

To: Democratic Senators

From: Ronald F. Stinnett, Research Director
Democratic Senatorial Campaign Committee

Re: The anti-poverty program and your state

Enclosed is a map of your state which shows the percentage of families in each county earning \$3,000 or less a year.

The number within each county represents the percentage of families with incomes below \$3,000 a year. The United States percentage of families having incomes below \$3,000 a year is 21.4%. If you want to make a comparison with the United States average and your state average, please note the percentage next to the name of your state. If you want to compare any county percentage with the United States percentage, take the figure within the county and compare it with the United States percentage of 21.4%.

We have put diagonal lines through counties having a higher percentage of families earning \$3,000 or less than the United States average of 21.4.

Conclusions drawn from these percentages should be carefully weighed in terms of population of the county, the main occupation of the county, the size of the family, and the like. However, this does give a clear picture of relative amounts of poverty in your state.

This data, by family income, is meant the combined income of the head of the family and all other members of the family fourteen years old and over. The time period covered by the income statistics is the calendar year 1959, and the composition of families relates to April, 1960.

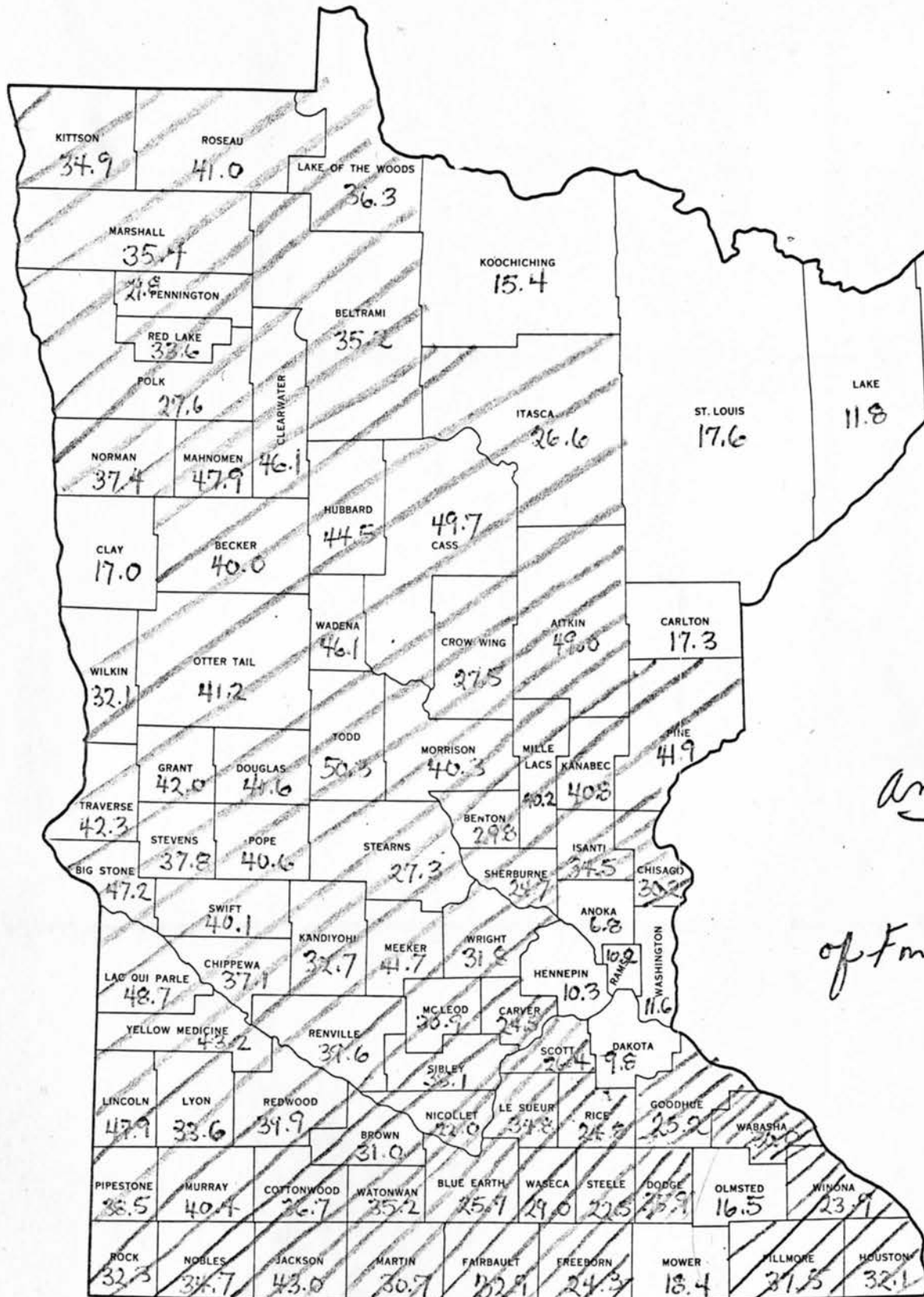
Income is the sum of money received in 1959 from the following sources: wages or salaries; net income or loss from self-employment; net income or loss from rent, or receipts from roomers or boarders; royalties; interest, dividends, and periodic income from estates; trust funds, and annuities; social security benefits; pensions; veteran's payments, armed forces allotments for dependents, unemployment insurance, and public assistance or other governmental payments; and contributions for support from persons who are not members of the household, such as alimony. The figures represent the amount of income received before deductions for personal income taxes, social security, bond purchases, union dues, et cetera.

When making comparisons, these definitions should be kept in mind.

I hope this will prove useful to you in discussing the anti-poverty program in your own state and counties.

File Speech Material
RECEIVED
JUL 14 1964

MINNESOTA



Anti-Pov

*%
of Families \$3
or less*

SCALE
0 10 20 30 40 50 MILES

U. S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS
1960

21.4 = STATE AVE.

COPY

August 31, 1964

Mr. C. Richard Ficks
Public Relations Manager
The Curtis Publishing Company
666 Fifth Avenue
New York, N. Y. 10019

Dear Mr. Ficks:

Many thanks for sending me an advance copy
of "The Tragedy of Appalachia."

This is a good and relevant article and I frankly
hope it will win increased public understanding and
support for the Appalachian Regional Development Act
now before the Senate.

Best wishes.

Sincerely,

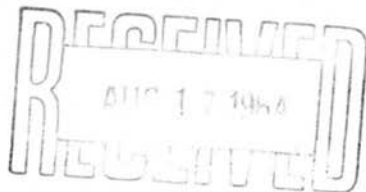
Hubert H. Humphrey

THE CURTIS PUBLISHING COMPANY

666 FIFTH AVENUE
NEW YORK, N.Y. 10019
956-4000

August 14, 1964

C. RICHARD FICKS
PUBLIC RELATIONS MANAGER



The depressed 10-state Appalachian region, target of massive "anti-poverty" Federal aid, is the subject of a thorough and revealing article in the next issue of The Saturday Evening Post.

Contributing writer Richard Armstrong traveled 2,500 miles during a month, gathering graphic material for his authoritative feature on how poverty has taken over a once great industrial area.

We thought that you would like to preview this advance copy of "The Tragedy of Appalachia" from the August 22 edition of The Post.

Sincerely,

CRF:ron

C. Richard Ficks

enc:

...and Hart loads 10 tons of coal in a nonunion mine.

FOR RELEASE

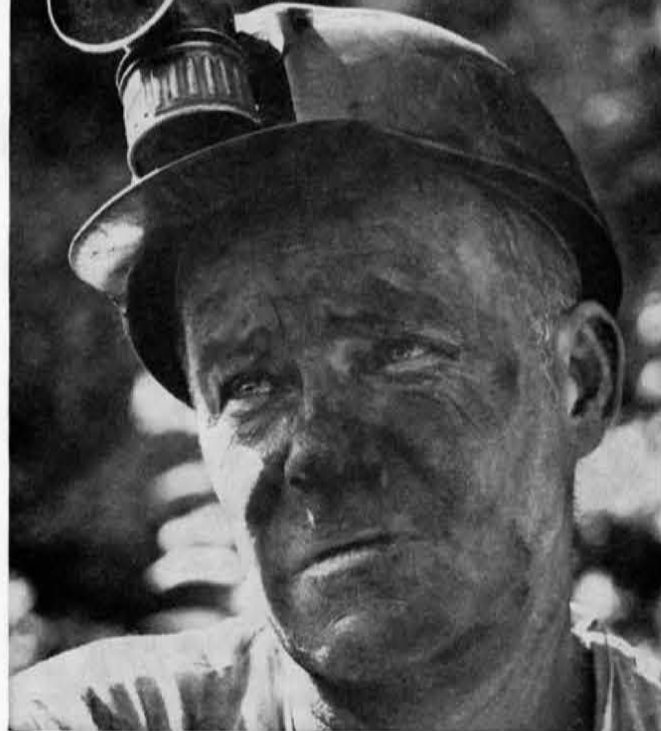
TUESDAY August 18, 1964

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APPALACHIA

This stricken region is a major battlefield in Johnson's "War on Poverty," and its fate might foreshadow what happens elsewhere in the U.S.

BY RICHARD ARMSTRONG / PHOTOGRAPHS BY ROBERT HUNTZINGER

It is an old and difficult land, thrust up by great bucklings of the earth in Paleozoic times, worn down to tableland and then thrust up again. In Revolutionary War days Appalachia served as Washington's other army, guarding his rear as he struck toward the British and the sea. The men who settled its ridges were called the "cutting edge" of the American frontier and, in every war from the Revolution to Korea, have won a disproportionate share of the nation's highest military honors.

Where the Monongahela and the Allegheny meet to form the Ohio River, America's first great industrial complex grew. To a recent visitor of note this is now a place of battle. "I'm here to fight an enemy," Lyndon Johnson told the steelworkers at Local 1272 in Pittsburgh. "I'm here to start that fight and keep up that fight until that enemy is destroyed—and that enemy is unemployment. And his ally is poverty." In Inez, Ky., the President and Lady Bird climbed up onto the front porch of a rickety tar-paper shack and had a talk with Tom Fletcher, 38, who has eight children and earned just \$400 last year. "I know something about poverty," shouted the President from the courthouse steps in Paintsville, Ky. "I've done everything from shining shoes to working on the roads for a dollar a day."

The President flew off to meet with the governors of the Appalachian states, politicked with the people until his right hand began to bleed, and after he got back to Washington sent Congress a \$228 million aid program for Appalachia. "It is must legislation," he said.

Appalachia, as drawn by the political mapmakers, is an arbitrary and conglomerate piece of country. Although the mountain range itself runs all the way from Birmingham, Ala., to the Gaspé Peninsula in Quebec, Washington draws

its northern boundary at the top of Pennsylvania, simply because that is where the coal region and the worst unemployment end. Johnson's Appalachia still includes not only the coal towns and such old industrial bases as Pittsburgh and Charleston but the new boom areas of the Tennessee and Ohio valleys. Its eastern reach is a gorgeous vacationland, now sparsely settled. Most Appalachians are not convinced that the region even exists in other than geologic terms. They do not think of themselves as Appalachians. "Appalachia," says Associate Editor C. W. Dressler of the Johnstown, Pa., *Tribune-Democrat*, "is a figment of the bureaucratic imagination, designed to justify a vast new spending program of the Federal Government, and the employment of a host of new federal employees to invade this area and bring its people into the utopia of the New Frontier."

But the Washington bureaucrats have some powerful counterarguments. In the first place, they did not dream up Appalachia as an economic region—the governors of the 10 Appalachian states did so in 1959 when they formed a conference to deal with common problems. The recommendations of these 10 states—Pennsylvania, West Virginia, Ohio, Maryland, Virginia, Kentucky, Tennessee, North Carolina, Georgia and Alabama—form the basis of the Johnson program. "The varied subregions of Appalachia," said the recent report of Johnson's commission on the stricken area, "share an unhappy distinction: Rural Appalachia lags behind rural America; urban Appalachia lags behind urban America; and metropolitan Appalachia lags behind metropolitan America." About a third of the families in Appalachia live on less than \$3,000 a year, only a third of the adults have finished high school, real unemployment runs at least twice the national average, and Appalachians are fleeing their homeland at the rate of 200,000 a year.

The region is important both for its

poverty and its wealth. Under its crumpled spine lie most of America's 160 billion tons of usable coal reserves, a 1,600-year supply at current consumption rates, compared to only a 12-year national petroleum reserve. As America's oldest industrial base, however, Appalachia was the first to be hit by obsolescence and automation. "Appalachia matters not because it has mountains and hollows and some one-room schools," says Richard Slavin, a professor of economics at the University of West Virginia, "but because it could be a preview of the entire American economy after another ten or twenty years of automation." Down Appalachia's coal-mining and steel-making core, from Scranton to Birmingham, certain shared problems assail the eye with dramatic force.

Appalachia is the land of gob—or culm, as it is called in northern Pennsylvania. Gob is the refuse of rock and shale left over when coal is processed for shipment, and great mountains of the stuff line the back roads of Appalachia. Since the gob piles also contain a residue of coal, they are apt to catch fire and burn for years, leaving in the end a mound of clinkers called red dog, which can at least be used for building roadbeds. The city of Wilkes-Barre has spent \$200,000 trying to put out a great gob pile burning south of town. It is still burning and, when the wind is right, it casts a sulfurous pall of smoke over Wilkes-Barre's vigorous efforts at urban renewal. In Clinchco, Va., two teen-age boys wandered onto a smoking gob pile one night last spring and were found dead from asphyxiation the next morning. Sometimes abandoned mines catch fire as well, as in Carbon-dale, Pa., where a fire has been raging under the city for 18 years.

Appalachia is a grimy land of blackish hue, where coal dust has been drifting down for decades on trees, hillsides and houses. "The homeowners in a new development here thought they had good black loam for their lawns—until they

had it tested," said an official in Williamson, W. Va. "It was pure soot."

Many of the mountain brooks of Appalachia run red with "mine water," a weak sulfuric acid formed by water leaching through the sulfur-bearing rock in worked-out mines. Even more streams run black from the refuse dumped in at coal-preparation plants—a practice still widespread though everywhere illegal. At least 4,000 miles of Appalachian streams are polluted, and only the coarsest fish—carp, suckers and hornheads—manage to survive.

Pollution affects Appalachia's human inhabitants also. In the pretty little town of Chattaroy, W. Va., the water-treatment plant is an old railroad car filled with sand (a new plant will be built soon). As the water table falls in summer, the sulfuric-acid content rises, and the tap water reeks of rotten eggs. In McDowell County, W. Va., the Tug Fork River serves as an open sewer for the county seat of Welch and most of the other towns.

Old automobiles by the tens of thousands give their last gasp in Appalachia. As a low-income area it is a natural market for the "junkie," the used car selling for \$100 or so and on the verge of breakdown. Scrapped cars cover great swaths of the once lovely Monongahela Valley and line almost every highway in Appalachia. The derelicts clog Pittsburgh's Lower Hill slum, their smashed windows gazing down on lovely Point Park, where the Ohio begins, and on the shiny riverfront skyscrapers of Pittsburgh's much-heralded "renaissance." They look down on Charleston, W. Va., from Coaltown Heights and lie upside down in Yocum Creek on Route 38 outside Harlan, Ky.

The roads are lined, too, with billboards advertising chewing tobacco. Since smoking in the mines is prohibited because of the danger of explosion and fire, the miners outnumber baseball players as America's last great breed of chewers. And alongside the advertise-

Smoke against green hills in Norton, Va., typifies Appalachia's warring contrasts.



Deserted coal camp of Carbon Glow, Ky., is still home to Mason Oliver and son.

Appalachia is a land of mutilated men . . . where courage is taken for granted.

Tragedy of Appalachia

ments for Mail Pouch and Brown's Mule tobacco run the ominous warnings from the religious sects: PREPARE TO MEET THY GOD. JUDGMENT DAY IS COMING. EVERY MAN MUST DIE.

Appalachia is a land of mutilated men. Miner Kelly Miller of Hazard, Ky., explains why he walks with a stoop: "I was working on my knees in a low seam. I had undercut the coal using an automatic cutter. I felt the coal to see if hit was a good piece, and hit felt good and firm. But when I turned around like this to lay my rail, hit come down on me. Hit broke my back and cut it open too. When they dug me out, I kept my hand on my back. They told me I would pizen the blood, keeping my hand on it, but I've seed fellows bleed to death in the mines before they could get 'em out, and so I kept my hand on it."

"You see that row of houses up there?" asked Norman Slone of Rhodell, W. Va., waving a hand that was missing two fingers from an accident in the mines. "Well, after one slate fall at Eastgulf, on September 26, 1945, there was a man dead from every house. They had to scoop them up with shovels. I remember the date very well, because one of them was my brother."

Last year another 284 men died in the nation's coal mines, 22 of them in one mine explosion at Clarksburg, W. Va. "You are dealing with rocks and human beings," says a mine superintendent, "and neither is completely predictable." The coal miner knows the danger and talks about his job as if it were a fascinating vice. Almost none of them would let their sons go into the mines. "I'd go in and drag him out by the seat of the pants," says Slone, "and I'd break the neck of the man that gave him the job."

Appalachia is a land where courage is taken for granted, underground and above. In the Korean War, West Virginia ranked first in the nation, on a per capita basis, both in number of men in combat and casualties sustained. The family is "father-oriented," say the sociologists, and the juvenile-delinquency rate is only a quarter of the national average.

Appalachians are a tolerant people, who come from a generous mixture of racial strains, descendants of the immi-

grants who were brought in to mine the coal and make the steel. In Wilkes-Barre today the five county judges include one man of Polish ancestry, one Slavic, one Italian, one Welsh and one English. Farther to the south the dominant races are the original Anglo-Saxon mountain men and the Negro.

"I can't take credit for integrating this field," said a coal operator in West Virginia. "It was done long before my time by an old colonel from North Carolina. Back in the days of hand-loading in the mines, you had a left- and a right-hand loader, one for each side of the car. Well, he brought in a bunch of hillbillies from North Carolina and a bunch of Negroes from Alabama, and he paired them off. The hillbilly was bedamned if that nigger was gonna out-load him and vice versa. Well, they broke every record in the book for loading coal. But they really got along together pretty well after a while, and they still do."

The result today is that in the most ramshackle of the old company coal towns, the squalor and poverty are shared by Negro and white alike. Coal-town Heights, for example, a shantytown looking down on neat, prosperous Charleston, is thoroughly integrated. Enrollment at the dilapidated Airport Elementary School there is about half Negro and half white. Mrs. Antoinette Elswick, who is white, has a crippled son in the second grade, and his two best friends are Negroes. "They are older than he is, and they keep the big boys from picking on him," she says. "If it wasn't for those two boys, I don't know what I'd do."

Appalachia is a land of cinder-block churches and brimstone preaching, of ritual snake-handling and babbling in unknown tongues. At the scrabble Creek Church of All Nations north of Charleston, the Reverend Elzie Preest—who gives most of the profits of his trucking firm to the church, and who has been bitten six times by rattlesnakes and copperheads in proving his faith—recalls this crisis of his ministry:

"Brother Collett, he had filled up this big A&P shopping bag right to the brim with one-dollar bills to go and start up a mission in Brazil. But he didn't get no further than New Orleans, and then he come back here and started preaching again and filling up that same A&P bag again. I told him 'Brother Collett, why don't you stop lying to the people?' and that night, after service, when I come out of the toilet, he was laying for me. He grabbed me by the neck and pushed my head back screaming, 'Release the Devil! Release the Devil!' I grabbed ahold of his arms and I yelled, 'Manifest him, Lord, manifest him, Lord!' When they finally pulled him off me, my head was so sore that the next morning I couldn't even lift it off the pillow."

"Well, he filled up that shopping bag again—that was one thing about Brother Collett, he could really move the people. He finally wrote us a letter from Brazil, and he sent us a picture of the natives, but they was all Negroes. They don't have no Negro tribes on the Amazon, do they? Another thing, he said they had been shooting arrows at him, and they all had a hammer and sickle on them and was stamped MADE IN RUSSIA. Isn't that the silliest story you ever heard?"

There is some doubt about how deep

religion runs. Church attendance is actually 30 percent below the national average. "So sure, 99.44 percent believe in God," says a Presbyterian minister in east Kentucky. "According to one survey 70 percent believe that every word of the Bible—King James version—is literally true. This is not religion but superstition, foreign to the mainstream of Catholic and Protestant thinking. It is a folk religion. It is not a standard they live by. And it is apt to shatter completely when they move out of the hollow and into contact with the modern world."

Appalachian politics is still dominated by the old-style county-courthouse machine. During Kennedy's famous primary fight in West Virginia, the Christie machine delivered McDowell County, which is depressed and 90 percent Protestant, to the Kennedy cause by the astonishing margin of 6-to-1.

Sidney Christie, a courtly Southern gentleman who was circuit judge until appointed to the federal bench last spring, recalls those exciting days quite well. He keeps a stack of autographed color pictures of Kennedy in a closet of his rambling old white frame house in his hometown of Keystone. "All of the bigtime reporters were here," says the judge, "and I called in one of them who was raised right around here, and I told him what was going to happen. I guess his paper didn't believe him. Nobody delivered the vote in McDowell," says the judge with an air of quiet contentment, his hands clasped across his vest. "Kennedy was the choice of the people."

"How do you vote these people on the machines?" says a deputy sheriff in Kentucky. "Well, I will tell you my friend that it is a whole lot easier than with the old paper ballot. All you do is go behind the curtain with them to explain how to work the machine, and you vote them while you're in there."

Crisis of democracy

But the deputy overstepped at the last election. "This nice-looking lady came in, and she wouldn't let me go behind the curtain. Well, I had been voting them so hard that day I couldn't stand it, and I slipped my hand in to push just one button. I think she must of thought I was trying to goose her, because she let out this blood-curdling yell." The deputy stared with hurt eyes at his bourbon. "It turns out she was a gol-durned schoolteacher, and she went straight to the sheriff's office and swore out a warrant on me. I'm still trying to get it quashed."

In terms of party the machines more or less cancel each other out, and Appalachia is a swing area, slightly Democratic on balance. Promising young Congressmen are constantly getting bumped out of office after a term or two. Short on seniority, the Congressmen carry little punch, chair no key committees, and therefore bring home less than their share of the federal treasury. While Appalachia holds 8.5 percent of the U.S. population, it got only 4.9 percent of federal expenditures in 1963.

The state machinery of government is antiquated. Of the 10 states officially included in Appalachia, only in Maryland and Ohio can the governor succeed himself. "This means," says a newspaper editor in West Virginia, "that a governor

spends his first year presenting a program and his last year in a constant squabble with the statehouse crowd about the nomination of his successor." The civil service has taken only shallow roots. In Pennsylvania, the most advanced of the Appalachian states, 50,000 state jobs change hands at each election.

