards: L. Handle all but the most complex cases; 2. Handle a complete range of social problems; 3. Render casework of improved quality and; 4. Effectively handle a larger workload. Agency standards may vary due to program and policy differences.

May give talks and speeches to community and professional groups. Regularly participates in committees, workshops, seminars, and other professional activities. Performs other duties as assigned.

Salaried Job Description (cont.)

Job Name: CASEWORKER II Job Code No. 111.108-3

Duties are complex and non-routine; receives less intensive supervision. Conferences with Supervisor are on a planned basis but may be less frequent than once a week. Consults with Supervisor more frequently if necessary. Has regular and close contact with clients which may extend over a period of several months. Responsibility is increased due to reduced supervision received.

General Qualifications:

Education: Master of Social Work degree required

Experience: At least two year's experience in a case work agency. Additional training or experience may be required if specializing in a specific field.

Project Evaluation

Evaluation of the three previously described Manpower Development Programs will be done by means of studying two basic aspects of the project: (1) the skill level exhibited by our graduates, and (2) the operational activity of the training programs and whether or not they are meeting the needs of the people. The reasons for our agency establishing an on-going evaluation program are basically the same as those for making any type of systematic appraisal: to discover whether or not the objectives of the program are being attained in the best way and, if not, what changes will improve the program. Consequently, the Director of Research and Evaluation and her two Program Analysts will be working to determine whether the program is functioning at the maximum level of efficiency and productiveness under satisfactory operational conditions.

They will pursue three basic methods of approach: Periodic, systematic reports; On-site review; Follow-up reports by Caseworkers and Group Guidance Counselors.

Periodic, systematic reports -- Evaluation by means of reports rests upon a systematic collection of program data at regular intervals. This form of evaluation has its limitations, however, since it is limited to a matter that can be treated quantatively, such as number of student enrollees, numbers of graduates, numbers of job placements, cost per graduate, cost factors on consumable supplies, numbers of drop-outs, numbers of referrals, ratio of dollar stipends expended contrasted with numbers of graduates, and numbers of people trained per occupational category.

On-site review -- The survey or inspection by personal visit of one or more of the Research and Evaluation Section. Either the Director or her Program Analysts will review the on-going program activities of the various departments of CRC. This method will afford our evaluating personnel the opportunity to observe the project actually in operation and will permit the thorough exploration of all parts of each sub component of the program. It will also permit face-to-face contact on the part of evaluator and evaluated, immediate assistance in improving any weak spots, and a beneficial exchange of ideas and innovative approaches to problems.

Follow-up reports -- The periodic and semi-periodic review of the results of our training derived from the reports of caseworkers or group guidance counselors. This may very well be one of our most significant forms of evaluation to determine whether those aspects of the program which are basically experimental have any real lasting effects and/or productivity.

Basis for Evaluation Plan

It is our contention that an evaluation program or plan must be designed to specifically investigate the various aspects of the on-going project or projects in terms of the results which they were devised to produce. Consequently, our evaluation process is supposed to:

I. Develop a Data Base for Activity Reporting

There will be a large number of program activities subjected to statistical reporting on a continuing periodic basis. Such data as budgetary expenditures, per program per individual enrolled, per month, etc. In addition, such data as numbers of graduates per month or reporting period, numbers of new enrollees, numbers of referrals to other agencies, numbers of job placements by MSES, etc., will be recorded and reported to our Director of Research and Evaluation.

II. Provide a Quality Control Mechanism for On-Going Program

We intend to establish a standard of performance which will be applied to all of the agency's projects as a measurement of program success.

III. Aid in Program Planning and Program Revisions

As data on program activities are developed, those people on staff who are responsible for program development will be able to gain from the experiences derived from the program as it functions, and their experiences plus those of others will aid them in planning new programs as well as revising those in operation. It is our hope that our evaluation process will liberally provide all of the necessary data.

IV. Identify Critical Program Areas

Concentration of effort and attention will be an essential ingredient as the program progresses in order to spot critical areas of need for special attention. Identification of program weaknesses by our program analysts should facilitate this disclosure and subsequent correction.

V. Provide Information For Public Relation Purposes

We at CRC believe that a primary and basic need of programs such as we are proposing is a thorough comprehensive public and community relations program. The only way that such programs may be protected from public attacks before they have an opportunity to prove themselves is through a public relation program. As the program progresses, the public will demand more information on program effectiveness, and we hope that all of the above evaluating procedures will allow us to maintain the integrity of our projects; hence the opportunity to offer the public concrete evidence of the program's impact and productiveness.

Evaluation Techniques

Reports (Periodic and Follow-Up)

1. Statistical Reports

   a. Statistical Evaluation -- on total program participants

   b. Statistical Evaluation -- on small group under controlled conditions

   c. Group Measures -- utilizing measures of central tendency

   d. Statistical Studies

2. Individual and Group Measures

   a. Attitude and Value Scales

   b. Behavior Prediction Scales

   c. Personality Scales

   d. Adjustment Scales

   e. Socio-Economic Stratification Techniques

   f. Achievement Tests

   g. Intelligence Tests

h. Sociograms

i. Projective Tests

j. Culturally Adapted General Adaptability Tests

k. Aptitude Tests

l. Dexterity Tests

3. Longitudinal Studies and Cross-Sectional Studies

a. Individual Case Studies

b. Anecdotal Reports

c. Historical Reviews

d. Behavior Sampling -- Before and After Training

e. Participant/Controlled Observation

f. Content Analysis

g. Expert Judgment by Consultants and Advisors

h. Questionnaire Interview

TIMETABLE

Immediately	1. Selection and leasing of facilities for various departmental operations: a. Community Resources Centers b. CRC Skills Centers
Within 15 days of funding	2. Selection and employment of key personnel to assist in the setting up of the operation. 3. Contracting with construction firm or firms for renovation and remodeling of aforementioned facilities in (1), above.
Within 30 days of funding	4. Establishment of In-Service-Training operation 5. Placement of orders for furniture, fixtures, and machinery.
30 to 45 days of funding	6. Establishment of closer liaison with co-sponsoring and cooperating agencies.
60 days after funding	7. In-Service-Training initiated for co-sponsoring and operating agency personnel--MSES, RCWB, RCCC and its delegate agencies.
60 to 75 days after funding	8. Initiation of Public and Community Relations Program.
45 to 60 days after funding	9. Staffing, furnishing, and equipping of various facilities.
45 to 60 days after funding	10. Setting up curriculum for first quarter of operation--institutional, non institutional, and sub contract vocational education and training; basic education, continuing education, and consumers education.

60 days after funding	11. In-Service-Training still on-going but now including sub and non professionals who are to be doing the recruiting.
60 days after funding	12. First meeting of Manpower Development Coordinating Committee. 13. Purchase and familiarization of staff with training materials and publications.

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