Vast stretches of Appalachia are owned by absentee landlords, great companies with headquarters in Norfolk, or New York, or Boston. If there is one issue that comes close to uniting Appalachians, this is it. Governors complain of it, as do unemployed miners and retail merchants. In Wilkes-Barre it is a touching point of local pride that outsiders can no longer tunnel under the main street and collapse urban-renewal projects to get out a few tons of coal. "We own enough of downtown to block them out," explains banker Thomas Kiley. In Perry County, Ky., two companies own well over half of the mineral rights. According to their contracts—upheld time and again in the Kentucky courts—they may bulldoze a road through the middle of a field, rip down a mountainside, crush the home of the landowner below, fill his stream with debris, cut every foot of timber on the place for use as mine props—and unless the owner of the surface rights can prove the land company did so "maliciously," he has no recourse under Kentucky law.

Surprisingly few residents of Appalachia embrace diabolic theories of how the region got that way—the cry that we were robbed by Wall Street is rarely heard. They are simply puzzled at being bold frontiersmen who do not own the ridges on which they stride. Yet this pattern of absentee ownership traces back to a couple of obvious factors. One is that the settlers of this region were rather careless stewards of their land. The other is that while the ridges themselves were almost worthless, the coal underneath was worth incalculable millions.

The mountain men, ancestors of today's unemployed miners, led the westward movement through the Cumberland Gap before the Revolution, equaling the Indian in his own crafts, and excelling him in casual brutality. When the westward movement broke out beyond the mountains into the Ohio Valley, the solid citizen in search of land moved with it. The mountain men stayed back in their wild hollows, mostly illiterate, fonder of hunting and clan warfare than of farming. When the agents from the coal companies, gentlemen equipped with dapper vests and flattering tongues, ventured into the mountain hollows, they found an easy mark.

Only a quarter of the mountaineers who signed away their mineral rights could even read and write—the rest of them just made a properly witnessed X. The going price was 50 cents an acre, while the coal underneath was worth \$25,000 an acre, or more. But the coal was worthless without a railroad to get it to market, and since only the railroads knew in advance where they planned to lay a line, they wound up with the best of the coal lands. The descendants of the men who made the X's wound up in the mines. They lived in company houses, got paid in company scrip that could be spent only at the company store. When salesmen for the Joy Manufacturing Co. of Pittsburgh first began peddling modern



Snake-handling ritual in Jolo, W. Va., nourishes the faith of Lucille Chafin.

One-industry towns have become "ghost towns where the ghosts still walk the streets."

at a coal face at the steady rate of three tons a minute.

The coal industry nowadays is frequently described as "depressed," and this is a term that makes both union and management feel misunderstood. It is in fact beautifully efficient, operating without subsidy of any kind and still able to lay down its product competitively in any foreign port. Even Newcastle must levy a prohibitive tariff on American coal to keep it out of Britain and to keep English miners in business.

"From the stuff that has been written," says Harold Suttan, president of the Consolidation Coal Company's subsidiary in Morgantown, W. Va., "you certainly do not get the picture of a coal miner in any shape or form. You get the picture of somebody pretty stupid, living in a shanty. Well, we pay up to \$200,000 for a piece of equipment, and I can assure you that we do not put a moron in charge of it. In 1963, excluding all supervisory or management personnel, the miners working here averaged \$8,721.06 apiece. They do not go home from work crummy and dirty. They change their clothes at the mine, and they drive home in a 1964 automobile. Nowadays, they live next door to the college professor and the businessman."

But employment in coal has plummeted, from 450,000 in 1947 to 150,000 today, while production per man-hour has more than doubled.

The technological marvels of the coal industry alone were enough to stagger Appalachia. They were matched by the advances made in the three industries with which coal is intimately allied—railroads, steel and electric power.

Railroading depends upon coal, which is its biggest customer, accounting for an annual one billion dollars in freight revenues. In Appalachia, though good highways are pitifully scarce, the rail lines run up every hollow. In the switch to diesel engines and the consolidation of repair and marshaling yards after World War II, rail efficiency soared while railroad employment declined by a third in Appalachia, costing 50,000 jobs in Pennsylvania alone and another 10,000 in West Virginia. The railroads have just begun eliminating unneeded firemen on diesel locomotives, adding more numbers to the jobless.

Both the coal industry and the railroads depend in turn on the giant electric power plants, which consumed about half the soft coal produced in America last year. Along the megalopolis of the U.S. East Coast, the new steam turbine plants where the coal is consumed and power produced are so efficient that, as the saying goes in the coal industry, "they burn anything that's black." The furnaces in these plants are not so much furnaces as enormous combustion chambers, several stories high. Low-grade coal, ground to the fineness of face powder, is pumped in at the top and explodes into flame. Only a fine ash eventually reaches the bottom of the chamber.

High-voltage transmission lines have grown vastly more efficient, leading to the technique called "coal by wire." This means that now it is often cheaper to build the power plant at the mouth of the coal mine in Appalachia and ship the power itself, rather than shipping the coal. One huge mine-mouth plant is

going up at Mt. Storm, W. Va., to supply the Washington area. It will consume three million tons of coal a year. Another, outside Johnstown, Pa., will burn 700 tons an hour, and ship power all the way to Philadelphia and New Jersey.

In steel such spectacular breakthroughs as the basic oxygen furnace and automated rolling mills have revolutionized the industry [*The Post*, June 27, 1964]. But each new marvel in steel has cost jobs—a total of 40,000 of them in the mills of the Pittsburgh area alone.

Big cities like Pittsburgh, deeply shaken by automation, nonetheless have great resources of talent and capital to bring to bear on their problems. Hardest hit of all are the smaller one-industry towns, almost totally dependent on a railroad yard, a steel mill or a mine. Some of them have become what Reporter Willard Yarbrough of the *Knoxville News-Sentinel* calls "ghost towns where the ghosts are still walking the streets." Others hold on and refuse to die.

Renovo, Pa., is a railroad town. But employment in the Pennsylvania Railroad yards has already plummeted from 1,500 during World War II to 250 last year, and new layoffs are in sight. Along the streets stand vacant stores with broken windows. "Pop Pennsy built this town," say local residents, "and he ought to take better care of it." Since "Pop Pennsy" has not, town leaders are scrambling for some new source of jobs. In Clearfield, Pa., a lawyer explains: "The New York Central was the biggest payroll that ever hit this place. We were a big terminal, with a roundhouse, and we had two dozen trains a day. Now the only people making any money here are the strip miners—they all drive Cadillacs, and two or three of them."

Donora tightens its belt

No town in America was hit so suddenly and brutally by the layoffs in steel as Donora, Pa., 19 miles south of Pittsburgh. Donora had always depended totally on the American Steel & Wire Division of U.S. Steel, which operated the big mill where Stan Musial's father once worked. The plant's open hearths were obsolete, and U.S. Steel decided to shut them down.

"It was a very tough situation, sir, I can tell you," says Mayor Albert Del-sandro. "As each month passed we began to see the handwriting on the wall. Naturally the blow staggered us economically. We haven't gotten over it yet. It had a devastating effect not only on this community but on the Monongahela Valley. The shutdown affected 1,800 men, most of them at an age where their kids were still in school and they had a mortgage on their homes. Now what I want you to tell the people of America is that our town took it magnificently. They acted like proud Americans should act. If the rest of America could see the sacrifices the mothers are making to send their children through college, they would be proud. We are beer drinkers here, and whisky drinkers on Saturday night. The men gave up drinking, gave up smoking, even their cars, to make ends meet for their children."

A formidable group called "The Women of Donora" has definitely dis-abused the business and government

community of any idea that they can simply forget about Donora. Wearing big green disks bearing the slogan, OPEN THE DONORA MILLS!, they captured then Secretary of Labor Arthur Goldberg for an audience in the lobby of the Pittsburgh Hilton, visited Gov. William Scranton half a dozen times, attended the last two stockholders' meetings of U.S. Steel to raise questions from the floor. U.S. Steel has offered 18 acres for an industrial park, and Scranton has promised to build Donora a new bridge across the Monongahela "in jig time" if the town succeeds in landing a new industry.

South down the Monongahela the soft-coal towns begin, stretching all the way into Alabama. Here the job prospects are more dismal, the flesh more battered, and the spirit less willing. Any coal town is a tricky place to judge. Sprinkled at random among the unemployed are miners who are working union scale at \$8,000 a year, but who have just never bothered to move. They spend their money instead on a \$3,000 car each year. Near Hemphill, W. Va., the pretty daughter of a working miner leans out the window of a 1964 Impala, talking to a boyfriend whose family home is a tarpaper shack tilting at a dizzy angle down the mountainside.

But in general the farther south the coal town, the higher the unemployment rate, the more meager the welfare benefits, the worse the schools and the tougher the struggle for mere survival.

"I'll be frank with you, mister, I'm on public assistance," says ex-miner Norman Murray, 44, who lives a reasonably decent life in the coal town of Brier Hill outside Uniontown, Pa. "It's just like what they preach on the television—they want young men with a high-school education. As near as I can figure it, my only mistake was being born at exactly the wrong time. When I was growing up, there wasn't no school bus to pick you up, and all I finished was the eighth grade. I got my first job on the WPA, and then I went into the mines in August of 1940 and worked straight through until the layoffs hit. I was working at Vesta No. 5 of the Jones & Laughlin Steel Co., and they laid off 500 of us in one whack in October, 1960. You try going into a factory and telling them you're a coal miner."

Although nearly everybody in Brier Hill is on public assistance, the school children who tumble out of the bus on the highway are fat, cheerful and well-dressed. Norman Murray draws \$54 a week to support his wife and four children. He owns a television set and drives a 1956 Ford station wagon. "Sure, maybe I could get a job that paid a dollar an hour, but I can just make ends meet now," he says. "Would you go to work in my position?" He is a cheerful man and views the problem in national rather than personal terms. "If I was making \$25 a day like I used to, I'd have me a nice car, a nice home, a nice everything. The country would be better off. A man that's settin' on his rump don't have no money to spend."

The narrow road to Rhodell, W. Va., winds past great mounds of gob and red dog, humped up one after the other, sending up their fumes. There are signs of vanished prosperity—the collapsing stadium where the Amigo Redbirds once whipped every semiprofessional baseball

Tragedy of Appalachia

mining machinery in the coalfields, they ran into some stubborn sales resistance. "It works OK," said a shrewd old operator in West Virginia who made more profits from his company store than from the output of his mine, "but a machine don't eat no groceries."

The mine workers fought the union wars of the 1920's and 30's, when the Springfield rifle and surplus World War I machine gun were employed with deadly effect. World War II brought relative peace to the mines. "They ran the flag up the pole," recalls miner Norman Stone, "and we evermore loaded coal." Once the war was over, however, John L. Lewis, the fierce-browed leader of the United Mine Workers, led a series of crippling strikes and in 1947 won an important principle: Company payments into the U.M.W. pension-and-welfare fund were to be based on the tonnage of coal produced instead of on salaries or man-hours worked. He was ready for automation.

It came with ruthless speed after 1949, when coal prices leveled off, though each new union contract pushed wages ever higher—from \$15 a day in 1948 to \$28 today. Only the efficient mine could survive the change.

Seen in retrospect, the revolution in coal mining seems logical enough, and even inevitable. It came from separate innovations that all of a sudden started to fit together. The smallest, but perhaps most important of the changes was the roof bolt. It is a yard or more long and about three-quarters of an inch in diameter. It is thrust up through a drilled hole in the roof of the mine and then secured by screwing the threaded end of the bolt through an expanding head. It anchors overhead into a solid piece of rock, and it also creates a "beam" effect, binding the strata of rock and shale through which it passes in somewhat the same way that a piece of plywood is made. By eliminating the cumbersome timbering needed in the past to support the roof of the mine, the roof bolt cleared the way for the rubber-tired mine car, the mechanical loader and the continuous-mining machine, which can gnaw away



Like many farmers whose elders sold out to coal, the Foster Potters are tenants.

"Toward the end of the month, we starve a lot."

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team in the valley, and sent several promising youngsters on to the major leagues. The main street of Rhodell is now deserted, but in the old days, an unemployed miner recalls, "on a Saturday night there was a dozen fights between the poolhall and Donna's Café."

Now, according to Alex Lopez, whose parents own Donna's Café, more than half the population of the Rhodell area has moved away, and of the ones remaining, "75 percent depend on some kind of check—retirement or welfare. On check day, there is a slight boom and some beer drinking, but nothing like the old days." In the front windows of Paul's Poolroom hang pictures of politicians, and in the back room a penny-ante poker game is in progress. Outside the poolhall a few men lounge, smelling strongly of moonshine whisky.

"I'll tell you, mister, I thought you were a damn politician," said ex-miner Hobert Plumley. "They're the only people come here from outside anymore. This town is what you'd call a lost ball in tall weeds." Hobert Plumley, who had worked for 24 years in the mines, was now on what they call the "crash program" in West Virginia, whereby an able-bodied man must work on trash gangs along the highway to qualify for welfare. One result is that while West Virginia has perhaps the worst highway network of the 50 states, its right-of-way is kept antiseptically clean. Hobert Plumley asks, "How would you like to have your kids come riding home in a bus from school and see you working by the side of the road like some damned convict? I do it to keep my family from starving, and that's the only reason."

On December 20, 1960, a mine car slammed into a row of timbers underground where Plumley was working. The roof fell on him and broke his back. He brought suit against the company, and after six months settled for \$700, 20 percent of which he paid his lawyers. With the rest he bought a small frame house with a backyard privy. The faded blue couch and armchair are accessories to the home's principal status symbol, the television set. According to Hobert's wife, a short, pretty woman who had her hair up in pin curls, they get along "purty good" on his crash-program wages of \$140 a month and surplus commodities. "The children love the oats, and they've got used to the powdered milk, but I

cain't figure out anything to do with those red kidney beans so as they will eat them." The most nourishing meal that the three children get is probably the hot lunch at school, but when the "juice bill" (electricity) comes due every other month, "we can't afford the 25 cents for lunch and so I have to fix them up something to take."

"If I go up to Kenmore Street in Chicago—they call it Hillbilly Avenue," says Alex Lopez, "I can find more people from Rhodell than I can find right here. A lot of others went to Painesville, Ohio, and some went to Colorado and a lot to Washington, D.C., especially girls who had gone to high school and learned how to type. On a long weekend they come back on a visit, and this town is loaded with out-of-state tags."

Joseph Dantoni, 29, whose parents own Dantoni's Beer Garden in Rhodell, has been living in Washington for seven years and makes \$8,000 a year as a milkman. Back home for the weekend, wearing a blue linen shirt, neatly pressed slacks and highly polished black loafers, he was an object of intense local admiration. "The Government ought to buy up this whole place and build a dam and flood it," he said. "One thing I can't understand. The hunting used to be good around here, at least. Now even the damn squirrels have left."

One way of staying off the crash program—or "trash program" as it is sometimes called—is to work the small non-union mines that are scattered all through Appalachia. They are popularly known as "punch mines," or "dog holes," or "gopher holes," and they stay in business by paying minimum wages and cutting corners on safety—since most of them employ less than 15 men, they are exempt from the provisions of the federal Mine-Safety Act.

In eastern Kentucky the dog holes pay as little as five dollars a day, and according to one miner, "they stand over you and make you git it." But in eastern Kentucky the relatively generous welfare program of Pennsylvania does not exist, nor even the crash program of West Virginia. "I worked fifteen year in the union mines and two year in the dog holes," says Hargies Miller, 39, of Grapevine, Ky. "I would go underground at three in the afternoon and come out at seven next morning. Some days I would make \$10 and the next day not but \$4. They didn't pay nothing for what we call dead work, moving rock and bone to get at the coal.

I finally quit 'em because I figured if I was going to starve to death anyway, I druther do it on my own time."

Hargies Miller now leads a life of idleness and poverty in a shack he built himself in Grapevine—"hit's been built now about 14 year"—and he is the proud father of nine children. "I'd leave," he says, "but I don't have no leaving money." "Besides," says Eddie Dean Miller, a solemn boy of 14, "he couldn't take care of a big bunch of younguns like us up in the city." The family somehow survives on \$78 in food stamps a month. "What clothes the children have," says the father "somebody give it to 'em."

According to Eddie Dean, "We eat gravy and biscuits mostly." At school, because the Miller children cannot afford to pay for lunch, they work for it. One of his sisters washes dishes, and he cleans out the latrines. "Toward the end of the month, we starve a whole lot, when the stamps run out. But the worst part is when daddy runs out of tobacco. You can't get no tobacco on stamps, and when he runs out of tobacco you had just better get out of his way." At this point Mrs. Carlee Miller, the mother, a huge woman, bursts into stomach-shaking laughter. "Did you ever hear such a boy? Boy, we ought to run you out of the room. Well"—she collapses again into laughter—"the truth will stand where nothing else won't."

Like all other governmental services, schools get progressively worse on a southward drive through Appalachia. As employment collapsed, so did the tax base of the communities and counties. Since it is still a wealthy state, Pennsylvania is able to pay its teachers in Appalachia an average salary of \$5,430 a year. That figure drops sharply to \$4,171 in eastern Kentucky.

In Hazard, L. K. (Blondy) Eblin, president of the chamber of commerce, pointed with pride to the new elementary school, a lean and graceful beauty, contoured on three levels down a green hill to the playground below. Nearby stood a new civic auditorium. "Graduates of the Hazard City School System," said Blondy Eblin, "consistently rank at the top of their class at the University of Kentucky." Yet only 10 miles away stands Lower Second Creek School, where Glover Fugate teaches five grades in one small room.

An obsolete school

Lower Second Creek School is made of concrete block, painted white, with privies in the rear. In front a single basketball goalpost hangs at a crazy angle above a bare dirt playground, from which the wind down the hollow whirls clouds of dust against the big squares of cardboard that have been jammed in to replace broken windows. Inside the school ashes dribbled from the open door of a potbellied coal stove. Soot and dust lay thick on the floor, on the battered desks, on the children and on the state-supplied textbooks from which many pages were missing. Fugate explained, "We can't hardly keep the place clean."

As to how he manages to teach five grades in one room, Fugate says, "I don't manage it too much. One thing I did was this—I just had three in the sixth grade, and I put one boy up to seventh and a boy and girl back to the fifth. That way I only have four grades, and that makes it a little bit easier. As far as learning ability, I think these here knows just as much as them in the consolidated schools. I come out of a lot worse school myself."

But Fugate is all for consolidating the schools. "It creates a more nicer environment," he explains. "Kentucky's been down on money. That's hit. But in eight or ten years there won't be no more schools like this. They're going to build new ones just as quick as they git the money." Last year, after teaching school for six years, Glover Fugate got his bachelor's degree from Cumberland College, and with it an automatic raise of \$1,100 a year. "So I think I'll stick with her," he says.

In Harlan County, coming up through this sort of school system, an astonishing 50 percent of the young men flunk the mental tests for Army service. And when a son passes this most elementary of examinations, it is a cause for celebration. "I got one now that's passed for Army service," said Mrs. Cora Neace of Grapevine. "How he did it was this. He would quit out of school for two or three days at a time, and go rent him an old truck off somebody and haul coal till he had made enough to pay for his lunches at school, and some clothes, and things like that. Hit took him an extry year, but he kept at it. We was all real proud of him when he passed for the Army."

For a brief and heady five years the inhabitants of the poorest stretches of Appalachia found themselves ahead of most of the rest of the country in one respect: superlative medical care. Disgusted at the existing facilities, John L. Lewis built seven hospitals in Kentucky, two in West Virginia and one in Virginia at a cost of \$30 million from the union welfare fund. He brought in complete staffs of specialists to man them, and all a miner needed to get full treatment for himself and family was a United Mine Workers card. But Lewis had taken this bold step not only against the opposition of the local doctors, who called it socialized medicine, but in the face of drastically declining employment in the coal fields. In October, 1962, the U.M.W. welfare fund announced that it had to sell the hospitals or shut them down. This led to a rash of violence around Hazard that fall. Miners, who had no work and little except their welfare cards to cling to, dynamited mine equipment in desperate but ineffectual protest.

The Presbyterian Church, with the aid of a federal grant, took over five of the hospitals a year ago and then this summer took on the remaining five. "How do our services compare with the U.M.W. days?" A church official shrugged. "About like daylight and dark. They had a full board of specialists and we had at last count, I believe, one pediatrician. All the rest have gone. We couldn't afford the deficit, but even more important we couldn't afford the enmity of the Kentucky State Medical Association. We had to make our peace. For better or worse, these hospitals are now staffed by local doctors—good and bad."

In an area where poverty is so widespread and so severe, the Federal Government is inevitably and deeply involved. Welfare programs alone cost \$400 million a year in Appalachia, which is almost double the price of the Johnson Appalachia bill. "Unless you attack the causes of poverty itself," says Johnson, "you are going to be shoveling it out to the tax eaters instead of producing and training taxpayers."

But the shape of the Johnson legislation—and indeed the existence of Appalachia politically—derives from two sets of circumstances that predate his Administration. The first was the forma-

tion of the Conference of Appalachian Governors in 1959, at a time when Democrats held nine of the ten statehouses of the area and were in a mood to talk over common problems. The second event was Kennedy's smashing victory in the West Virginia Democratic primary in 1960. This propelled him toward his party's nomination and hence to the presidency. He had been deeply shocked by what he had seen in such coal counties as Logan and McDowell, and he had made a lot of promises to "do something" for West Virginia. He was not a man to forget a political debt.

Without a coherent program, he did quite a lot for West Virginia single-handedly. In a startling demonstration of presidential power, he raised the state from 48th place in defense contracts in 1960 to 30th place last year—mainly by swinging a \$160 million order for armored personnel carriers and other hardware to a company willing to build them in an abandoned naval armory in Charleston. Every federal agency gave West Virginia priority. The Area Redevelopment Administration has spent \$37 million in the state—half of all its expenditures in Appalachia—financing good motels almost anywhere a tourist might conceivably care to visit. The accelerated Public Works Program has spent another \$43 million on sewerage plants, waterworks, county courthouses and the like.

Kennedy also assigned Under Secretary of Commerce Franklin Roosevelt Jr., who had campaigned for him in West Virginia, to work with the Appalachian governors and devise a long-range program. The staff work was well along by the time Johnson took office. When he hit upon the poverty war as a major domestic crusade of his Administration, the Appalachian program dovetailed nicely. There is nothing revolutionary about it. It is a sensible and even modest program, with emphasis on matters that any working politician understands.

Of the \$228 million package for fiscal 1965, by far the biggest single item is \$90 million for roads, the first installment on a proposed \$840 million over the next ten years. "Appalachia is a relatively isolated region, which requires vastly improved access and communication," said Johnson in sending up the bill. The present highway net is dreadful, partly because of the low tax base of the area, partly because of the great cost of road-building in the mountains—one million dollars a mile for a good two-lane road in West Virginia. The thin blacktop that is usually laid in the hollows gets washed

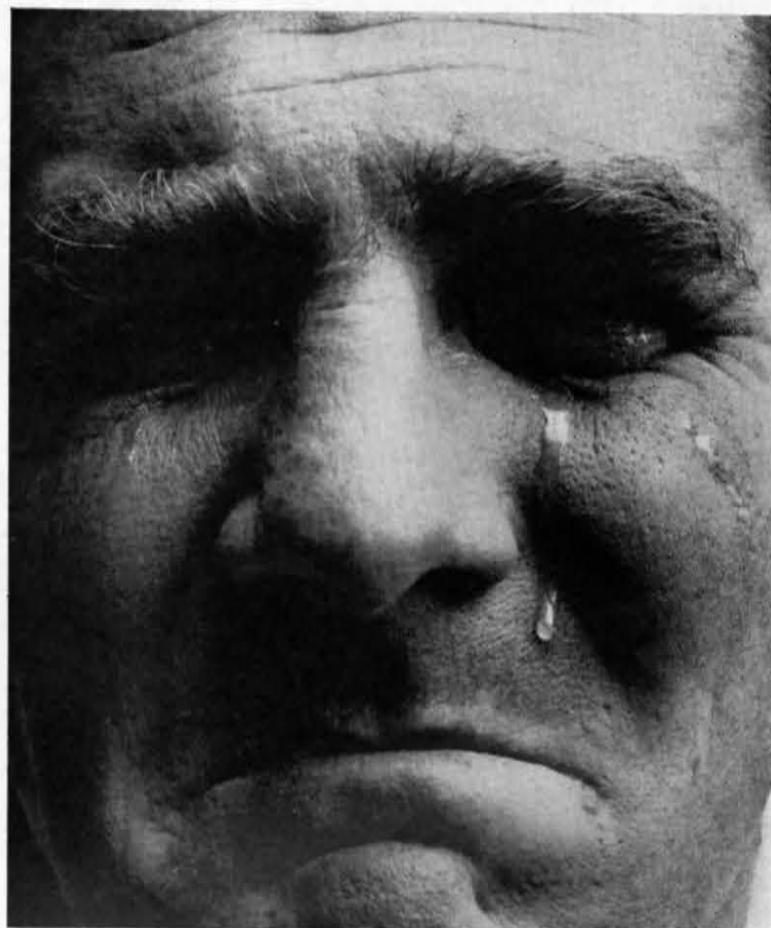
out by spring thaws and pounded to pieces by coal trucks.

Another major item is \$45 million for water control. This is badly needed. Most of Appalachia was never visited by glaciers, and thus has no natural lakes. Its hillsides are eroded, and spring floods plague the whole region. The last eastern Kentucky flood, in March, 1963, did \$40 million worth of damage. Pennsylvania suffers the highest per capita flood damage of any state. The program also includes \$13 million for a promising line of research and action—new uses for coal and new ways of rehabilitating worked-out coal lands. And FDR Jr., who raised Polled Herefords near Hyde Park before returning to government service, is excited about the beef-cattle potential of Appalachia; the program includes \$22 million for pasture improvement.

Sargent Shriver gets most of the rest—\$37 million to work with the "human resources" of Appalachia, training the young and retraining the unemployed. He will face a tangled problem. Over the past few years retraining programs for the unemployed have proved a modest success, and 75 percent or more of the graduates have found new jobs with their new skills. But the programs have dealt so far with the bright upper crust of the unemployed, and most of these men have by now found work or left the region. Most of the rest lack basic educational skills, or drive, or both. Rousing them from lethargy and despair will be a challenge indeed.

Other parts of the Johnson legislative program could have a far greater impact on the area than the Appalachian program itself. With its high birthrate and its abysmal schools in the coal counties, Appalachia would benefit heavily from federal aid to education. Its other great population group is the aged, and they are all for some sort of Medicare. The Food-Stamp Act, which has already passed the House, would do more than any other single measure to improve the day-to-day lot of those at the very bottom of the ladder, the one million people who are now dependent on surplus food.

The stamps, which may be spent in any grocery, have already been tried on a pilot basis in selected counties. Since they pump in hard cash, they are much preferred by local merchants to the "Johnson supermarket," as the distribution dump for commodities is called. The stamps are not always wisely used. "It makes me furious the things they load up those grocery carts with," says a home economist in West Virginia, "TV



Hay fever can make even strong men cry.

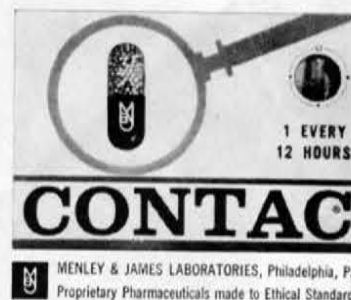
Setting dogs on coon tied to floating log is cruel sport relished by idle mountain men.



They weep. They sniffle. They sneeze. As any hay fever victim knows, pollen is a powerful and relentless enemy. It never sleeps.

But you can. Now you can breathe easily all night or all day with just one Contac® capsule. Contac clears your nose, stops your sneezes and soothes your itchy, watery eyes for up to 12 hours. The continuous action of the more than 600 tiny "time pills" in a Contac capsule keeps you free around the clock from your hay fever symptoms.

So don't cry. Just take Contac. At your pharmacy.



"The surplus American can't be dyed purple."

Tragedy of Appalachia

dinners, steaks, and cases—not cartons, but cases—of soft drinks. And then they run out of stamps by the middle of the month." But the people who use them are delighted. "If they hadn't put up those stamps," says Mrs. Cora Cravely of Kimball, W. Va., a pilot area for the program, "a lot of little children like this one you see behind me would have been hurting. Some of them would have starved. Half of that commodities stuff wasn't fit to feed the hogs. With these here stamps now, if you plan it close, you can get through the month just fine."

More drastic solutions than these are, of course, being proposed. "Actually much of the Cumberland Plateau can best serve the nation by being submerged," writes Harry Caudill, author of *Night Comes to the Cumberlands*, urging a southern Appalachian counterpart of the TVA, whose aim would be "the establishment of a few substantial towns surrounded by a complex of federally owned forests and lakes." Access to the best of the coal seams could be maintained, but the region's main purpose would be as a recreation area for the ever more crowded cities of the U. S. East Coast. Warm though guarded affection for this idea exists among some planners in Washington. "But we are dealing in the realm of the politically possible," one of them explained. "And Congress is not about to set up another TVA."

In its search for new industry, Appalachia is hampered by the legacy of coal. A leading supermarket chain was on the point of building a large food-processing plant in Berwick, Pa. Then they tested the Susquehanna River and discovered

that during summer months, when the river runs low and seepage from the old mines nearby gets most concentrated, they would have been processing their vegetables in mild sulfuric acid.

But a number of cities, despite their problems, have done outstanding jobs of getting new industry in. Wilkes-Barre is one. Through an aggressive and sophisticated campaign in which business, labor and Wilkes College have joined, the city created 10,000 new industrial jobs and another 10,000 related jobs from the new payrolls brought in. Neighboring Scranton originated the technique of local financing of plant facilities—it is known now as the Scranton Plan and has been copied all over the country. Against great odds, northeastern Pennsylvania has thus managed to balance off the catastrophic loss of 60,000 jobs caused by the collapse of anthracite mining after 1950.

A major problem is that many of the new plants are in that low-paying industry known as the "needle trade." They are runaways from Manhattan's garment district, attracted by handsome facilities built to their specifications by hungry communities. Many of the other plants require detailed assembly-line work, and they, like the needle plants, employ mostly women. In thousands of homes the woman is now the breadwinner. "There is actually a shortage of workers in the garment plants here," said an official in Wilkes-Barre, "while our unemployment rate is still quite high. But your unemployed miner is apt to think any kind of job above ground is effeminate. He certainly is not going to go to work making dresses alongside a bunch of women. So he stays home and baby-sits. I don't know what the effect of this re-

versal of roles will be over the long run, but I don't think it will be good."

There is some hopeful evidence that one new industry attracts another. Wilkes-Barre, which began with the needle-trade plants, has moved up the scale to jet-engine parts. "And even if all these towns can't get a plant," says an economist at West Virginia University, "they will be better off just for cleaning up and trying."

Signs of the cleanup are evident all over Appalachia. West Virginia, after staging a centennial celebration last year that lured great crowds of tourists to the state, is now in the middle of a "shack-removal program," under which 3,000 abandoned shanties in the coal towns were razed last year. Knoxville, Tenn., long a dowdy and complacent city, has won a string of awards for an urban-renewal program that is transforming the downtown area. Following up its own downtown renaissance and a smoke-abatement program that has given it the cleanest air of any major U. S. city, Pittsburgh is rebuilding the Oakland section around Carnegie Tech and the University of Pittsburgh. A project called Panther Hollow will line a now-desolate ravine with \$250 million in research laboratories, theaters, offices and shops.

Energetic campaigns are underway against abuse of natural beauty by mining companies. The *Charleston Gazette* calls West Virginia "the wretched victim of an unconscionable industry," strip mining, whose "machines of destruction rip and tear and spoil and profane nature's surface," leaving only an "ugly afterbirth." In a special supplement last January called "Kentucky's Ravaged Land," the *Louisville Courier-Journal* warned: "Tourists will not pay to look from their lodge windows at hillside laid naked by mining. They will not stumble across mudbanks to fish in acid streams. They will not swim in polluted

water." Under such pressure the Kentucky legislature this year passed a new mining law, which, though not strong enough to satisfy the *Courier-Journal*, was a great deal better than nothing. According to a conservationist in Williamson, W. Va., on the Kentucky-West Virginia line, the law came just in time. One mining company, having been fined several times for dumping waste into the streams in West Virginia, was building a pipeline to pump it across the river and dump it on the Kentucky side.

As this sort of local leadership and concern emerges, the disparate sections of Appalachia will go their own developmental ways. At this point probably nothing could stop the growth of the old anthracite country of northeastern Pennsylvania into a diversified light-manufacturing center—simply because of its ready access to the great markets of the U. S. East Coast. If there is a single key to the future of the huge Pittsburgh industrial complex, it probably lies with the current effort to turn the Oakland area into one of the nation's great centers of science and technology. New industry is funneling rather naturally down West Virginia's Ohio Valley country, while the lightly populated eastern half of the state is rapidly developing as resort country. "We will keep it pristine and beautiful," says a state official, "so all those planners in Washington will have a place to ski."

Further south the Great Smokies already cut a slash of resort prosperity across North Carolina and Tennessee. The Tennessee Valley, with its cheap electric power, is booming with one neat, low-slung industrial complex after another from Kingsport southwest to Chattanooga. The future of Birmingham, southern terminus of the area, depends far more on the outcome of racial crisis than on any sort of plan for Appalachia.

All of this natural development and change nonetheless will lap past the out-

Unemployed railroad worker turned farmer by stern need, Robert Fields works his unproductive acres in Skyline, Ky., with the help of his son Frank.



moded coal miner—and past the oldest and least skilled of the steel workers and railroad men as well. “He is the surplus American,” says a Presbyterian minister in eastern Kentucky, “and he unfortunately cannot be put in a bin, or dyed purple, or sold to Russia.” “Realistically, most of this group must be written off so far as any major economic contribution is concerned,” concludes the most exhaustive study yet done on hard-core Appalachia. It was financed by the Ford Foundation, engaged 22 scholars, produced a 308-page volume, and in the end its proposals came down to out-migration, birth control and federal aid to education—a first-class collection of political hot potatoes.

“Out-migration will still be necessary, even if all the programs take hold,” says a federal official, who hastily adds, “Of course, it is not politically feasible to say so.” “If the right people leave, I wish them godspeed,” growls Charles Hodges of the Charleston Chamber of Commerce. His counterparts in Chicago or Cincinnati, on the receiving end of the migration, would doubtless disagree. Judging by trends of the past few years, the out-migration will continue but will only balance off the population explosion, holding Appalachia steady at around 15 million people.

What the planners would prefer is a migration within Appalachia, from the dead coal towns to the growing urban centers. This simply is not happening. If an Appalachian saves up his “leaving money,” he moves to a northern city where the welfare and unemployment benefits are higher and a certain slum block is already populated by his relatives and friends. “You’re a reporter, mister?” says a gas-station attendant in Sarah Ann, W. Va., a town where most of the mines are closed and the principal local tourist attraction is the hillside tomb and marble statue (“life-size, imported from Italy”) of Devil Anse Hatfield. “Well, put this down in your book. This is the best damn state in the Union, and I’m heading for Chicago in three weeks. Charleston? There ain’t nothing in Charleston. I’m headed for Chi.”

At this point most of the hard-core unemployed will remain. “They have no desire to leave their traditional home,” says the President’s report. Mrs. Clarence Cartwright of Kimball, W. Va., who has seven children, an unemployed husband and a sister-in-law who works at one of the Royal Castle Restaurants in Cleveland, sums up this majority attitude: “I was born here and I was raised here, and I wouldn’t leave for *nothing*.” This hard core is now hard-set in its ways. After the glamour and high pay of the mines, though these are long past, the man scorns the only sort of job for which he is qualified, that of a common laborer. In all the repertory of legislation up for passage this year, only the food-stamp bill is likely to affect him, making his life a bit more human.

He is passing on his traits to his children, and he has plenty of them. Their grimy faces, as they tumble out of unspeakably backward schools and start a football game with an old detergent squeeze bottle, are the unforgettable sight of Appalachia. “Don’t forget now,” President Johnson called back to Tom Fletcher, on the way from a shack in Inez, Ky., to his waiting limousine. “Keep those kids in school.” Anyone who has actually seen the schools in eastern Kentucky might well ask the President, “Why?”

THE END



Appalachia is an elephants' burial ground for defunct automobiles like these forlorn junkers abandoned near traveled highway.

August 17, 1964

Memo to Senator Humphrey

From John S.

Re: Location of YCC camp in Minnesota.

Over the past weekend the President announced 22 sites for YCC camps. None was in Minnesota.

The Department of the Interior has recommended strongly that a YCC camp be constructed at the White Earth Indian Reservation. The full specifications are attached.

I suggest strongly that you see if the White House can't arrange for this additional site to be announced. It is planned for these sites to open between October 15 and 25th.

As principal sponsor of the YCC idea, it seems most unfortunate that Minnesota was not selected for at least one site. The White Earth location received the full and enthusiastic backing of Secretary Udall, but the lower planning levels of the poverty program rejected it because the winters were too severe. Yet they selected a site near Buffalo, New York ~~where~~ where the winters are also severe. Logging operations continue all winter in this location; it seems reasonable to suggest that a YCC camp would work out well.

File - poverty work file

JOB CORPS CAMP STAFF

The Problem

The O.E.O has recommended only three work crew leaders per 100 man camps. This is felt to be so inadequate as to threaten the whole program.

The Situation

One of the objectives of the Job Corps program is to develop attitudes and aptitudes that will help the enrollee become a useful, productive member of society. We feel this can best be done through on-the-job training and contact and instruction from the work leader.

The enrollee has failed academically--he has rejected the school environment so it is doubtful, especially in the beginning, if the enrollee will be ready for or want formal education.

The job supervisor will command respect because he can do things with his hands, he has the technical knowledge and skills that he can pass on to the enrollee without the handicap of a structured classroom atmosphere.

More work leaders (foremen) in the Job Corps camps who can work on the job with the enrollee and give him the type of job instruction and education he can absorb.

Furthermore with only three work leaders the sizes of the crews with 30-40 men per crew would be too large for safety and efficient on-the-job work experience. The span of control for these on-the-job work leaders should probably not be over 15 enrollees.

Suggested Appropriation Language

Present plans for field work supervision on conservation projects in the Job Corps Camps provide for only three work crew leaders (Technical foreman) per 100 men at grades of GS-7 - 9.

Adequate field supervision and on-the-job instruction is not possible under these plans. Since these are key and strategic points which will determine the success of the whole program, administrative agencies are directed to include 3 more work crew technical foremen (GS-3, 4 or 5 grades) in the Conservation, Forestry, Range or Wildlife Aide and Technician (sub-professional and professional) categories from existing funds. This will make job openings available to camp enrollees.

Poverty File

TRANSMITTAL DOCUMENT

FOR:

A Project Proposal submitted to:

The President's Task Force
on The War Against Poverty.

Submitted by:

Wylie H. Russell

Dayton L. Olson

1302 North 43rd.,
Lincoln, Nebraska
August 15, 1964

Transmittal:

There is transmitted herewith a project proposal for the President's War Against Poverty. Financing for the project is requested under the provisions of the Economic Opportunity Act of 1964.

Project:

The project is tentatively titled: Valley Institute of Human Technology to operate:

a. Save American Youth, Inc., (SAY) a plan under which College and University students groups will serve as stand-in-parents for children of the deprived and depressed areas. This project includes extensive volunteer action on the part of both individuals and groups. The organization is active.

b. The Appalachian Center for Human Resources. (Virginia) A plan for the training of upper level college students (juniors and seniors) in the fields of geology, conservation, marketing and management, Sociology, Social Work and Education. A program which will include academic instruction plus work experience opportunity for students to encompass:

1. Teacher-helper positions for the classrooms of public school systems in the areas of operation at no cost to the school system.
2. Adult literacy education conducted by the college student trainees in cooperation with the public school systems and other community organizations at no cost to the community or to the adult being trained.
3. Work experience opportunities for high school students (who will remain in school) in groups supervised by college student trainees working with the high school students.
4. Community action programs conducted by the college student trainees on programs requested by community groups and under the supervision of a team of experts in the field of concentration appropriate to the student program.
5. Summer camps operated by the college student groups for boys and girls from the deprived areas of at least 4 major cities. To be both a literacy and physical development camp operation.

6. Summer volunteer programs to involve at least 2,000 college students to work either in the rural areas or in the inner city projects. It is anticipated that a number of major cities will develop community action programs and that they may wish to have the assistance of college student volunteers during the summer months. SAY therefore becomes the vehicle for organizing the college student volunteer movements.

7. Work experience opportunities for high school students from the major cities who need to earn money to return to school in the fall and who can profit from a summer literacy and work experience program.

8. Employment in the high school program is for students who are less than 16 years of age, for the greater part, as they are not eligible to take part in the work experience camps to be Federally operated under provisions of the Economic Opportunity Act of 1964. If the drop out rate is to be reduced some attention needs to be given to students of secondary school age who are not eligible for these camps but who may drop from school before reaching an age where they may participate.

9. Day camp programs during the school year and the summer months for boys and girls under 14 years of age. These youth cannot be employed in the work experience program but they must have some assistance if they are not to drop from school.

10. Development of an outdoor amphitheatre in the Virginia area of operations to be used by the music and drama departments of nearby colleges and the secondary schools of the 7 county area. Potential development as a summer camp site for music and drama students of secondary school age and a summer music and drama seminar operation for students of college age. To be developed by this project but to be entirely operated by colleges and secondary schools.

c. Field Centers A and B, West Virginia. A more extensive operation and field experience than that which is planned for the Virginia area. An extensive work experience opportunity for high school students in the 6 county area of West Virginia. An adult literacy program in cooperation with the public school systems in each community at no cost to the system or the community. An internship type field program for the college students in the program. The college students are to be responsible for individual tutoring for not to exceed 4 to 6 students through an entire academic year and summer term. This individual and personal relationship is necessary if adequate progress is to be made by the student through the secondary school program. Each college student will be

assigned to a family to give such assistance in the fields of education, health and welfare, development of land and related areas as are appropriate to the academic discipline in which the student is working. The family development program is to be under the supervision of a team of specialists in these fields. An attempt will be made to insure that each family so assisted will become a self supporting family group. This will include tutoring for each school age child in the family, individual literacy assistance to the adults in the family and assistance with improvement of housing, health conditions and improvement of economic conditions through restoration of land.

The wilderness complex, to be developed for 200 to 400 high school age boys as a summer camp experience. This will be a 10 week camp which will include intensive conservation work as the work experience part of the program and individual tutoring as the literacy improvement part of the program. This part of the project will be for boys who are 15 and 16 years of age and designed such that they may remain in school until such time as they may complete the secondary school program. One-half of the boys will be local and the other half will be brought in from the city areas.

The Agricultural-Industrial Cooperative (Virginia) and Recreation-Conservation Complex, (West Virginia). A planting, land restoration, marketing and production cooperative. To be developed by the college students under the supervision of a team including specialists in conservation, agriculture and construction. The management phase to be under the supervision of the management team of the college training center. Construction and improvement of land and buildings. Development of economically self sufficient small land holdings.

To include restoration of a large wilderness tract to be used as the field laboratory for geology and conservation. The wilderness camp for boys is to be located on this tract. All other institutions of higher education, who have departments of geology, conservation and recreation, who are so located that they may conveniently use the tract will be invited to make full use of this development. There are several colleges and universities within a 200 mile distance from the proposed location.

Development of an outdoor amphitheatre to be used by college and secondary school music and drama departments. Similar to that planned for the Virginia area but a more extensive development.

The restoration and planning, including full development, of small land tracts in the entire 6 county area. Families will be placed on these tracts and assisted for a full two year period by the college and university students. This assistance will continue until each family is a self supporting family entity.

The Agricultural-Industrial Cooperative is to be eventually turned over to local members of the cooperative for management. When this entire complex has been developed by the college and university student groups to the point that it is a working and effective entity the management should be in the hands of local individuals and groups.

This project will directly affect:

- 7 counties in Virginia (two only indirectly)
- 6 counties in West Virginia
- 4 major cities, minimum, and these appear to be: Washington, D. C., Pittsburgh, Baltimore and New York City.

The minimum number of students involved without duplication appears to be:

High School work experience program.

- 500 in the Virginia area during the school year
- 500 additional during the summer months
- 360 in Field Center A, West Virginia during the school year
- 360 additional during the summer months
- 120 in Field Center B, West Virginia during the school year
- 120 additional during the summer months

1,960 total high school youth involved in this part of the program.

Camp operations.

_____ Day camp tutoring operation in all areas. Impossible to estimate but probably one-half of all children enrolled in school.

_____ Summer day camp and tutoring program. Not possible to estimate.

400 in the Field A camp in West Virginia

400 in the summer camp in Virginia

400 in the Wilderness camp in West Virginia

1,200 identifiable minimum for this part of the program.

College students.

500 in work experience, Virginia academic year

500 in work experience, Virginia summer

120 in work experience, W. Va., Field A academic year

120 in work experience, W. Va., Field A summer

120 in work experience, W. Va., Field B, academic year

120 in work experience, W. Va., Field B, summer

1,480 in the college work experience program

Volunteers

500 in the Virginia summer program

1,000 in the Field A, W. Va. summer program

500 in the Field B, W. Va. summer program

2,000 in the volunteer program. Does not include inner-city projects.

Families affected.

720 in the college internship family development program

720 in the college internship agricultural development program

1,960 as a result of the high school work experience program

1,480 as a result of the college student work experience program

4,880 family groups in this part of the program.

_____ not possible to estimate the adult literacy program.

Summary of involvement in the project.

In terms of assistance, not in terms of working groups involved)

1,960 high school students annually

1,480 college students annually

4,880 family groups annually

The hypotheses for this project were: (Established in order to give direction to the planning and research.)

1. Is it possible to develop a program so integrated as to make full use of the provisions of the economic opportunity act of 1964?
2. Can the program be developed such that the annual cost will not exceed one percent of any program for the national budget?
3. Can such a program be of significant importance to a geographic region and a minimum of 4 major cities?

4. Can some portions of the project be self-supporting after a trial period of three years?
5. Can the program be developed such that it will concentrate primarily on age groups which are not directly affected by programs which ~~will~~ be operated by the Federal Government under provisions of the economic opportunity act of 1964?
6. Can the project avoid the vocational and technical education programs which are to be operated by the state and local governments under provisions of the economic opportunity act of 1964?

Assumptions for development of the proposal:

1. A core of highly trained specialists concentrating their efforts in a limited number of specialties is more effective than a program which disperses efforts in a number of areas.
2. The development of local committees to guide the efforts of the project toward action needed in the community is necessary. Leadership in many depressed areas is a product sorely in short supply. The project will rely heavily on school administrators and local business leaders to form a local committee for each community.
3. The proposal for location for this project is tentative. Each community in West Virginia should assist in choosing the final location for each of the three phases to be conducted in the six counties. Unless the community is intimately involved the project will not be fully effective.
4. The project will be seriously objected to by some persons in any community. Not all school personnel will agree with the philosophy of the project. Not all business men will accept the concept. Those who engage in this project must expect slow progress until this objection is overcome.
5. The project must concentrate on a geographic area small enough that a significant impact may be made during the first three years. The project must have significance in the lives of individuals as well as upon the total economy of the area.

Summary Analysis.

It is apparent that the project as presented supports the hypotheses which were developed for the research necessary to this project. The assumptions are feasible and valid. The project is workable.

Relationship to the total proposed Federal budget.

Construction. The total construction is ^{4,780,800}~~\$3,522,800~~. If this can be applied primarily to the community action portion of the program it is approximately 1 percent of the Federal budget for one year. Since this is the total cost for the entire life of the project it is something less than one tenth of one percent when dispersed over a ten year period.

It should be noted that a portion of this is proposed as a long term loan. While the project should make maximum use of the provisions of the Economic Opportunity Act of 1964, it nevertheless is true that a portion can be self supporting and, therefore, a 40 year 5 percent loan is feasible.

Student work experience payrolls. The total payroll for the student work experience program is \$3,023,530 annually at maximum operation. This is approximately three-fourths of one percent of the annual budget provided in the legislation.

The project as developed meets the requirements of the hypotheses set forth for financial structuring.

Impact on the communities.

The impact of such a project on the communities must not be overlooked. It is important to note that the Federal Legislation does not insure that poverty has been "per se" eliminated from the American society. Each community and each group or individual interested in solving this social problem must concentrate efforts in an attempt to make the effects of this legislation felt throughout the nation. A long period of experimentation, research and training will be necessary to make permanent inroads into this social problem which has become such an ingrained part of the American social order. The economic impact on the communities affects the total project and is of extreme importance. While the human values must not be undersold, it nevertheless is true that the economic improvement also is important to success of this war against poverty. The impact of this project is:

Immediate construction projects in the communities

4,280,800
~~\$2,322,800~~

Purchases by college student volunteers during the summer program, estimated at \$30 per week for the 10 week period, an annual total of
This is temporary but will be of assistance until the permanent programs are well underway.

600,000

New payrolls in the communities, annual, at maximum
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

492,200
81,995
81,995

Annual food purchases, college student programs
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

140,800
33,000
33,000

Operating costs, local expenditures
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

60,000
13,136
13,136

Work experience payrolls, professional staff
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

65,435
40,020
40,020

Operating expenses, field programs, supplies
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

30,000
24,000
18,000

Camp operations food purchases
Virginia center
Field Center A, West Virginia
Field Center B, West Virginia

267,500
124,200
70,200

Student Payroll, annual at maximum

Virginia center

\$1,219,600

Field Center A, West Virginia

503,712

Field Center B, West Virginia

427,392

Jobs to be created for local residents.

These are jobs which are non-professional in nature. The project directors hope that Federal and State departments will agree to locate and train local people for these jobs while the construction of facilities is in progress.

Field A. and B. (Identical number in each center) Total 8 new jobs

- 1 clerical
- 1 foods director
- 1 kitchen helper
- 1 farm operator

Virginia center

Total 18 jobs

- 1 0 clerical
- 1 buildings and grounds worker
- 1 farm manager
- 1 foods director
- 2 kitchen helpers
- 2 assistant cooks
- 1 custodian

Field Experience groups

Total 6 jobs

- 3 clerical
- 2 general office help
- 2 construction crew directors

The locations have been deliberately chosen such that they are in small towns. Each is a center surrounded by other small towns. The impact of the construction, payroll, purchases and new jobs should in turn create other job opportunities or at least so increase local business operations as to make them more effective and more productive economically.

The impact of the food purchases should have some effect on the local agricultural economy. Further, the food purchases should assist in the development of the agricultural-industrial complex cooperative since the cooperative will have an immediate and ready-made customer until such time as it can develop additional markets. This will insure the success of this cooperative.

PROJECT PROPOSAL

VALLEY INSTITUTE OF HUMAN TECHNOLOGY

Submitted August 15, 1964

PROJECT PROPOSAL

Submitted to:

The President's Task Force
On the War Against Poverty

For support from:

Programs established by
The Economic Opportunity Act of 1964

Submitted by:

VALLEY INSTITUTE OF HUMAN TECHNOLOGY
(pro-forma)

Initiated by:

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VALLEY INSTITUTE OF HUMAN TECHNOLOGY

Operating Divisions

Save American Youth, Inc., (SAY) detailed in this proposal.

The Appalachian Center for Human Resources, Strasburg, Virginia.

Field Center A. West Virginia location, see enclosed map and explanation.

Field Center B. West Virginia location, see enclosed map and explanation.

The Shenandoah Agricultural-Industrial Marketing and Training Center, Virginia.

The Recreation-Conservation Complex (work/literacy camp), West Virginia.

Each of the divisions of the total operation is detailed in the proposal. Each is developed from the standpoint of maximum operation, it being recognized that this maximum operation will not be reached until the second year of operation. The entire program is planned so as not to conflict with nor duplicate programs to be operated by the Federal Government as a part of the Economic Opportunity Act of 1964.

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FOREWORD


This present document has been prepared as a result of several stages of research and experimentation leading to the proposed project. College and University professors and administrators have been most helpful as the ideas which brought the project into the present stage have been developed and improved. College and University students have been most helpful in determining the exact extent to which participation might be expected.

Three separate sample surveys have been made in order to establish some measure of validity for this project. The response to these samplings have been most helpful as the total project has been developed.

It is the intent of this proposal to develop an integrated community of effort in a search for a means to eradicate the effects of poverty and disadvantage at the root of the problem. The proposal is predicated on a belief that a concentrated approach is needed. It is for this reason that a rather small area of operation has been identified. The primary emphasis will be upon six (6) counties in West Virginia and six (6) counties in Virginia. The extended summer program will include inner-city projects in three or four large metropolitan areas. This will include provision for work/literacy camps in Virginia and West Virginia which will draw students from these larger cities.

The project does not propose that this is a permanent solution without the aid and cooperation of many groups and many Government agencies, both State, Local and Federal. It does propose to generate a massive attack on a rather small but significant geographic area using all of the forces available for such an undertaking.

There are problems to be faced which have not been imagined by the developers of this project or those who have been advisors to it. The project will have periods which are less than successful. The approach which is anticipated has the potential for significant contributions - to the area in which the effort is concentrated and to those who will work intimately with all phases of the effort.


Wylie H. Russell
Executive Director
Valley Institute for Human
Technology (pro-forma)

INTRODUCTORY STATEMENT.

It is difficult, some might say impossible, to prepare and present a proposal such as that which is here presented, without including some tones which are both philosophical and emotional. This is perhaps as it should be.

The proposal presented in these pages is the result of much research, revision and correspondence. It represents the work of many people among them college and university students, high school students, college professors and college administrators, and advise of many persons from fields not allied with higher education. The committee is grateful for the assistance which it has received thus far.

To attempt a task such as proposed here is to work from an ideological frame of reference. For no other approach can result in such cooperative efforts in the development of an idea on paper.

The project cannot include all of the imaginative ways presented by college students which they wish to use to raise funds for their portion of the financial campaign. The enthusiasm of this generation of college men and women is far greater than most persons realize. This generation is vitally interested in a personal involvement in social change, perhaps because they see the world as belonging to them and they do not, on occasion, relish some facets of the social order which they see.

We might have included other phases of the project. It is anticipated that the college students engaged in the geology and conservation work will develop

an outdoor ampitheatre to be used by high school and college music and drama groups in Virginia and the surrounding area. This will complement the adult group now operating in Orkney Springs near Mt. Jackson, Virginia. Several nearby colleges have excellent music and drama programs including Shenandoah Music Conservatory in Winchester, Virginia. The same type of work can be completed in the Pendleton County, West Virginia area for use by that area. Such a summer operation in Pendleton County, when coupled with the outstanding recreation opportunities already in the area should provide a significant boost to the entire locale.

The committee will need some advise on the final financing of this project. There presently is no legislation for providing dormitory and dining hall facilities for new institutions until they have been in existence for two years. We shall need to know whether funds from the Community Action section of the Economic Opportunity Act of 1964 may be used here. It is our intent that the major construction be underwritten by a loan and not a grant. We feel that the funds provided for this poverty drive must be used to benefit as many people as possible and a portion of this project is income producing. It ought therefore, we feel, be financed with loans. One portion of this project needs no financing and an offer of land for the permanent first step is already rather firm.

We would be remiss if we did not point out that this project, in terms of annual cost does not approach 1% of the total annual budget for the entire Economic Opportunity Act of 1964. Yet it produces a significant number of new jobs in each community, it provides an opportunity for many unemployed

persons in each community to be trained for a new job. It is the intent of the committee that all non-professional staff members be hired in the community. This will require that some of these persons be trained while our buildings are being constructed but we do not believe that this presents a problem. We do not wish any personnel brought into the area of operation who can be hired locally.


The project provides some 5,000 job opportunities for high school students each year. The project provides some 1,160 job opportunities for college students each year. We anticipate that the college student volunteer organization now well underway may bring as many as two or three thousand additional college students into the area during the summer months on a volunteer basis.

The economic change in the community due to new construction is significant. Our correspondence with Educational Facilities Laboratories, Inc. is leading toward the design of low-cost buildings. We anticipate that building contracts will specify that local builders will have first choice wherever possible. One manufacturer of furniture for classrooms has already indicated that we may have an additional discount of 25% above the institutional discount if we will accept chairs and tables with color flaws. We cannot see that a flaw in color is of any significance since the manufacturer is willing to guarantee the products for ten years. There are several small manufacturers in the area. Frye Furniture of Strasburg, Virginia is an example. If this company can produce needed furniture at a competitive price we believe the contract should go to this local firm.

The new payroll in each community is rather significant. This has not been detailed in this project since to do so would be to invade the area of publications. But it should not be overlooked that the annual infusion of payroll money into this area is significant and will, as it turns over in the community several times each year, be a significant factor in the economy of the area.

It is the intent that this project not duplicate the direct efforts of Federal and State projects under the new legislation. For this reason there has been no attempt at direct vocational and technical training since a separate section of the legislation provides funds for the States to develop such projects. The work experience programs have been so developed that they will not, for the greater part, involve persons who are eligible for the camps to be operated by the Federal Government.

Perhaps the real importance is that which lies in the realm of emotion, ideology and philosophy. IF this project can be the means for keeping even a few young men and young women in school until they complete high school, and a few more until they have completed a college degree - who is to know the ultimate contribution which even one of these young Americans may make to his or her society? The human worth value is the significant factor in this proposal.


Willie H. Russell, for
The Advisory Committee

OVERVIEW

Purpose.

It is the purpose of this overview to present a summary discussion of the entire project. The proposal is a complex project encompassing several different types of operations for all age groups within a given community. The overview may be of assistance in furnishing a summary outlook on the entire project as a prelude to the extensive explanation of the total operation.

Part I. Premise for the project and present status.

Part I is a discussion of the hypotheses upon which the project proposal has been developed. It includes a statement of the status as of August 15, 1964 of one phase of the total project.

Part II. Areas proposed for operations.

This part of the proposal presents the areas presently under consideration as centers of operation. This is not a "fixed" concept insofar as the committee for this project is concerned.

It should be pointed out that an initial offer of land from one community is somewhat firm. The counties identified in West Virginia have not been approached and can, therefore, be changed if some other area is more appropriate for this operation.

The inner-city portion of the operations of this project have been considered in determining the location of the main center in Shenandoah County, Virginia. There have been several reasons for this choice. Dr. Russell has personal acquaintances in the county who are interested in a project for the area and who will develop the committee to furnish the first site when it appears that the project has a chance to become active. Additionally, the nearness to Washington, D. C., Pittsburgh, Baltimore, New York City and surrounding areas make this an ideal location for the summer camp portion of the total project. It is anticipated that there will be inner-city projects developed in these cities by other groups and the college students working in portions of the proposal herewith submitted can then offer assistance to these other projects. We are, however, primarily concerned that this project be of significant assistance to an entire area and are amenable to change of location if such will better serve the interests of the entire nationwide attempt at improvement of economic conditions for those in the depressed areas.

Part III. Save American Youth, Inc., (SAY)

SAY is a non-profit organization developed by college and university students in cooperation with a committee of college personnel. This organization will be active as of September 1, 1964. The entire proposal of this project is presented here that its relationship to the entire project may be identified. No financing is required for this phase of the project.

Part IV. The Appalachian Center for Human Resources

Field Center A.

Field Center B.

The Recreation/Conservation Complex Wilderness Camp for Boys

This is the permanent and long range proposal for the entire project. This part of the project requires both a loan and grant approach to the total financing.

The main Center will be located in Virginia and the other three installations are to be located in West Virginia. Tentatively these have been identified as:

The Hampshire Center for Human Resources (Hampshire County, W. Va.)

The Grant Center for Geology and Conservation (Grant County, W. Va.)

The Pendleton Conservation Center (Pendleton County, W. Va.)

The titles by which these areas are identified are purely for the purpose of identification. Committees to be developed in these areas may wish to have another identification. Should the area be changed for this operation other identification will obviously be needed. Some type of identifying "label" was needed for this proposal.

These centers will offer a college credit program in conjunction with the work-experience program. Each of the centers has been so designed that it can exist as a self-supporting institution when necessary. When the time has come that the provisions providing a work-experience for high school and college students under Federal legislation have expired these institutions then can continue to operate.

Students placed in these centers, for college credit, and under a work experience program, will be expected to complete more independent work than under the usual college campus environment. Staff has been materially reduced for the reason that each student in the college program is engaged in a work-experience program and therefore will take over many of the jobs ordinarily completed by paid personnel on most campuses. The high school students will be closely supervised by college students and professional personnel.

The work-experience program for high school students will need to be carefully planned in cooperation with local public school officials. The supervisor for this phase of the program, at each center, should be a staff member trained in diversified occupations and distributive education. The project anticipates meaningful employment not just "made work" in order to keep these youth in school. Each high school student will be in a tutoring group as a part of the work-experience program. College students will supervise both the work experience and the tutoring groups. It is anticipated that the tutoring groups will not exceed four high school students to each college student.

College students will work in a number of different types of jobs. These are detailed in the total proposal. Each college student will be assigned to a high school student in a "buddy-system" operation. The college student will be responsible for becoming acquainted with the total environment of the high school student. He will work with the teachers in the public school systems in order to see that the high school student makes adequate progress. He/She will work closely with the group supervisor in the work experience program to see that the high school student is making adequate progress in a group work experience situation.

The Wilderness Camp for Boys will be operated by College students. It is anticipated that there will be four high school students and one college student in each group. This will be a month-long camp, or longer. There will be a day composed one-half of conservation work and one-half of tutoring groups. The intent will be to take boys 15 and 16 years of age and increase their achievement level by at least one grade level during the summer months. One of the real reasons for the high school drop out is that many adolescents fall behind in grade placement and thereby become "too big for the seat". The psychological blocks placed before a 15 or 16 year old youth who achieves at the third or fourth grade level must be overcome.

Each college student will keep a "diary" or "case study" on each part of his/her Field Experience. This is the basis for the independent research. The college student will maintain individual contact with a student throughout the entire period of time which each is enrolled in the project. This personal interest will give meaning to the education of the college student and reason for achievement and growth to the high school student.

Part V. The Agricultural-Industrial Cooperative Complex , Virginia
The Conservation-Recreation Complex. , West Virginia

The Agricultural-Industrial Cooperative Complex is an attempt to organize a cooperative production and marketing venture which can eventually be turned over for operation to residents of the area.

College students, majoring in Agriculture, Conservation and Management will be responsible for the development of this phase of the project under the direction of a professional team.

The intent is to determine the extent to which small land holdings can be made economically efficient. An additional purpose is to restore small tracts throughout the area and move families onto these tracts in an attempt to make an effective and producing family unit of the family so assisted. A team of college students will develop each of these individual tracts and work with the family for a period of two years, through two harvest and working seasons , until the family can maintain itself. A literacy program for the entire family will be a part of the work of the team of college students.

A marketing and packing production unit is seen as a long range goal of the cooperative.

The Conservation-Recreation Complex is the field operation center for students majoring in geology and conservation. It is, in addition, the site of the Wilderness Camp and the camp sites to be developed. The proposed location is near many tourist-recreation areas and the development of a wilderness conservation tract should be an added attraction. In addition, the college students will work with any land owner in the entire West Virginia area (not commercial) who desires assistance in the restoration of his land holdings.

Part VI. Work-Training Programs for High School and College Students.

This part of the proposal describes the work-training proposals for high school students and college students. The high school students will be drawn from 7 Virginia Counties and 6 West Virginia Counties during the school year. There is no geographic limitation during the summer programs. College students will be drawn from all over the nation during both academic year and summer programs. It is anticipated that students from nearby colleges may wish to take part in some phases of the program. Some 15 areas of possible work-experience opportunities are outlined in the entire proposal.

Part VII. Physical Facilities analysis.

This part of the proposal is a description of the physical facilities necessary to the full implementation of the project.

Correspondence is underway with Educational Facilities Laboratories, Inc. who have been of assistance to this point in the project and who indicate that further assistance will be offered. Correspondence is underway with architectural departments of two major colleges in the nation.

Part VIII. The Financial Campaign.

This part of the proposal describes the long-term financial campaign planned to build permanent operating funds for the Institute. This campaign is projected at maximum. The campaign will begin with the assistance of SAY and other college groups. The committee has projected a long-term campaign which, at present, anticipates a goal of approximately three times that which is needed for this present project.

The financial campaign is presented at "ideal" operating conditions. Should the campaign be entirely successful during the four year period the results will offer opportunity for permanent operation of this project plus assistance to other projects as they are developed. While this is a maximum projection, both the advisory committee and the college student committee feel that the goal should not be changed since it is not possible at this time to identify projects which will arise as a result of the interest of college and university students in various parts of the nation.

Part IX. Budget for the project.

An itemized budget for a four year period. This is the initial year of construction and three fiscal operating years.

Premise for the total project.

The project is an attempt to get at the roots of the many-sided social problem called poverty. One premise for this proposal is that poverty is an economic, social, psychological and moral problem. The social, psychological and moral aspects of poverty are becoming a permanent part of twentieth century society. Unless some attempt is soon made to alleviate them these will be permanent parts of the American social order.

The vocational boarding school has been proposed for a number of years as being a partial solution to the problems created by illiteracy, ignorance and poverty. The Work Camps, a part of the program of the Economic Opportunity Act of 1964, may prove to be a reasonable substitute for this boarding school proposal. They have the potential for at least serving as a stop-gap measure while the possibilities of such permanent operations are investigated.

This project proposes to work with age groups not specifically identified in the major portions of the Economic Opportunity Act of 1964. The literacy program, work experience program and summer camps are designed primarily for those who are under 16 years of age. A special provision has been made to provide opportunity for those over 16 years of age if they are still enrolled in the public school program. The intent is to reduce the drop-out rate and encourage the completion of at least the secondary school program. Thus the intent is to design programs which will be of assistance to those who will remain in school or who will re turn to school.

College and University students need to be involved in this social process. Thus a credit program has been designed. Additionally, field and work experience programs are designed not only for the academic year but also for the summer months. One of the real values will come from this "face-to-face" operation. College age young Americans are more nearly a "peer" group for the adolescent drop-out or about to drop-out than are the adults in the community. One can believe that education and physical labor are worthwhile if a near-peer works in the same program.

This is a long range program. It contains both temporary and permanent proposals. The life of the first organization (SAY) likely will not extend beyond 8 to 10 years. The Center for Human Resources is the permanent and long range program.

It needs to be admitted at the outset that at least a generation will be needed to make effective and permanent improvements of the depressed and disadvantaged areas. This is particularly true in Appalachia. Some immediate improvement may be expected during the first two years but it should be realized

that the ills of this area have festered for more than a quarter of a century and they will not be cured in a short period of time. It is anticipated that the entire project here proposed will not be in maximum operation until the beginning of the third year. Careful planning is required. Cooperation needs to be gained within the area. Some progress in this vein has been made but much more needs to be done. The Field operations in particular need to be located where the communities want them to be located and operated to solve problems which are recognized locally as problems needing a solution. The Virginia plan is well underway because of such work. It is anticipated that the first two years may be less than successful, that the first year will be primarily one of building local groups and local interest, that some several months will be required to build a working relationship with County Agricultural Agents, Case Workers, School Officials, Community Officials, etc. Progress will be more soundly developed for such a project if it comes slowly and because of adequate planning.

The Problem of Poverty in Appalachia.

This proposal is not limited in terms of the geographic location of the home of the child who is to be assisted. It nevertheless is true that the magnitude of the problems of poverty are such that each attempt to alleviate it should concentrate efforts in a specific locale. For this reason the majority of the items here proposed are directed to economic improvement in the Appalachian area. Programs are planned for inner-city areas in several major metropolitan areas. The summer program will concentrate on bringing children from these major cities to the camps in Appalachia.

More than three-quarters of a million boys and girls will have dropped from school during 1963-1964 and will not return in fall, 1964.

More than 26 million boys and girls will enter the labor market by 1970. More than 8 million of these will not have completed the secondary school and more than 2 million will not finish the elementary school.

More than 11,000,000 children are affected, in various ways, by the deprivations caused by poverty.

In many parts of the various depressed areas more than 80 of every 100 persons are functionally illiterate at the 8th. grade achievement level.

In many depressed areas more than 20 of every 100 children will not complete the sixth year of public education.

A depressed or deprived area, geographically, constitutes an entire population of people. They constitute the "uninvited many" of our society. All that we can say of these people is that they are willing to become human beings, members of civilized society, contributors to their own time and to the heritage of their children - and that for good or for ill they are among us and of us all. The American Society cannot keep one-fifth of its population in the gutter of the economic structure without holding them in place. This one-fifth of our fellow citizens must expect that the rest of American society will care enough for them and for their children that they may begin to be able to care for themselves.

The National Responsibility.

A generation is moving toward adulthood in the lockstep of extreme poverty and ignorance. They are following two other generations which have gone this road before them. In the midst of national economic affluence almost a million youth leave the classroom each year forever relegated to the fringes of civilized society.

The nation has allowed its ability to be indignant to be lost in the midst of twentieth century largesse. We have neglected our individual responsibilities by failing to protest against human tragedy and thus made almost impossible any group action for the improvements of the effects of this tragedy. The way now may have been provided for individuals and groups to assist in the solutions to the problem of deprivations. We cannot, as a national group, continue to behave irresponsibly if we expect to leave a national culture as the inheritance of our children and their children. A nation must believe in the worth of the individual, the history of its people, the importance of individual human dignity, if it is not to leave the road which leads to greatness. The tragedy of poverty is not that it exists but that the nation has allowed it to continue to exist, to grow and to expand to one-fifth of the American population.

Assistance to those who need help.

The youth and young adults, to whom this project addresses itself, will not be able to provide any of their own funds for training. The younger children often do not remain in school for lack of clothing. The 16 to 21 years age group can provide nothing other than interest and this interest often has slipped away. The young adults are lethargic for the reason that the national community has allowed them to believe that the situation is not going to improve.

Many are afraid, regressive, without clothing or funds and will need to be convinced that any opportunity is available to them. They may not believe that other people care what happens to their life. It is for this reason that the Field experience program is a vital part of this project.

No single program ever will have the total answer to the problems of poverty. No single group can solve this problem alone. The immediate concern should be to do something effective at the moment.

The most appropriate point of beginning for the college and university student appears to be assistance in keeping younger children in school. This is the portion of this project which now is well underway. A dynamic project by the college and university group may cause the adult groups in society to awaken to their responsibility.

A long range program, to be effective, must involve a person-to-person operation. This is the premise for the permanent operation made a part of this proposal.

The college personnel who have worked on this project to this point feel that there are many advantages to be gained by having college and university students involved in the day-to-day operations of the project. They will have an impact on their own campus upon returning to it. There needs to be an institution geared to the training of those who will work in the disadvantaged areas. This training can only be effective if it involves the student in extensive field experience with the disadvantaged during the course of the academic program.

A word ought to be said about the emotional tone which will inevitably be a part of this operation. Some criticism will come to the project because of its "do-gooder" or "missionary" approach. The group developing this proposal is aware of this possibility. There will be some criticism on the local level. Not all communities will want such an operation. The project must gradually develop a "place" of operation. If the project is presented to the areas now under consideration with the request that they choose the actual location for each Field Center and the Recreation-Conservation Complex some of this problem may be solved. The project may have to begin with a small group of interested persons in each area. Those who cannot work with criticism ought not engage in the development of this project. The person who merely wishes to "experiment" will not be successful in such a project. This is a proposal for a social experiment but it must be guided by hard-headed idealists who look for long term gains as a result of difficult and trying periods and who do not hope to see a significant and dramatic change in a short period of time. The real results will be evident in the adult lives of those who now are children in the area of proposed operation.

Status of this project as of August 15, 1964.

A slight beginning has been made. Certain plans for the long range developments are now well developed.

SAY began on the campus of the Nebraska Wesleyan University in Lincoln, Nebraska in early spring, 1964. A series of lectures by Dr. Harold Bosley (Christ Church Methodist, New York City) coincided in the fall of 1963 with discussions in Human Growth and Development classes conducted by Dr. Wylie H. Russell. Dr. Bosley met with groups of students and with groups of professors at the conclusion of the lecture series. Dr. Bosley and Dr. Russell discussed social concerns at some length. As a result of "bull-sessions" with students following this lecture series, Dr. Russell developed a rough draft of the project to be presented to a student group. This first draft was based on student ideas and experience of several persons who had lived in the Appalachian mountains and in several major cities where problems had presented themselves.

A draft of this first proposal was mailed to 16 institutions of higher education in March of 1964. These institutions were asked to read, analyze and criticize the draft. The results of this sampling were then incorporated in a second draft or revision of the project. In May, 1964 this revision was mailed to some 60 adults for their reaction. The results of this mailing were then incorporated in a third draft.

Only July 6, 1964 the revised project proposal was mailed to a sample of 82 institutions of higher education throughout the nation. The results of this mailing (22 responses in 20 days) are significant when it is considered that the mailing was completed during the period when most colleges and universities are in the midst of a summer session whose student body is not representative of the academic year student body. At the same time as this mailing to colleges who were asked to comment only on the proposed SAY project, a mailing was made to various professional personnel of some 20 institutions asking for comments on the entire project. This revision (August 15, 1964) is a result of the present thinking as regards the entire project.

SAY. An advisory committee for the development of the SAY project has been formed. The funds necessary to incorporate and conduct the first project mailing and publicity has been raised by both contributions and loans. The loans have come from individuals and a college organization who understand that the "loan" is not payable until and unless SAY is effective as an organization.

A Virginia advisory committee is in tentative status. Dr. Russell and Mr. Hatmaker have corresponded concerning problems of the area. Dr. Russell is a former resident of Strasburg. The other members of the committee (to be formed) are persons in the community most likely to be active in such a project. No public announcement has been made. The President of the Chamber of Commerce is aware of a likelihood of "something" and is interested.

It is believed that the interest in such a program is great and that the American people will respond in a rather significant manner after the college and university groups have made a beginning. SAY, is seen as an interim or temporary organization. It is doubted that this organization can keep significant interest in the projected program for more than 3 to 5 years and that the maximum life of the organization may be 8 to 10 years. The Center for Human Resources is the long term goal. Such an operation is the type of vehicle which will keep a project such as this operating effectively for such a period of time as is necessary. It is anticipated that the entire project, as presently projected, will have a life span of 15 to 20 years without material change in purpose or program. The entire viewpoint should be flexible in order that the project may shift its emphasis as conditions require.

It should be pointed out that several "size" proposals have been considered insofar as the College training program is concerned. The main center, and the two field centers CAN be self-supporting should the need arise. This has been a deliberate part of the design in order that the long range project may live out its entire usefulness in the event that Financial campaigns are only partially successful and at the conclusion of such Federal support as the project may be able to gain.

College group activities.

This part of the project is now underway. The first national mailing (SAY) to all institutions of higher education in the nation is planned for September 9, 1964. Each college and university will develop a group responsible for the sponsoring of one child each month as a beginning. The National Student group will be responsible for a Christmas project each year for a period of three years. A National Student Day financial campaign is planned for December, 1964 if plans can be completed for mass involvement by that time. A March on Poverty (MOP) Clean up financial campaign is scheduled for the spring of 1965 in order to complete the first financial drive.

The long range goal is that every residence hall, every fraternity chapter, and every sorority chapter on every campus in the nation will sponsor a child. It is anticipated that a period of three academic semesters may be required to build the sponsor program to this level.

The committee assumes, on the basis of previous sampling, that approximately 25 percent of all institutions will reply to the first nationwide mailing. This is statistical probability, not reality. Whether or not our percent of reply will hold firm in a mass mailing is yet to be determined.

National Groups.

Correspondence will be begun with the various national civic and professional groups after the first response has been received from the mailing to colleges and universities. It is felt that this correspondence should seek support to existing programs.

National Publicity.

Interest on the part of individual families will have to be developed through the newspapers, magazines, radio and television. It will take at least three months to develop an effective program to gain support of groups to develop and maintain nationwide publicity. Local television and newspaper representatives have offered extensive assistance in the development of publicity on a nationwide basis.

An important point.

Consistent effort needs to be exerted to point out that this project is attempting to reach children and adults not reached directly by proposed Federal action under provision of the Economic Opportunity Act of 1964. This publicity is vital to the success of the project. Many persons do not seem to realize the real problems presented by poverty and disadvantage. Additionally, there are some 35 million Americans affected in some way by the effects of poverty and the sum of money provided by this present Federal legislation amounts to less than 30 dollars per year of the total 35 million who need assistance. The American public must not be allowed to believe that the problem has been solved.

SUMMARY

PART I.

PREMISE FOR THE TOTAL PROJECT.

Introductory statement.

The Problem of Poverty in Appalachia.

The National Responsibility.

Assistance to those who need help.

Status of this project as of August 15, 1964.

College group activities.

National Groups.

National Publicity.

Notes:

PART II.Areas of proposed operation and centers to be located in each.

A map of these areas is made a part of this project and follows this description. No attempt has been made to identify any location other than the Shenandoah County location. It is our wish to have the communities examine the entire proposal and indicate where they would like to have the operation. We have a personal choice but community cooperation is vital to this operation and the community must feel that the project belongs to them. It is important that the local school officials and business leaders have a voice in the location of the project and that they have an opportunity to identify areas within their communities where the project should place some emphasis.

West Virginia

Field Center A.

Field Center B.

Recreation-Conservation Complex and Wilderness Camp.

Counties. (We are open to suggestions for change here)

Hampshire

Grant

Mineral

Tucker

Hardy

Pendleton

Virginia

Headquarters, SAY

Administrative Center, Institute, and summer camp.

Agricultural-Industrial Complex

Counties.

(We are open to suggestions for change here, except that the plans are rather firm on the operating center and this is not subject to change unless we can be persuaded otherwise. An offer of land is somewhat firm in Shenandoah County, Virginia)

Shenandoah

Highland

Rockingham

Bath

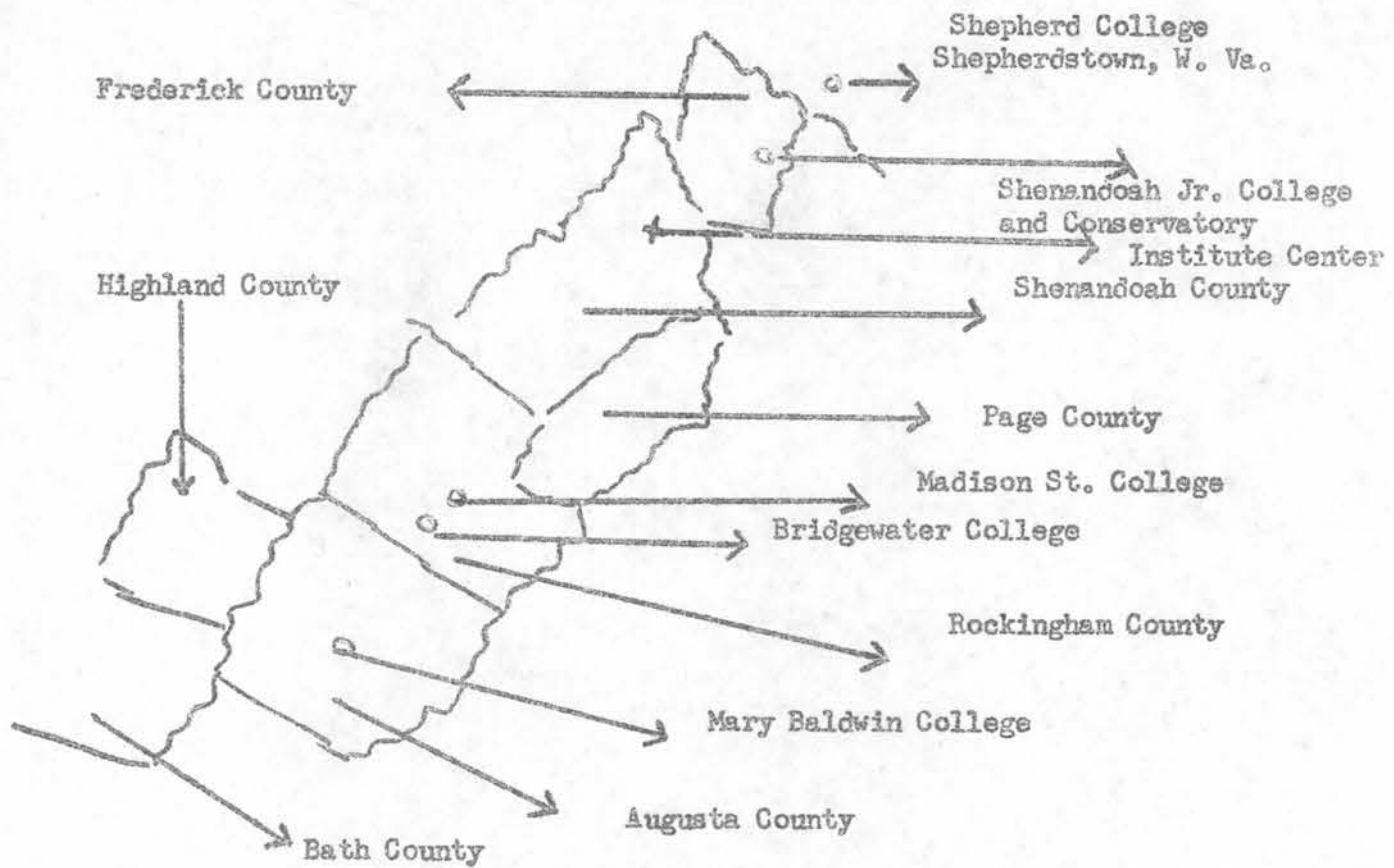
Augusta

Frederick

Page

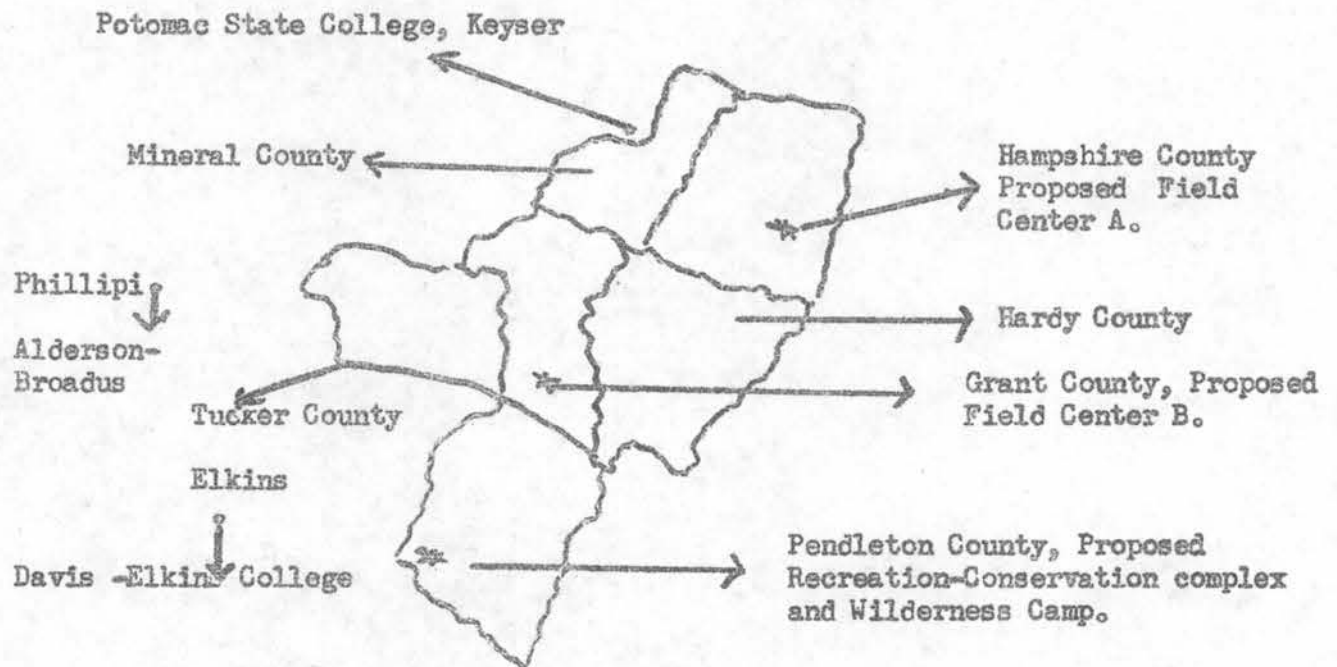
Area of proposed operations.

Virginia Counties: indicating location of institutions of higher education.



Area of proposed operations.

West Virginia Counties: indicating location of institutions of higher education.



SUMMARYPART II.AREAS OF PROPOSED OPERATION.

Areas of proposed operation and centers to be located in each.

West Virginia.

Virginia.

Map of Virginia area.

Map of West Virginia area.

Notes:

PART III.SAVE AMERICAN YOUTH, Inc., (SAY)

An operating Division of Valley Institute of Human Technology.

Save American Youth, Inc., is a non-profit charitable and educational corporation chartered in the State of Nebraska (papers in process). The legal certificate to operate in the Commonwealth of Virginia will be applied for at the appropriate time.

SAY is designed to serve as the clearing house to serve the youth of the economically and culturally deprived areas of the nation. The organization will be primarily concerned with providing ample clothing, books and school supplies to children who otherwise might not continue in school. SAY will provide an avenue for participation for those who are interested in assisting children and their families to help themselves as they attempt to eradicate poverty from their personal lives. The emphasis will be to provide assistance to youth who are 16 years of age and younger. SAY will, as a long range goal, assist in the development and operation of vocational-technical-literacy programs for all age groups.

Purposes. This project is based primarily upon a belief that there is a vast untapped interest in the effect which poverty has upon the children of the "pockets of poverty" wherever they may be located. It proposes to build upon this interest in the development of a program whose primary initial interest is in keeping children of school age enrolled in school and in providing literacy education for a portion who have not remained in school but who may not be eligible for or take part in either Federal, State or Local programs.

Location. It is proposed that the permanent headquarters be in (or near) Strasburg, Shenandoah County, Virginia. This is a location which is approximately 70 miles from Washington, D. C. Access to the various offices of the Federal Government is feasible as is access to several metropolitan areas. The initial operation will be confined to several counties in Virginia and West Virginia plus three or four major cities. As the program gains support and experience it is anticipated that the summer program, in particular, will be expanded into other states and other major cities. The proposed location is ideal for expansion into the deprived areas of Appalachia and also is located such that a program for young Americans living in the confines of several major cities can be expanded.

Program proposals, Stage I.

The proposal really is an uncomplicated approach to one facet of the problems of poverty. It will center around these phases of operations:

1. The use of individuals, groups and organizations to sponsor one child in order to keep that child in school;
2. Cooperation with local public and private social agencies in order to channel assistance to the proper families and children; and,
3. The use of college student volunteer groups, and volunteer groups of retired persons or others, in cooperative community improvement programs.

It is felt that the program must begin on a small basis and gradually build as the real extent of interest in such an operation becomes more evident.

THE SPECIFICS OF THE PROGRAM.

Development of the sponsor program.

Correspondence began in the early part of 1964 leading toward the development of the sponsor program. This part of the total project is well underway. An advisory committee has been formed, necessary legal steps are being completed for incorporation, a nationwide inquiry to all institutions of higher education in the nation will be made during the first week in September, 1964 and a national publicity release is planned for the first week of October, 1964. The sponsor program will begin with:

- a. The Colleges and Universities of the Nation;
- b. The National College Fraternity Organizations; and,
- c. The National College Sorority Organizations.

Development of additional support. As the national organization (SAY) is announced information and letters then will be directed to:

- a. The Organizations of Veterans;
- b. The Civic Organizations (Lions, Kiwanis, etc.);
- c. The National Professional Organizations;
- d. The public and private school organizations; (secondary)
- e. The Chamber of Commerce; and,
- f. The Junior Chamber of Commerce.

Present plans indicate that these groups will be asked to assist College, University and Secondary school students in various short and long range projects. While the plans are tentative it does not presently seem wise to ask these groups to be responsible directly for fund raising. Their support to student groups will, it is believed, be more productive.

Responsibilities of the Sponsor program.

Each Sponsor will provide the sum of ten dollars (\$10) each month for the support of a child so that the child may remain in school. These funds will be used for shoes, winter clothing, school supplies and the summer camp program. The public and private social agencies and the public schools will assist in locating and identifying the children who are to be sponsored. Distribution will be by College and University student groups. Public school officials will be asked to work closely with the sponsoring organization and the student groups in order to insure that the youth who are assisted remain in school. Aid will not be continued to youth who do not remain in school.

Clothing drives, nationwide SAY project.

The college groups, in cooperation with various community organizations, will operate clothing drives. This cannot be begun until there is a provision for receipt and temporary storage of the clothing which is received. Home Economics groups in the secondary schools can assist in the remodeling of clothing as can groups of women in the communities of operation. As other phases of the total project begin operations distribution and remodeling can be a part of the work experience program. The Salvation Army can be of assistance in distribution and an approach to this organization is planned. Transportation of the clothing which is collected may present a problem and the drives are not planned as active projects until this problem is satisfactorily answered. There are several possibilities, and these appear to be:

- a. Determine whether the American Trucking Associations, will arrange for the clothing to be shipped at no cost. This could be done at times when trucks had less than a full load.
- b. College and University students taking part in the academic year program and the summer program might transport some of the clothing either in rented trailers or in rented trucks.
- c. The Association of American Railroads may be able to be of some assistance.

The clothing drive is actually an attention getting technique planned to coincide with the National Student Day Financial Campaign. (Put a BUCK in an empty pocket!)

Community Action Programs.

The community action program, as presently anticipated, will be of two parts:

- a. The summer program will be more extensive than that conducted during the balance of the year. More student volunteers will be available during this part of the year. Additionally, many of the programs presently planned can be more effectively carried to conclusion during the summer months. This will include literacy programs, clean-up campaigns, conservation project operations, agricultural demonstration projects, and home renovation and construction programs.
- b. The year-round program is fully described under plans for the Center For Human Resources and the field stations.

Permanent Headquarters.

The entire operation (SAY and the Appalachian Center for Human Resources) should eventually be located on a small farm rather than within the confines of a town proper. It is anticipated that a community committee (now in a formative stage) will provide this first property when there is evidence that the financial underwriting for the project is reasonable, feasible and somewhat certain.

Present organization.

Operations:

Wylie H. Russell (Director of Testing,
Nebraska Wesleyan University)

Incorporators for SAY

Dayton L. Olson, Program and Development, SAY,
(Chaplain, Nebraska Wesleyan University)

Louise M. Russell

College and University Committee Respondents:

Carter Doran, Los Angeles Pacific College
F. V. Cabotaje, Bethune-Cookman College
Curtis D. Gillespie, Clark College
James R. Beck, Dakota Wesleyan University
J. E. Robinson, Western Maryland College
S. David Frazier, Young Harris College

Executive Planning Committee.

J. E. Robinson, Western Maryland College*
 W. Ray Reynolds, The Massanutten Bank, Strasburg, Virginia*
 David Hatmaker, Crawford Insurance, Strasburg, Virginia
 Dayton L. Olson, Nebraska Wesleyan University
 Wylie H. Russell, Nebraska Wesleyan University
 Russell D. Mantz, engineer, Seven Fountains, Virginia*
 President, Chamber of Commerce, Strasburg, Virginia*

* to be invited to membership. All others presently active.

Long range goals -- SAY.

Sponsor program.

The long range goal for this organization anticipates the following groups as sponsors of one child:

- a. Each residence hall on each campus of higher education in the nation.
 It is recognized that maximum participation is not possible due to the size of some of the smaller institutions. The long range anticipation for sponsorship by these groups is estimated at 3,000.
- b. Fraternity and Sorority residence houses. It is anticipated that the individual chapters will sponsor a child. There are approximately 4,500 such chapters. Probably 50 percent of this number will take part in such a project over an extended period of time. This would be approximately 2,300 sponsors.

Immediate goals.

The sponsor program will begin in September, 1964. It is anticipated that from 300 to 500 institutions will sponsor a child on or before October 1, 1964. The long range goal may take two years to reach. Other facets of the operation of SAY will spur some college groups to action. Some student groups will be more interested in other phases of the total operation. Since the financial structure is based entirely on the sponsor program expansion will be entirely in terms of growth of the sponsor program.

The summer camp program.

The summer camp program has two parts, and these are:

1. The resident camp to be conducted during the summer months. It is planned that children in groups of 200 will be brought to the camp. The emphasis will be on literacy and increased achievement. It is felt that if these children can return to school with an achievement level which has been increased that the drop-out possibility may have been reduced for a majority who have participated in the camp. Children brought to these camps will be, primarily, between the ages of 11 and 14 years. This group is too young for the work experience program and wilderness camp program of the Field Centers.
2. The non-resident summer programs. To be conducted in:
 - a. The inner-city projects in major cities;
 - b. The field centers and Human Resources Center.

The same type of program will be conducted as is planned for the resident camps. There will be larger numbers of youth involved. These will be day camps only. It is anticipated that the age range will be greater. Since total care will not be necessary the age range likely can be from about 8 years of age through approximately 16 years of age. Careful grouping will be necessary.

SUMMARYPART III.Save American Youth, Inc.

Purposes.

Location.

Program proposals, Stage I.

Development of the sponsor program.

Responsibilities of the sponsor program.

Community Action Programs.

Permanent Headquarters.

Present Organization.

Long Range Goals.

Notes:

PART IV.THE APPALACHIAN CENTER FOR HUMAN AND NATURAL RESOURCES.

The Appalachian Center for Human and Natural Resources is the permanent and long range proposal for the entire project. Staff requirements are detailed elsewhere in the analysis of the project. It is planned that there will be a main center in Virginia and two Field Centers in West Virginia.

Instruction at the main center will be in the fields of:

Education
 Geology and Conservation
 Sociology and Social Case Work
 Literature, specifically methods in working with the disadvantaged
 History and Government, with specific emphasis upon community action
 Management, with emphasis upon the small business and small farm

The Field Centers will concentrate in the fields of:

Education
 Geology and Conservation
 Sociology and Social Case Work

Field Work - Work Experience Programs.

Students will spend a major portion of their time in extensive field work appropriate to their academic discipline. It is anticipated that there will be no duplication of the major areas of interest of nearby institutions, except in those areas of chronic personnel shortage. It is for this reason that the emphasis is upon Education, Geology and Conservation and Sociology and Case Work. A work-experience program is made a part of another section of this project but the field experiences which are pertinent to the Institute and Field Centers may include:

- a. Provision of a teacher-helper in every classroom of every public school in the areas of operation.
- b. Teaching internships, primarily at the secondary level for an entire semester.
- c. Literacy education groups for adults in the community.
- d. Assistance to farmers and small business men, upon request, in such operating and fiscal problems as may be appropriate for management majors.
- e. Operation of summer camp programs.

Total projected student enrollment. (academic year.)

1. The Institute, Virginia location. 512 students.
2. Field Center, A., West Virginia. 120 students.
3. Field Center, B., West Virginia. 120 students.

Student classification.

The Institute will, during the formative first two years, not be a degree granting institution. Original plans indicated that this should be a permanent arrangement with credits being recognized by other institutions. The Advisory Committee feels, after extensive investigation and planning, that the Institute (and the Field Centers which it will operate) should plan to be a two-year senior institution granting the undergraduate degree. Students who are first or second year college students, who wish to take part in the program, will be advised to enroll in one of the nearby institutions. (See maps of the proposed area of activity).

Only Junior and Senior year students will be enrolled for the final two years as the degree program is anticipated. Sophomore, Junior and Senior students may be enrolled for either a semester or a full year, when they wish to transfer the credits back to the originating institution. It is anticipated that Senior year students should plan either a summer term or the first term of the academic year in order not to interrupt their degree program. Freshman students, enrolled in nearby institutions may take part in the academic year work-experience program. Freshman students, nationwide, may take part in the summer term program.

Student Program.

Each student will earn 18 semester hours of credit during each semester of the academic year or 9 semester hours of credit during the summer term. Students will need to be carefully screened and will need the recommendation of the institution from which they are transferring for degree completion, or to which they anticipate transferring credits at the end of a semester or a summer term. Freshman students will be chosen by and approved by the Institution in which they are enrolled.

Each semester of work will be:

- 6 semester hours in Course work seminars.
- 6 semester hours in Field Work experience.
- 6 semester hours in Independent Research and Case Study.

Objectives: The Appalachian Center for Human and Natural Resources
Field Centers A and B.

To develop and establish an experimental research and training institution which will function as:

- a. A senior level degree granting Institute for those who wish to engage in Education, Geology and Conservation and Sociology and Social Work.
 1. This institute will enroll only upper-level (junior and senior) college students in the degree program. The academic program will be a combination of academic pursuit, individual research and study, and field experience. The work experience program is an integral part of the entire study and students may not enroll on a full-time basis unless they are enrolled in the entire program.
 2. Students from other institutions of higher education may enroll for one semester, or for one academic year, with the approval of the institution to which they will return for completion of the undergraduate degree. Students may enroll in the summer term, for credit, if the sending institution will accept the credits toward their degree objective.
- b. A training center for a number of youth who have not reached their 16th. year. These youth will not be eligible for the Work Camps to be operated under the Economic Opportunity Act of 1964. It is the intent of this program to attempt a reduction of the secondary school drop-out.
- c. A training center for those between the ages of 16 and 21 years if there is some reason for which they are not eligible to, or do not accept the opportunity to, take part in the Resident Work Camps. (Some of this age group will be married, some will not wish to leave their home territory, and there will be other valid reasons).
- d. A training center for adults who are illiterate, semi-literate or who need assistance in the improvement of skills in order to gain employment. The emphasis in this program is literacy - not vocational and technical.
- e. A training center for those who would teach in the deprived areas.
- f. A training center for those who would engage in social work in the deprived areas.
- g. A training center for those who would volunteer to serve in an appropriate capacity for short periods of time in areas of disadvantage.

- h. A research center for the development of curriculum materials for training purposes and for such programs as may later be developed.
- i. An experimental Agricultural-Industrial Marketing Cooperative training center.
- j. A year-round work/training center for youth under the age of 16 years but over the age of 14 years. It is understood that youth taking part in this program must remain enrolled in school. The intent is to assist youth to complete the secondary school program. Amount and extent of both aid and educational assistance will vary with the individual. Each student will be identified by the secondary school and will continue to be provided with tutoring and an opportunity for a part-time job so long as he/she remains in school.
- k. A community oriented community improvement center. To operate with the College and University student volunteers and trainees at the request of the community. Each community improvement project will be as a result of action by the local community. Some of this may have to be generated by working with individuals within a community. No project will be entirely successful which attempts to design methods and techniques of improvement for a community which has not indicated an interest in change.
- l. A clearing house of information concerning (a) employment possibilities in the area and (b) locations for economic development in the area. This part of the program is to be carefully developed in cooperation with the various civic groups and economic development groups in the communities within the area of operation. An example is the Shenandoah Valley, Incorporated (SVI) an organization concerned with economic improvement in the Shenandoah Valley of Virginia.

Analysis and Intent of the Program.

The experiments proposed in this project may lead the way to a partial solution to the problems of the economically depressed areas. The programs proposed in this presentation are not meant to be a total approach. There is no attempt to envision a lessening of activities on the part of any present or anticipated programs. There is a recognition that neither public nor private sources can solve any portion of the problem alone. The public schools in these areas have a difficult time maintaining present programs. They are not in a competitive position in the educational marketplace.

Some of our citizens who need to be reached by a new attempt at education for effective citizenship will not be reached by present educational institutions. Many will not enroll in any program designed or operated by the system from which they are a drop-out. The majority of the public school systems cannot, for reasons of inadequate finance, attempt programs which would educate the school drop-out. Attempts at adult literacy education, by the public school systems in most Appalachian areas cannot be made for the same reason. The majority of the adult education programs must be at least partially self-supporting and for this reason a fee is charged. The adults in the community who need training are those who, for the greater part, will not have sufficient funds to pay for any portion of the program. Additionally, it must be pointed out, present teacher training programs do not give evidence of producing graduates who are effective in dealing with the semi-literate and illiterate. In particular these programs give little or no attention to literacy education for adult groups. To expect existing public school systems to plan and put into an operating program a system of education for these groups is to expect that which these school systems cannot do and ought not be expected to do.

The philosophy upon which this project is predicated is based upon a belief in human dignity. There must be no attempt to replace the present conditions of those who are to be trained with a cultural and educational veneer. All attempts must be at an improvement of present status, however slight and without regard for comparison with the educational attainment of other groups within the society. The only "preconcieved" goal must be that of some improvement for each individual and this must be an improvement in the total environment. The process of becoming literate has no value unless economic change, of some nature, accompanies the increased literacy.

SUMMARYPART IV.The Appalachian Center for Human Resources.

The Center locations.

Field Work and Work Experience Programs.

Total projected enrollment.

Student Classification.

Student Program.

Objectives.

Analysis and Intent of the Program.

Notes:

PART V.The Agricultural-Industrial Cooperative Complex.

The cooperative type of operation will need to be proved in Appalachia. While Agricultural cooperatives are effectively operating, as are Rural Electric Cooperatives, they do not, for the greater part, have any effect upon the people caught in the vise of depression and poverty. This is not a negative criticism. It is a fact that the present cooperatives are not organized to do the kind of work which is necessary for those whose income is almost negligible. This kind of operation is simply not within their sphere of operations.

If the feasibility of this type of operation can be proved in one area, the people in other areas may then begin to follow the lead of the original group.

The cooperative should begin by operating a small farm, using the crop approach which it intends to suggest to small land holders in the area. Success breeds success. Thus the cooperative complex must first prove the economic feasibility of its proposal. The project should be deliberately planned as an operation on land holdings of not more than 50 acres, using tracts as small as 10 acres.

Publications of the United States Department of Agriculture have been used in portions of the research completed for this project at this point. The proposal intends deliberate avoidance of attempts which are proving unsuccessful in the area of operation. Poultry operations, except on massive scales, are not really successful in most of Appalachia as climatic conditions make economic competition with other geographic areas a relative impossibility. Poultry operations for the small land holder are not, therefore, considered in this project. There are numerous large orchards in the Appalachia area. Again, only a significant land holding produces an effective operation with this type of farm. Studies of climate and soil type do indicate, however, that small fruit operations can be successful and that vegetable operations may be successfully conducted. The proposed area of operation is close enough to a number of metropolitan areas that it should not be difficult to develop a market.

The Agricultural-Industrial Complex will, therefore, develop fruit and vegetable tracts on its own land holdings. These will be tracts of 10 acres each. The intent of the first years will be to determine economic return from a tract as small as 10 acres.

Step 1. Experimental plot program.

Plant a 10 acre plot as follows:

Vegetable
 Tomatoes
 Cabbage
 Beans
 Squash
 Cucumbers

Small fruit.
 Bush Cherry
 Grapes
 Strawberry
 Raspberry
 Blackberry

Step 2.

1. Develop a working relationship with the Department of Agriculture and the Department of Commerce. The intent should be to develop markets for the products of small land holdings in the major cities near enough to the market to make transportation a minor problem.
2. Use the revolving fund to purchase small land tracts to be redeveloped and planted ready for working.
3. The small tracts which have been developed by the student groups (see 2 above) will then be sold to families in the area. It is the intent that student groups will work with the family through the first entire two years on the new land. Student groups will construct a house (or remodel an existing one), provide for necessary outbuildings, and plant permanent fields after the tract is ready for planting. A group of students then will be assigned to work with the family through the first two harvest years. It would appear that present loan funds can be used to enable families to purchase these small tracts when the students have them ready for occupancy. The revolving fund can, therefore, serve the program for an endless number of years.
4. Develop, through the Department of Agriculture and the Department of Commerce a packing and marketing co-operative. Again, student groups can operate this part of the project during the first two to three years. When sufficient local people have been trained this portion of the project should be turned over to members of the co-operative.
5. Cannery. There now are some canning factories in the area. (National Fruit as an example). Some of these may be willing to expand operations to include products produced by these small tract developments. If not the Department of Commerce likely can locate a canner who will be willing to establish a plant in the area.

The Conservation-Recreation Complex.

To be located on a sizeable tract of land. Preferably near established points of interest. A commercial venture only in the sense that its existence may draw people into the area. This part of the project will need careful development over a period of years. The primary intent is to purchase land which has been cut-over, perhaps badly eroded, and restore it to a wilderness condition.

The program for use of this part of the project will include:

1. The development of the entire tract as the field experience for Geology and Conservation majors enrolled in the programs of the Institute and Centers.
2. Work area for high school and college students involved in the academic year and summer work experience program.
3. Eventual development of camp-sites on the outer edges of the tract.
4. Sites for the Wilderness Camps to be operated during the summer months by the SAY camp program.

This complex should be located somewhat near one of the Field Centers of the Institute inasmuch as it is to serve as the Laboratory for the Geology and Conservation programs. Much of the experimental work of the Geology and Conservation programs can be tested here before actual use in small tract work throughout the entire area.

The assistance of the Department of Agriculture and Department of the Interior will be needed with this portion of the program.

SUMMARYPART V.The Agricultural-Industrial Cooperative Complex.

The A-I Cooperative Complex.

Experimental plot program.

The Conservation-Recreation Complex.

Notes:

OVERVIEWPART VI.Programs and Location.

Work-training programs for secondary school students.

Shenandoah County Virginia

West Virginia, Field Center A.

West Virginia, Field Center B.

Age limitations.

Salary and other provisions.

Work-training programs for College Students.

Community Action Programs.

Relationship to Federal Agencies.

Work Projects.

Notes:

Programs and Locations.

Work-training programs for secondary school students.

Shenandoah County Center, entire year for residents of 7 Virginia Counties. Designed for a maximum of 10 hours each week during the school year and a 10 week summer program. Tutoring program in connection with the academic year program. Skills and Literacy program in connection with the summer program. Students to be screened by Welfare personnel and the School Principal. Students must remain in school in order to retain their job.

Summer program for children to be brought in from the major city areas where projects are being conducted.

West Virginia Center A., entire year for residents of 3 West Virginia Counties. Designed for a maximum of 10 hours each week during the school year and a 10 week summer program. Tutoring program in connection with the academic year program. Skills and Literacy program in connection with the summer program. Students to be screened by Welfare personnel and the School Principal. Students must remain in school in order to retain their job.

Summer program for children to be brought in from the major city areas where projects are being conducted.

West Virginia Center B., entire year for residents of 3 West Virginia Counties. Designed for a maximum of 10 hours each week during the school year and a 10 week summer program. Tutoring program in connection with the academic year program. Skills and Literacy program in connection with the summer program. Students to be screened by Welfare personnel and the School Principal. Students must remain in school in order to retain their job.

Age limitations.

Students who are selected for jobs in this program will be not less than 14 years of age and not more than 16 years of age. Students over 16 years of age must be enrolled in school. This provision is established in order that there be no over-lapping between this project and anticipated Federal Work camp operations. The Department of Labor will need to issue a special permission for youth under 16 years of age to be employed in this program.

Salary and other provisions.

- a. The budget has been prepared in terms of each youth working 10 hours each week. The hourly rate of pay is established at one dollar per hour. The available budgeted funds may be "stretched" to more youngsters if all do not need this amount of money in order to stay in school.

Social security payments will need to be deducted from the wages earned. We will need assurance from the appropriate agencies that in the event a child is a member of a family receiving welfare assistance that such assistance will not be reduced because of the part time employment. We shall not have gained anything if the child earns ten dollars each week and that amount is then deducted from the welfare check which the family receives.

- b. College student supervisors, of both the work experience and the tutoring program will be responsible for helping the high school youth to use the wages earned in a wise fashion. We shall "persuade" each student to start a bank account with some of the funds and learn to plan for long range needs and large purchases. The college student supervisor will be expected to become familiar with the total environment of the high school worker, except in the case of high school students brought in for the summer camp.
- c. Lunch will be provided for high school students. Full board will be provided for those enrolled in the summer camp program. Members of the planning committee have had previous experience in working with disadvantaged youth. They will show up for a full day of manual labor without breakfast and with no provision for lunch. The intent of this project is both work experience and increased literacy. We cannot make progress with a child who is hungry.
- d. West Virginia Center B. The Recreation-Conservation complex will be located near the West Virginia Center B. The wilderness camp will be operated from the R-C complex. Youth who are employed in this complex must be male, at least 15 years of age and eager to learn and to work. The wilderness camp will have one college student to every four high school students. This will be a summer of tent living and forest work. It is the intent of this program that each high school boy will re turn to school in the fall at least one grade farther ahead in basic achievement than when he left in the spring. College students will follow the achievement of each of these boys during the academic year following their wilderness camp experience.

Work-training programs for college students.

Shenandoah County Center, entire year for college students enrolled in the program of the project and for students from nearby institutions. Expanded summer program. Designed for a maximum of 20 hours each week during the academic year. Design includes separate programs during the periods when the institute is not in session and during the summer term. Work-experience related to the academic major, field experience required as a part of the academic program, assistantships with all phases of the project. Designed both to keep students in college and to make it possible for students to attend.

West Virginia A. and B. Same program as for the Virginia Center.

Age limitations: not applicable to this part of the project.

Salary and other provisions.

- a. The budget has been prepared in terms of each student working 20 hours each week during the academic year. The hourly rate of pay is established at one dollar per hour. Social security and income tax will need to be withheld from the salary payments.
- b. Board will be provided during the summer programs and during the camp operations.

Community Action programs.

Basic programs in job training, illiteracy combat programs, adult training and re-training. This program cannot be completely detailed as it depends to a major extent upon the needs and desires of the individual communities in which students and staff will work.

Relationship to Federal Agencies.

We shall need to rely heavily on the professional personnel of several Federal Agencies in the areas of Operation. This will include the Departments of Agriculture, Commerce, Interior and Labor.

Work Projects.

Some are to be administratively channeled through the Agricultural-Industrial Cooperative. This cooperative will maintain a revolving fund of one hundred thousand dollars for these projects. Projects tentatively scheduled for this phase of the operation are identified (AIC). All others are administered through the Field Center nearest the area of operation.

1. Small Tract Development. (AIC)

The development of small tracts of land, approximately 20 to 50 acres of land. Land will be cleared and restored. Housing, if any will be rebuilt. If no housing is on the land one will be built. Land will be planted. It is anticipated that these small tracts can be sold to families in the area and financing arranged through present farm loan programs. The new occupant will be trained and assisted for a period of two years by college students in the total program. Each new occupant will be assisted until such time as he has his tract of land in a producing stage such that he can then manage to continue without constant aid and supervision.

2. Small farm program. (AIC)

The rebuilding of existing small farms. They may be abandoned or presently occupied. We are concerned primarily with a farm which is family-owner occupied but which is not economically efficient or which is not producing at all. The same type of program as for item no. 1.

3. Operate and administer the summer camp program.

4. Operate and administer the inner city projects.

5. Plant and harvest crops where farmers need assistance but cannot afford to hire help.

6. Restore entire cove settlements to liveable conditions. There are a number of these settlements, which are not really towns. Housing in these "coves" are generally best described as pathetic. We will need an agreement with the owners, if not owner-occupied, that the rent will not be raised after the students complete the restoration of these coves.

7. Community clean up campaigns, where such help is requested. It is anticipated that labor (not supplies) will be furnished to paint and otherwise restore an entire community upon request. This work could be done on both public and private property so long as the materials were furnished. A general overhaul of a community can be so planned.

- 8/ Construction of sewage tanks and septic fields where a community sewage plant is not feasible. Well drilling and re-casing of existing wells.
9. Community literacy programs in cooperation with the public school systems. Only space will need to be provided for this program. This may make an adult education program possible in many communities where the real draw-back to such programs has been the inability of the community to finance the program.
10. Provision of teacher-helpers for every teacher in every classroom of each county school system. Some of these will be internships with a college student assigned to a classroom for an entire semester. Others will be a provision for several students to work in a single classroom such that someone always is in the room to help the regular teacher.
11. Tutoring programs for public school students, of all grade levels, and throughout the entire school year. Special summer programs are planned.
12. Pond development programs where these can be developed without an extensive land clearing.
13. Handicrafts and small industry program. In cooperation with the Department of Commerce . (AIC).
14. Development of the cooperative packing plant for the small crop vegetable and fruit program. To be turned over to the cooperative when fully established and effectively operating. (AIC)
15. Development of the marketing cooperative in conjunction with item 14. (AIC)

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OVERVIEW

PART VII.

Physical Facilities Analysis.

Headquarters building.

Camp structures.

Institute and Field Centers.

Academic centers.

Agricultural-Industrial Cooperative Complex.

Land Requirements.

Staff housing.

Notes:

Physical Facilities Analysis.

Present plans indicate a need for the following physical facilities:

1. Headquarters building, SAY. A warehouse-type building. Stran-steel or other low-cost building to be designed. Approximately 6,000 sq. ft.
2. Camp structures.
 - a. Limited use, summer resident camp, children 16 years and under. To accomodate 400 children at one time. Cubicle type sleeping space with central shower, laundry and toilet facilities.
 - b. Limited use, summer camp for college and university students. To accomodate 200 students at one time. Construction similar to that for youth camp (see a).
 - c. Summer kitchen and shed/screened dining hall.
3. Institute and Field Centers.
 - a. Dormitory and dining hall facilities for main center. To accomodate 512 students. This can be a self-liquidating facility. The dining hall, kitchen and dormitory will serve the academic and summer term programs. The dining hall should seat 600 with a covered patio provision for an additional 600.
 - b. Dormitory and dining hall facilities for each Field Center. The permanent capacity to be 120. Expanded summer capacity at Center A for 360. Expanded summer capacity for Center B for 240.
 - c. Academic centers. Instruction, Library, Laboratory and office space for each center. Correspondence is underway with Educational Facilities Laboratories, Inc. relative to design for these structures. Permanent structures can be self-liquidating by using 40 year loans with a maximum interest rate of 5 percent. (Loan liquidating information furnished by the United States Office of Education)
 - d. Agricultural-Industrial Cooperative Complex. Storage shed, small administrative office and equipment shed for this complex. Stran-steel or comparable low-cost structure.
 - e. Land requirements.
 1. Agricultural-Industrial Complex, 200 acres.
 2. Main Center, 200 acres.
 3. Field Centers, approximately 60 acres each.
 4. Recreation-Conservation complex, 1,000 acres.

- f. Staff housing. Housing will need to be constructed for most staff of all operations. Adequate housing is pre-requisite to the hiring of the kind of professional personnel required for this program. Inasmuch as staff members may change from time to time, housing which is adequate may be an inducement to the staff member who is desired. This housing should be included in the long-term loan. Professional staff members can be charged a minimum rental on housing.

The physical facilities should be functional but unobtrusive. The design needs to be fresh and perhaps even pioneering. Educational Facilities Laboratory has offered valuable assistance in this stage of the planning and we anticipate continued cooperative efforts with this group. The design must be low-cost but must also be an exciting and refreshing change for those who will be in the summer camps and functional for the academic year use.

The greater portion of construction will be at the Shenandoah County, Virginia center. The headquarters becomes the operating center for the two state area and the inner-city programs. It is anticipated that college students will take part in week-end and holiday projects except during the coldest months of the year. To this extent, then, the camp facilities will be used by college students throughout the academic year and by camp enrollees during the summer camp program.

OVERVIEWPART VIII.The Financial Campaign.

Student groups.

Support from other than student groups.

Foundations.

Replies to inquiries directed to Foundations.

Specifics of the College and University Financial campaign.

Community projects.

Financial campaign projections.

Notes:

The Financial Campaign.

The campaign for permanent funds is proposed for the 1964 through 1968 period. The financial campaign actually must serve two purposes. The first is to insure adequate financial support for the anticipated program of research, experimentation and training. The second is to involve both groups and individuals in a concern for adequate attention to the pockets of poverty wherever they may exist. One goal must be to get vast numbers of people concerned so that something may be done about this problem. The tragedy is not that these pockets of poverty exist. The tragedy is that they are allowed to continue to exist.

The campaign is designed for mass participation and maximum anticipation. The committee has not deluded itself into a belief that the goals as stated are likely to be reached on a 100 percent basis. Established goals are somewhat higher than anticipation. The goal for College and University students has been kept much lower than the student committee wished. It is the feeling of the committee that one must have the possibility of reaching a goal if any program is to be effective. Students currently working in this project wished to set a goal of one dollar per student per semester for a three year period. While the committee does not wish to "dampen" the student enthusiasm there must nevertheless be some reality to this campaign. A goal of two dollars per year from every college and university student in the nation simply cannot be reached. It is believed that the goals as set forth here can be reached and thus provide a "successful" project for the students involved.

Support from other than student groups.

The committee is hesitant to indicate that financial support from other than student groups will be forthcoming. We question whether adult groups will respond to this type of campaign with any significance. The number of adults in our society who will agree to support a project which engages in a field where massive Federal support is planned is an unknown factor. No quota has been set for the groups who are to be approached.

Foundations. We are inclined to believe that some support may be forthcoming from some of the major Foundations. Again, whether the foundations will respond to such a project is an unknown factor. It is our experience that the foundations ordinarily like to support the whole of any project. It nevertheless is our belief that approaches should be planned to a selected group. Some 12 of the major foundations were sampled during June, 1964 to determine whether such interest might exist.

Replies to our inquiries to these foundations are as follows:

1. One indicated that activities in the field of social welfare had been abandoned in their program.
2. One has asked that we submit a proposal for a request not to exceed the sum of five hundred dollars. (Request submitted for their November, 1964 Board meeting).
3. The Sears-Roebuck Foundation (July 23, 1964 reply)
 "Please know that The Foundation shares your concern over the problems of poverty not only in Appalachia, but elsewhere in the country. We are withholding our support for programs addressed to this problem because both scope and type of government action to be taken under President Johnson's poverty program are not yet known."
4. The James Foundation of New York.
 July 8, 1964 reply (does not make grants except to established programs)
 "Your project is not within the present grant program. Your letter and enclosure are called to the attention of our Board as a matter of information and record." (in the event the organization is formed.)
5. Three replied that the proposal would be studied and that we should indicate needs after we were in operation.
6. Five (5) of the twelve have not replied as of August 15, 1964.

We believe that the results of this sampling are important to the overall project. We do not plan to approach any other foundations until such time as the project is more firmly established.

It would appear that a careful analysis of the "Foundation Directory" and some rather intensive searching of the Foundation Library in Washington, D. C. will provide us with a list of Foundations whose program and operations are such that we might apply for grants for the various phases of the project. While this support may not be substantial it nevertheless does exist.

Specifics of the College and University Financial campaign.

1. A goal of fifty cents per college and university student per academic year is established. This campaign is scheduled for the 1964-1968 period.
2. National Student Day. Students will "take to the streets" in an all day campaign to raise funds. This is a "small change" process. Students will work the business areas, and where student enrollment is sufficient will make a house to house canvas of the residential areas. Scheduled for the second saturday in December in order not to conflict with any other national charitable campaign.
3. March on Poverty. MOP Day. Students will volunteer to work in community clean up projects, in projects for the elderly, in renovation of homes for children and related projects. By working through the Chamber of Commerce and the Junior Chamber of Commerce we anticipate that business houses and individuals will "hire" a student for this day. Goal is one dollar for each college and university student. Anticipate about 25 percent participation.
4. Community projects.

The community project is based on a letter writing campaign. College students will write to the following:

- a. The high school from which they graduated. We will ask that each high school engage in a fund raising campaign of some kind and raise at least 25 cents for each student enrolled. We estimate 10 percent participation in this project.

High School participation in National Student Day and MOP Days.
High school students will be invited to participate in NSD and MOP. It will be necessary to gain permission from the National Association of Secondary School Principals and The National Student Council Organization before this is done. We estimate 10 percent participation in this project.

All student groups will engage in collecting merchandise stamps (where legal). These books of merchandise stamps can be used to provide equipment for the summer camp program.

- b. The newspaper in their home town. The newspaper can print the names of the colleges taking part in the total project whose students include some from _____ town. Local citizens will be asked to match the 50 cent contribution of the college students.

Financial campaign projections.

Group or organization	Expressed in millions		<u>Total</u>
	1964-65	1965-66 1966-67 1967-68 <u>annual</u>	
College and University Students (.50 annually)	2.5	2.0	8.5
National Student Day, December	.5	.5	2.0
MOP, Spring	.5	.5	2.0
High School project	.25	.25	1.0
High School participation NSD and MOP	.25	.25	1.0
Foundations, maximum	2.0	2.0	8.0
Business and Professional	.25	.25	1.0
Total	6.25	5.75 annual	23.5

Summary notes:

The total projection is slightly more than twice the entire projected need of the project for long range endowment. In particular since present plans indicate that the project should plan to phase itself out after some 15 to 20 years, or change constantly in accordance with changing needs, the sum is excessive.

The intent of the committee is that sufficient endowment be raised that the student cost for the academic year program will be an insignificant amount of money. For some students it might be the way to complete a college degree begun elsewhere. For some a year at a cost of less than \$500 might be the means of completing the degree program. The summer program should provide complete maintenance for all college and university students taking part in the project. It should be noted that the goal set for the college and university students represents approximately 25 percent of that which the student committee wanted as the established goal.

PART IX.Budget for the project.

An itemization of the total for this project, at maximum operation for a construction year and three fiscal operating years.

Budget for the project.

This project budget is developed from the standpoint of a maximum operation of each phase of the projected program. There are provisions for programs aimed at:

1. Work-study programs for secondary school youth;
2. Work-study programs for college youth;
3. Community action programs in the fields of education, job training, welfare, and community improvement; and,
4. Community action programs in the field of agricultural and industrial training and marketing improvement programs.

The project is itemized for a period of four fiscal years. Each portion of the project is related to the other phases of the operation, but, it nevertheless is possible for each section to operate independently if necessary.

Both short range and long range proposals are included in this proposal.

To a major extent provisions and regulations for other Federal programs have been followed in the preparation of this proposal. In particular, the provision for an indirect cost of 20 percent has been followed in computing the budget. It is not possible, at the time of preparation of this budget, to be more specific than this in detailing the indirect costs of the sponsoring corporation. If this provision does not apply in legislation and regulations of the Economic Opportunity Act of 1964 this portion of the budget may be reduced.

No attempt has been made to indicate the exact provisions for development of a contract for this project. It is felt that additional correspondence and some meetings are necessary before the project reaches the stage of final negotiations.

Field Operations Centers A and B.

West Virginia proposed location.

120 college students each Center. 4 professional staff.

Permanent construction. (estimates based on present construction plans.)

Operations unit	76,800
Special equipment, audio and recording	3,200
Housing, students	153,000
Staff, professional, 4 at 14,400	57,600
Equipment shed, stran-steel or similar	6,000
Tractor	4,800
Jeep	3,600
Miscellaneous small equipment	3,600
Initial Library development	9,600
Housing, Farm manager, Custodian, Foods director	30,000
Land purchase	10,000
Sewage plant, estimate	80,000
	<u>408,000</u>

Staff provisions, including salary requirements.

<u>Position</u>	<u>Year of Operation</u>			(10 year scales) <u>Maximum</u>
	<u>1</u>	<u>2</u>	<u>3</u>	
Director, adm.	10,000	10,250	10,500	12,500
Sociology	8,000	8,200	8,400	10,000
Conservation/ Geology/Agri.	8,000	8,200	8,400	10,000
St. Affairs/ Work program	8,000	8,200	8,400	10,000
Clerical	3,600	3,720	3,840	4,800
Foods Director	6,000	6,120	6,240	7,200
Kitchen helper	3,600	3,720	3,840	4,800
Farm operator	4,800	4,920	5,040	6,000
sub-total	<u>56,800</u>	<u>58,450</u>	<u>59,700</u>	<u>71,300</u>
Employee costs 15%	<u>8,520</u>	<u>8,768</u>	<u>8,955</u>	<u>10,695</u>
TOTALS	<u>65,320</u>	<u>67,218</u>	<u>68,655</u>	<u>81,995</u>

Student fee income, Field Centers A and B.
120 students enrolled for credit each center. Budget is for one center.

Academic year	Individual Cost	Total for 120 students.
Tuition, 36 semester hours at \$30 per hour	1,080	129,600
Room at \$30 per month	270	32,400
Board at \$50 per month	450	54,000 (1/2 to food costs)
TOTALS	1,800	216,000
 <u>Summer term, 8 weeks.</u>		
Tuition, 9 hrs. at \$30	270	32,400
Room, two months at \$30	60	7,200
Board, two months at \$50	100	12,000 (1/2 to food costs)
TOTALS	430	51,600

Budget Distribution at maximum.

Item	Academic Year	Summer Term	Total Annual
Tuition	129,600	32,400	162,000
Room	32,400	7,200	39,600
Dining hall general budget	27,000	6,000	33,000
food purchases	27,000	6,000	33,000
			234,600

Expenditures	Percent of total budget	Annual expenditures at maximum (10th. year)
Staff salaries	50	81,995
Administrative	8	13,136
Plant reserve	2	3,284
Div. budgets	2	3,284
Equipment fund	3	4,926
Library	2	3,284
Debt reduction*	20	32,840
Plant operation	8	13,136
Depreciation, plant	2	3,284
equipment	3	4,926
		164,195

* Actual debt reduction requirement. 40 year loan at 5 percent is \$23,712

Budget Analysis, Field Centers.

<u>Item</u>	<u>Income</u>	<u>Expenditure</u>
Income, annual student fees	267,600	33,000
Food purchases		164,195
Operating budget		24,000 computed at \$2,000 per month.
Field operations		20,000 10 week literacy program.
Summer special program		26,405 Average of \$220.
Student Aid	267,600	267,600

Shenandoah County, Virginia Main Center and Headquarters.
 512 students during the academic year.

<u>Permanent construction.</u> (present estimates)	
Student housing, 512 students at \$1,250 per student	640,000
Dining hall/student union, maintenance at \$1,666 per student	512,000
28 staff housing at \$14,400, professional staff	403,200
3 operating staff housing	30,000
Seminar Center construction	217,000
Land purchase	20,000
Library, initial development	30,000
Agriculture/conservation equipment	20,000
Maintenance building	10,000
Sewage disposal plant, estimate	50,000
Library expansion, reserve for contract differences, etc.	67,800
	<u>2,000,000*</u>

*This can be a 40 year loan at 5 percent, annual payment of 116,560.

Professional staffing. 10 year salary scale. Annual salary scales.
Education area.

Project Director
 Secondary/Adult Associate
 Recreation/Literacy Associate
 Field Program, Internship program, Associate

Geology/Conservation Area.

Project Director
 Geology Associate
 Conservation Specialist, Associate
 Agricultural Field program, Associate

Sociology/Social Work Area.

Project Director

Case Work Specialist, Associate

Field Program, Student Intern Programs, Associate

Management Area.

Project Director, accounting speciality.

Budget and Economics Specialists, Associate

Literature Area.

Project Director

Language Specialist, Associate

History and Government Area.

Project Director

Associate

Other Staff.

Research Associates, 2, to direct student research projects, conduct the research methodology seminars, and supervise independent study.

Field Associates, one in Agricultural Development and Production and one in Business Development and Management. To work with all three centers in the direction of student work experience and internships.

Director of the Project

Program Director for the Project

Records Director, Registrar

Librarian

Auditor, 2

Housing Directors, 2

Clerical employees, 10

Director of Student Affairs and Work Experience Program.

Buildings and Grounds

Farm Manager

Kitchen and Foods Director

Kitchen employees, 4

Custodian, seminar building

Nurse

Employee benefits program.

The employee benefit cost is estimated at 15% of annual payroll. This covers social security payments (est. 5%), T.I.A.A. coverage at 6% and insurance and other legal requirements at 4%.

Housing is to be furnished for all staff at all centers. Professional staff will pay a nominal rental for housing. Housing will be furnished to support and maintenance staff as a part of the annual wage.

Budget Analysis, Virginia Center.

Item	Year of operation			Maximum (10th. year)
	1	2	3	
Director of Inst.	12,000	12,400	12,800	18,000
Program Director	10,000	10,400	10,800	14,000
St. Aff. Wk. Dir.	9,000	9,300	9,600	12,000
Records	8,000	8,200	8,400	10,000
Librarian	9,000	9,300	9,600	12,000
Auditor	7,200	7,600	7,800	9,600
Asst. Auditor	6,000	6,200	6,400	8,400
Housing Dir. 2 pos.	12,000	12,200	12,400	14,400
Clerical, 10 pos.	36,000	37,000	38,000	48,000
Research Dir. 2 pos.	20,000	20,500	21,000	25,000
Prog. Dir. 6 pos.	60,000	61,500	63,000	75,000
Associates, 13 pos.	104,000	105,600	107,200	130,000
Bldgs. and Grnds.	4,800	4,900	5,000	6,000
Farm Mgr.	4,800	4,900	5,000	6,000
Food director	6,000	6,100	6,200	7,200
Assts. 2 pos.	9,600	9,800	10,000	12,000
Helpers, 2 pos.	7,200	7,400	7,600	9,600
Custodian	3,600	3,700	3,800	4,800
Nurse	4,800	4,900	5,000	6,000
sub-total	330,000	341,900	349,600	428,000
employee costs	49,500	51,285	52,440	64,200
Totals	379,500	393,185	402,040	492,200

Student income, Virginia center.

Item	Academic Year	Summer Program	Total
Tuition, 36 hrs. at \$30	552,960	138,240	691,200
Room, \$30 per month	138,240	30,720	168,960
Dining hall, general budget	115,200	25,600	140,800
food purchases	115,200	25,600	140,800
			1,000,960

Analysis, general budget, annual basis.

<u>Item</u>	<u>Income</u>	<u>Expenditures</u>
Total annual	1,000,960	
Student scholarship program		140,800 (approx \$280 each)
Operating budget		792,200 (at 10th. year)
Field operations		24,000 (at \$2,000 per month)
Summer special program		20,000 (10 week program)
Direct student aid		23,960
	1,000,960	1,000,960
To which add food purchases	140,800	140,800

Operating budget requirements, at maximum (10th. year of operation)

Staff payroll	492,200	at 10th. year.
Administration 2 %	20,000	
Plant reserve, 1%	10,000	
Division budgets, 1%	10,000	
Equipment fund, 1%	10,000	
Library, 2 %	20,000	
Debt reduction, 12%	120,000	
Plant operation, 6%	60,000	
Depreciation, plant 2%	20,000	
equipment, 3%	30,000	
	792,200	

Percentage distribution based on income. This is a different distribution than used for the field centers. The percentages used for a smaller operation are not applicable to this larger operation.

Differences between the amount budgeted for staff payroll for the first three years and for that which is required result in excess of income over expenditures as follows:

First year	112,700
Second year	99,015
Third year	90,160

The excess declines, thereafter, at about the rate of 10,000 each year until the tenth year. This is predicated on an assumption that the entire staff will reach maximum salary requirements at one given time. Such a possibility is most unlikely.

The Student Work-Experience Program.

Analyzed in terms of number of students.

High school and college students.

	<u>32 week Ac. year</u>	<u>10 week summer</u>	<u>4 week post summer</u>	<u>winter 2 week</u>	<u>spring 2 week</u>
<u>Virginia Center</u>					
High school	500	500			
College	500	1,000	1,000	1,000	500
<u>Field Center A., West Virginia</u>					
High School	360	720			
College	120	240	240	240	120
<u>Field Center B., West Virginia</u>					
High School	360	360			
College	120	240	240	240	120

Staff Requirements.

	<u>Minimum salary</u>	<u>Maximum salary</u>
<u>Virginia Center</u>		
Program Director, Diversified		
Occupations specialist	10,000	12,500
Agriculture crew director	8,000	10,000
Conservation crew director	8,000	10,000
Construction crew director	8,000	10,000
Auditor, entire program	7,200	9,600
Clerical	3,600	4,800
sub-total	44,800	56,900
employee benefits	6,720	8,535
Totals	51,520	65,435
Chargeable to H. S. program		32,718
Chargeable to College program		32,718

Field Centers, A. and B., (Crew under the supervision of the Center Director)

	<u>Minimum salary</u>	<u>Maximum salary</u>
Agriculture crew director	8,000	10,000
Conservation crew director	8,000	10,000
Construction crew director	8,000	10,000
Clerical	3,600	4,800
sub-total	27,600	34,800
employee benefits	4,140	5,220
Totals	31,740	40,020
Chargeable to H. S. program		20,010
Chargeable to College program		20,010

Annual payroll totals, Work Experience programs, High School and College Youth,
Annual administrative operations totals.

	<u>Virginia</u>	<u>Field</u>	<u>Field</u>
	<u>Center</u>	<u>A</u>	<u>B</u>
<u>High School program</u>			
Staff payroll	32,718	20,010	20,010
Operations cost, estimated	30,000	24,000	18,000
	62,718	44,010	38,010
Estimated indirect costs	12,543	8,802	7,602
	75,261	52,812	45,612
Annual operations budget, High School student work experience program	75,261	52,812	45,612
Annual operations budget, College student work experience program, identical	75,261	52,812	45,612

High School and College student work program.Fixed costs.Virginia Center. (locate on Agricultural-Industrial Cooperative land.)

5 staff houses at 14,400	72,000
Small stran-steel shed/office	6,000
2 jeeps with flat bed trailers	9,600
1 truck, flat bed, 4 wheel	4,800
Miscellaneous tools and equipment	10,000
Land preparation, septic tanks, etc.	<u>7,600</u>
	110,000

Field Center A., West Virginia

Camp type structure for 240 at \$500 each	120,000
Shower, toilet facilities, kitchen, etc.	48,000
3 staff houses at 14,400	43,200
Stran-steel storage shed	6,000
2 jeeps	9,600
1 truck	4,800
Miscellaneous tools and equipment	<u>10,000</u>
	241,600

Field Center B., West Virginia

3 staff houses at 14,400	43,200
Stran steel storage shed	6,000
2 jeeps	9,600
1 truck	4,800
Miscellaneous tools and equipment	<u>10,000</u>
	73,600

Annual operating costs: utilities, supplies, hand tools, seeds, etc.

Virginia Center	60,000
Field Center A., West Virginia	48,000
Field Center B., West Virginia	<u>36,000</u>
	144,000

High School and College Student Work Experience Program, payroll costs.High School students computed at:

Academic year 10 hours per week at \$1.00 per hour
 Summer program, 10 weeks - 20 hours per week at \$1.00 per hour

College Students computed at:

Academic year 20 hours per week at \$1.00 per hour
 Summer 10 week program 30 hours per week
 Summer 4 week post session 40 hours per week
 Winter 2 week program 40 hours per week
 Spring 2 week program 40 hours per week

Board program cost.Field Center A.

Summer camp, high school, 15 per week for 10 weeks, 360 students	54,000
Summer camp, H. S., day program, 2.50 per week for 10 weeks, 360 students	9,000
College camp operations, 15 per week for 10 weeks, 240 students	36,000
College, 4 week session, summer, 15 per week for 240 students	14,400
College, 2 week winter session, 15 per week for 240 students	7,200
College, 2 week spring session, 15 per week for 240 students	3,600
	<u>124,200</u>

Field Center B.

Summer, H. S. day program, 2.50 per week for 360 students, 10 weeks	9,000
College, camp, 15 per week for 10 weeks for 240 students	36,000
College, 4 week session, 15 per week for 240 students	14,400
College, 2 week winter session, 15 per week for 240 students	7,200
College, 2 week spring session, 15 per week for 120 students	3,600
	<u>70,200</u>

Virginia Center

Summer H. S., 2.50 per week for 500 students, 10 weeks	12,500
College, 15 per week for 10 weeks for 1,000 students	150,000
College, 4 week session, 15 per week for 1,000 students	60,000
College, 2 week winter, 15 per week for 1,000 students	30,000
College, 2 week spring session, 15 per week for 500 students	15,000
	<u>267,500</u>

High School and College Student Work Program, cash payroll.
All computed at \$1.00 per hour

	<u>32 week</u>	<u>10 week</u>	<u>4 week</u>	<u>winter</u>	<u>spring</u>
<u>Virginia Center</u>	<u>Ac. year</u>	<u>summer</u>	<u>post</u>	<u>2 week</u>	<u>2 week</u>
H. S. students	500	500			
Hrs. per week	5,000	10,000			
Payroll	160,000	100,000			
College St.	500	1,000	1,000	1,000	5,00
Hrs. per week	10,000	30,000	40,000	40,000	20,000
Payroll	320,000	300,000	160,000	80,000	40,000
Annual payroll	480,000	400,000	160,000	80,000	40,000
Annual total					
this center		<u>1,160,000</u>	<u>5,000 students involved,</u>		
		1,219,600	including 6% for Soc. Security, etc.		
<u>Center A., West Virginia</u>					
H. S. students	360	720			
Hrs. per week	3,600	14,400			
Payroll	115,200	144,000			
College St.	120	240	240	240	120
Hrs. per week	2,400	7,200	9,600	9,600	4,800
Payroll	76,800	72,000	38,400	19,200	9,600
Annual payroll	192,000	216,000	38,400	19,200	9,600
Annual total					
this center		<u>475,200</u>	<u>2,040 students involved,</u>		
		503,712	including 6% for Soc. Security, etc.		
<u>Center B., West Virginia</u>					
H. S. students	360	360			
Hrs. per week	3,600	7,200			
Payroll	115,200	72,000			
College students	120	240	240	240	120
Hrs. per week	2,400	7,200	9,600	9,600	4,800
Payroll	76,800	72,000	38,400	19,200	9,600
Annual payroll	192,000	144,000	38,400	19,200	9,600
Annual total					
this center		<u>403,200</u>	<u>1,780 students involved,</u>		
		427,392	including 6% for Soc. Security, etc.		

Budget Analysis, Total program.Permanent construction.

Field Center A., West Virginia	408,000
Field Center B., West Virginia	408,000
Virginia Center	<u>2,000,000</u>
	2,816,000

Work Experience Programs.Construction.

Summer camp construction	272,000	
Agricultural-Industrial Cooperative complex	200,000	(50,000 revolving)
Recreation-Conservation (Wilderness) complex	150,000	(50,000 revolving)
College student summer camp	<u>136,000</u>	
sub-total	758,000	

Operating construction.

Virginia Center	110,000	
Field Center A., West Virginia	241,600	
Field Center B., West Virginia	73,600	
Indirect costs, architect fees, sewage, etc	<u>85,040</u>	(20%)
	510,240	

Annual operating costs, work experience centers, not including payrolls.

Virginia center	60,000
Field Center A., West Virginia	48,000
Field Center B., West Virginia	<u>36,000</u>
	144,000

Three year projection	<u>432,000</u>
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Student Board Program. (Work Experience program.)

<u>Center</u>	<u>H. S. Students</u>	<u>College</u>	<u>Total</u>
Virginia center	12,500	255,000	267,500
Field Center A.	63,000	61,200	124,200
Field Center B.	45,000	25,200	70,200
sub-total	120,500	341,400	461,900
Indirect costs, employees, etc.	24,100	68,280	92,380
	144,600	409,680	554,280

Three year projection

1,662,840

Staff payroll for Work Experience program.

Virginia Center	32,718	32,718	65,435
Field Center A.	20,010	20,010	40,020
Field Center B.	20,010	20,010	40,020
sub-total	72,738	72,738	145,475

Three year projection

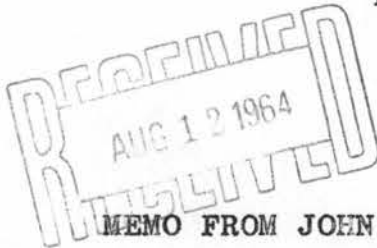
436,425

Analysis of total project, by item and fiscal year. Four fiscal years and totals.

Budget Item and Program Identification	Fiscal Year 1964-65	1965-66	1966-67	1967-68	Totals
<u>Construction</u>					
Virginia	2,000,000				
Field A.	408,000				
Field B.	408,000				
Construction planning advance	281,600				
sub-total	3,097,600				3,097,600
<u>Construction Work Experience Program</u>					
Virginia center	110,000				
Field A.	241,600				
Field B.	73,600				
sub-total	425,200				425,200
<u>Operations, W.E. Centers</u>					
Virginia		60,000	60,000	60,000	180,000
Field A.		48,000	48,000	48,000	144,000
Field B.		36,000	36,000	36,000	108,000
sub-total		144,000	144,000	144,000	432,000
<u>Payrolls, W. E. Centers</u>					
Virginia		65,435	65,435	65,435	196,305
Field A.		40,020	40,020	40,020	120,060
Field B.		40,020	40,020	40,020	120,060
Estimated Indirect		29,091	29,091	29,091	87,273
sub-total		174,546	174,546	174,546	523,638

<u>Budget Item</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>	<u>Totals</u>
Student Board					
Cost, W. E.					
Program					
Virginia center	267,500	267,500	267,500	267,500	802,500
Field A.	124,200	124,200	124,200	124,200	372,600
Field B.	70,200	70,200	70,200	70,200	210,600
Indirect estimate, employees					
equipment, etc. 20%	92,380	92,380	92,380	92,380	277,140
sub-total	554,280	554,280	554,280	554,280	1,662,840
Student Payroll					
W. E. Program					
Virginia Center	1,219,600	1,219,600	1,219,600	1,219,600	3,658,800
Field A.	503,712	503,712	503,712	503,712	1,511,136
Field B.	427,392	427,392	427,392	427,392	1,282,176
sub-total	2,150,704	2,150,704	2,150,704	2,150,704	6,452,112
<u>Project Totals.</u>					
Permanent					
Construction	3,097,600				3,097,600
Field site					
Construction	425,200				425,200
W. E. Operations		144,000	144,000	144,000	432,000
W. E. Payrolls		174,546	174,546	174,546	523,638
Student Board W.E.		554,280	554,280	554,280	1,662,840
Student Payroll W. E.		2,150,704	2,150,704	2,150,704	6,452,112
<u>Totals</u>	<u>3,522,800</u>	<u>3,023,530</u>	<u>3,023,530</u>	<u>3,023,530</u>	<u>12,593,390</u>
Item 2, P. 67	758,000				758,000
	4,280,800				13,351,390

URBAN STUDIES
CENTER
RUTGERS-THE STATE UNIVERSITY
137 Church St.
New Brunswick, N. J.



MEMO FROM JOHN E. BEBOUT

AUGUST 4, 1964

Poverty

Speech

material

SUBJECT: UNEMPLOYMENT AS A NATIONAL OPPORTUNITY

I think you will be interested in these two enclosures:

- 1) "Unemployment: Benefit Not Burden" by
William B. Shore
- 2) "Suggestions to Communities for Participating in the War on Poverty" by
Harry C. Bredemeier

Different as they are in style, prepared independently by two men of quite different backgrounds, these pieces are similar in their affirmative approach to one of the aspects of the "War on Poverty". Professor Bredemeier's statement represents a distillation of ideas that he has been developing against the background of his lifetime studies in sociology, during the last three years of association, discussion, and work with colleagues at the Urban Studies Center. Mr. Shore's statement stems at least in part from his understanding of the social problems of the New York Metropolitan Region as he has observed them from the vantage point of his position in the Regional Plan Association.

The Urban Studies Center is happy to make these two statements available as contributions to thinking and planning on how to bridge the gap between unemployed or unoccupied people and unmet needs of our society.

JEB:pm
encl.

URBAN STUDIES CENTER
RUTGERS - THE STATE UNIVERSITY
137 CHURCH STREET
NEW BRUNSWICK, NEW JERSEY

UNEMPLOYMENT: BENEFIT NOT BURDEN

by

William B. Shore
Information Director
Regional Plan Association
New York, N.Y.

Unemployment is one of the great opportunities of America.

The unemployed are a resource no longer needed in one part of our economy and now available for other service. They can lift our civilization to new levels of style and satisfaction.

While one agency of government laments the high and continuing unemployment, another is beset by citizens asking for services the unemployed could provide. Between the willing workers and the needed services, we need a broker.

Apartment dwellers protest the switch from manned to automatic elevators. They want the safety of an operator. At the same time, elevator operators displaced by automation and incapable of learning more skilled tasks wait around employment offices for work. The apartment owner argues that rent control or other economic forces impel him to cut costs by unmanning his elevators. But to our economy as a whole, it might even be cheaper to keep the operators, giving the tenants the protection they want as well.

In automating his elevators, the apartment owner is buying a product of skilled technicians and engineers.

The highly skilled and educated workers who make automatic elevators represent resources in relatively short supply; we can think of hundreds of goods and services we would want these people to provide if they weren't making automatic elevators. When we tap these relatively scarce resources to replace the unskilled workers who have no other jobs to do, we appear to be wasting resources, not economizing.

Right now, then, it may be cheaper for society as a whole to have elevator operators in apartments than to have automatic elevators. But someone must translate total-economy bookkeeping into figures that give the apartment owner a profit. It is still cheaper for him to automate.

Of course, automatic elevators are only a small example of how skilled resources in short supply are replacing unskilled workers looking for jobs. In other parts of the economy, the case for investigating the total cost of automation to the national economy may be even stronger.

Gradually, however, we should be able to work out jobs for the unskilled that are even more valuable than those that automation could replace. Many economists use words like "hard core" to describe today's unemployed, implying that there is no work for people who cannot learn new and complicated tasks. That is nonsense. There are plenty of services we want that the unskilled unemployed can provide. If we begin to think of them as people eager to work -- preferring work to the dole in most cases -- we can find hundreds of ways for them to make the city more livable. Even the middle-aged, automated from their jobs, and youthful high school drop-outs can contribute.

Recall as spring comes on the joys of the double-decker buses on Fifth Avenue. We can't afford them because we can't afford bus conductors. Instead, a harassed driver delays traffic by trying to do two jobs at once. If the Transit Authority advertised for bus conductors, hundreds of men would wait at the employment office hours before it opens.

When city children get to romping age, parents who can, move to the suburbs where the children can romp outdoors on their own. The city mother has to spend her day in the park supervising. Couldn't some kindly men who are out of work supervise play, keep the big kids from spoiling the games of smaller children, keep the baseballs from bouncing into the sand boxes?

New York is one of the few cities in which people can almost ignore the clock in looking for things to do. We can stay awake all night enjoying as varied a choice of goods and services as smaller cities provide all day. But this freedom is threatened by midnight crime on the streets and in the subways. Why not more police? Why not an attendant on every pair of subway cars late at night -- someone to prevent crimes and help if a person gets sick or a stranger becomes lost?

All around the city, the personal is being replaced by the impersonal, just when we have an excess of personal services available. Hospitals talk about automating routine nursing jobs -- while patients languish without the human touch. Hotels are gradually dispensing with bellhop services. Railroad stations provide luggage carts but few red caps. Home owners find it hard to get handyman help. But there appear to be people around who would gladly do these jobs.

The city is dirty while we have manpower to keep it clean. City residents need new housing, suburban residents need more frequent bus and train service -- while workers who would provide them get unemployed insurance.

Who can be the broker to bring together our city's service needs with these willing suppliers of service? Only the federal government. This is one of the projects the President's "poverty program" should do. But it will take a different vision of the unskilled-unemployed part of the poverty problem to do it. That part must be a prosperity program aimed at raising the standards of life for everyone by adding the contribution of the unemployed to the efforts of the rest of America. It should not treat the unemployed as a burden requiring assistance.

This approach should appeal to political conservatives who resist paying welfare to those who do not work. It should also appeal to conservatives because it offers a chance to put back into our mechanized society a little of the more personal style of a bygone day. At the same time, the liberal who worries about the psychological state of the unemployed must surely approve of finding productive and appreciated services the unskilled can perform at standard rates of pay -- a welcome for them back to the nation's economy.

A century ago, workers sabotaged the automation of their day. More recently, trade unions have resisted automation by requiring that employees continue to do work that has become unnecessary. It is far more rational to provide the money for jobs which do mean something.

Many federal-city channels already are open to raise the standards of urban life through the work of those now avidly seeking jobs. Only additional appropriations are needed. Other federal-city channels could easily be stretched to include new programs of this kind. For example, a "demonstration project" grant under present mass transit legislation might add personnel on subways and buses and increase the number of bus, train and subway runs. Public housing already is aided by the federal government; middle-income housing could be added. Federal aid is available for parks and could be extended to cover recreation supervision within the parks. Welfare payments are contributed by the federal government. An increase to the level of reasonable wages would make available unemployed workers to keep streets cleaner or hospitals more human.

Because we would be using resources that are now wasted, the economic cost would be close to zero. The resources represented by the work of the unemployed are not taken from any productive part of the economy. The only transfer from resources in demand for other goods and services would be the time and talent of the administrators and political overseers of the program and, in some projects, materials. But little now being produced or performed would be taken away. Putting the unemployed to work almost surely would add to total goods and services. These federal payments -- the difference between the unemployment and welfare payments the unemployed now receive and a working wage -- would come back in extra tax revenue to all levels of government as well as giving the economy a general fillip toward higher levels of prosperity. We simply put idle resources to work. In production, it is resources that count.

That is why the federal government is the only possible large-scale investor in the services of the unskilled unemployed; because only the federal government has the fiscal power to enlarge the money supply to equal the resources available for purchase. If the city and state government tried to purchase the services of the unemployed, they would have to extract the money through taxes or cut expenditures on other programs at a time when city and state taxes are high and programs for which these governments are responsible seem squeezed on the whole.

This kind of federal spending contrasts with additional appropriations for, say, the moon shot or cancer research or university teaching, for which taxpayers would pay the full cost out of their present income. People who work at these skilled tasks are in very short supply. When the federal government adds appropriations for these programs, talented persons transfer from presumably useful activities to these, usually with a raise in salary as they move. This can cause inflation if the federal government increases its spending over-all to expand such programs. But when we use extra federal funds to employ the unskilled, we subtract little from production of goods and services now being produced. Neither do we spend much money chasing resources already in use. Therefore, there is little danger of inflation from extra spending.

Conceivably, in fact, the cost of employing the unemployed would be less than zero. By welcoming back to the economy people who are outlawed, the tremendous cost of coping with anti-social behavior and ill-health -- physical and mental -- that can come from prolonged unemployment may be cut. The unemployed are kept alive by welfare payments, but not at a satisfactory level, nor have they the self-respect that comes from playing a constructive role in society.

We can sense how resources turn sour by looking at parks.

A wonderful asset to the city, they are unusable at night because we are afraid to enter. In large measure, the people we fear are the unemployed, driven to attack society by their economic abandonment. We could change this negative force to positive by hiring more park police from among the unemployed. At least symbolically, the same persons we now fear could be our protectors. Whether psychologically the same person could police who, if unemployed, would commit a crime is not the point. What is important is that many now unemployed almost surely could increase the satisfactions of all of us instead of adding to our discomfort. If this is so, the cost of their employment would be less than zero.

Though there are established channels through which wages could be paid for better city services, it will be a little trickier to subsidize unskilled labor in the private economy. How do we make it economically feasible for the apartment owner to keep elevator operators? How can the handyman be introduced to the suburban scene? Federal aid to small businesses that use unskilled labor might be possible. The handyman business should support itself, but the risk of getting it organized might be cushioned by a guaranteed loan. For businessmen who could either choose unskilled employees or automatic equipment, the government could make up the difference in cost as long as the pool of unskilled unemployed remains. While it might be difficult to figure the right subsidy, it should not take much experience to determine whether it can be done fairly to both the businessman and the public.

There are three dangers of misdirection in this program, but all seem avoidable.

First, users of the services probably should pay part of the cost to insure against "made" work, service that is really of little interest to them. If, for example, apartment dwellers would not pay any more rent for an elevator operator than for an automatic elevator, it probably is not worth the public investment either to keep the operator.

Second, employing the unemployed in unskilled jobs might divert them from learning higher skills and raising their status above the menial. Because many of the unskilled are Negroes, it is particularly important to keep pressing for more training and education. If we do not, it is all too easy to see them in the age-old stereotype: perpetual servants and laborers. But as long as the opportunity for training and education for better jobs is not only available but is pressed upon the unemployed, there is no justification for preventing those who will not or cannot improve their skills from performing the needed services that they can.

The other danger is that we might concentrate so hard on finding jobs that we overlook the alternative we might choose instead -- more leisure. Thinking about it carefully, we might decide to cut working hours rather than to increase goods and services. But we do not seem ready -- economically or psychologically -- for this alternative. Civic spokesmen are calling for freedom to work, not freedom from work. When the Transit Authority installed an automated shuttle, the Transport Workers Union chose to have a man accompany the train rather than to ask for shorter hours for all as automation expanded. Similar stands have been taken by several unions. We still are afraid of the freedom not to work, despite our reluctance to get up on Monday morning.

Gradually, it seems probable that we will adjust to a world in which work will not be such an important part of our lives. But for now, our whole vocabulary and approach to employment demonstrate that we really do prefer work to idleness.

As long as this is true, there is no excuse for leaving men unemployed who want to work, while New York and other cities in which so many of the unemployed live have needs these people can satisfy.

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SUGGESTIONS TO COMMUNITIES FOR
PARTICIPATION IN THE WAR ON
POVERTY

Harry C. Bredemeier

The "poverty problem" is the phenomenon of some people not having as much money as, by some standard, they "ought to have." To the degree that money is allocated on the basis of the value attached by consumers to services rendered, it is the phenomenon of some people not having services to render that other people value enough to pay very much for.* Either the skills they have are in such great supply that consumers of them need pay very little for them; or, though possibly scarce, they are not in great enough demand to command a high price.

There are really only a very limited number of solutions to such a problem:

Insofar as the problem is one of oversupply, one solution is to reduce the supply. This can be done in the following two ways:

1. Some persons can be removed from the labor force, through such devices as earlier retirement, shorter work weeks, longer vacations, extension of the compulsory schooling period, or just plain "welfare" payments. All such devices, obviously, can contribute to a reduction of poverty in general only if those who are removed from the market are the

* There are, of course, other bases on which money can be allocated. They will be considered below.

recipients of high enough "transfer payments" to support them at a level above poverty.

This means a substitution of what, for lack of a better term, might be called "legal" bases of allocating money for "marketing" or "bargaining" bases. It means, very simply, application of the payment principle by which farmers are rewarded for removing land from the market to the case of workers, who would be rewarded for removing labor from the market.

2. Over-supply could, alternatively, be reduced by giving some of the persons with over-abundant skills, new and scarcer skills. This is the "re-training" formula of the Manpower Development Training Act, and as such we shall return to it below. Here it is important to note two implications of this solution. One is that, like the first solution (payments for not working), it requires sizeable transfer payments while the re-training is going on. The second is that it contributes to the reduction of poverty by tending to decrease the bargaining power of those persons already in possession of the scarce skills (by increasing their supply). It is, in certain circumstances, therefore, a way of reducing some peoples' poverty by reducing other peoples' affluence; and the people whose affluence is being reduced can be counted on to resist it. They will resist it the more, the less affluent they really are; and since most of the re-training programs aim at increasing the supply of those skills that hardly bring

munificence to their present possessors (painters, butchers, carpenters, printers, etc.), resentment and resistance can be counted on to be great. It is true, of course, that certain jobs requiring complex skills cannot now be filled; and that if the unemployed or underemployed could be trained to fill them, productivity as a whole would be increased. These are not likely to be the jobs for which the poverty-stricken can quickly be trained, however; although a variation of this approach will be described below.

As an apparent alternative to those two ways of combatting poverty (both of which are unquestionably effective, and both of which we shall return to below), it is sometimes proposed that poverty be attacked by raising minimum wages. This is in fact not a true alternative -- which is by no means to say that it isn't meritorious for other reasons. It is not, however, an alternative solution to the poverty problem.

To see this clearly, it is necessary to distinguish between two kinds of services that people might now be purchasing at "too low" wages. On the one hand are those services (rendered, for example, by hospital orderlies) that would have to be rendered, almost no matter what the cost. Raising the minimum wages of such persons would not decrease the number of them employed, and would, therefore, help to solve their poverty problem.* However, the necessity of paying them more (which necessity could also be produced by reducing their supply) would mean that consumers of their

* This procedure might, however, have the further consequence of leading more skilled persons than those presently employed as orderlies to compete for jobs as orderlies, thus throwing the present orderlies out of work. Their problem then becomes one of re-training, discussed below.

services would have less to spend on other services, which would decrease the demand for those other services. This also amounts, then, to an attack on some peoples' poverty by reducing the "affluence" of other people.

(To repeat: This is by no means an argument for not doing it; there is much to be said for such redistribution of income. There is everything, however, to be said for recognizing clearly the consequences of one kind of attack on poverty as compared to another kind; and that is what this paper is all about.)

A second kind of services that are now being rendered at "too low" a wage are services that many people would not continue to consume if they cost more. Perhaps domestic service is a reasonable example. In this case, raising minimum wages would simply mean that a few people would get "decent" wages and others, who previously had been getting something would get nothing. Their poverty problem would be exacerbated, and would have to be met by re-training or by breaking down the aforementioned distinction between farmers and workers.

Again, this is not to say that higher minimum wages are not a very desirable approach. It could easily be justified by the proposition that if people don't want a service badly enough to pay a decent wage for it, they should do without it. It is only to say that this is not, fundamentally, a different approach.

There is, however, an approach that is different. We have so far been discussing only the attack on poverty that consists of reducing the supply of skills that can command only poverty incomes,

or no incomes. There is also the demand side.

Insofar as the problem is one of insufficient demand, the solution is to increase the demand.

In fact, of course, the "poverty problem" is both. Not only are many, perhaps most, poverty-stricken persons not now competitive in the labor market; they are not now eligible for positions where demand does exceed the supply; and they could not qualify for jobs even if demand were to increase generally. Although it is true, in other words, that improving the marketable skills of people will not by itself solve the poverty problem, it is also true that the poverty problem will not be solved (or will be solved only in a way that is needlessly -- and maybe prohibitively -- expensive) if their skills are not improved.

Three things, in short, are necessary: Increasing the demand for productive skills; increasing the ability of people to acquire those skills; and recognizing that, insofar as those two steps cannot be taken, the urban owners of potential productivity are at least as worthy of support as the rural owners of potential wheat acreage. (Some will object that there is a crucial difference: Farmers do not need re-training to make them more productive at producing wheat; their problem is that they are too productive as it is. This misses the point, however: Farmers are "too productive" because the social apparatus of science, technology, and the Cooperative Extension Service have multiplied their productivity -- and often, by the way, at great cost in getting them to relinquish their traditional ways of doing things. Moreover, mine workers also have been made "too productive," by the same apparatus minus the helpful extension service.)

Increasing Demand

If demand is to be increased, people or agencies not now consuming certain services must be motivated to do so. They can be motivated to do so in two ways: (a) by decreasing the cost to them of doing so (for example, by giving them more money with which to "hire the (educationally) handicapped;" and (b) by their coming to perceive that the cost of their not doing so is too great.

In war-time it becomes obvious that the costs of not consuming labor in the production and manning of bombers is greater than the costs of doing so; and we unhesitatingly accept the corollary that the cost of training riveters and pilots is worth the investment. Ways are found of turning people wholly ignorant of radar into radar operators; and it occurs to no one to think that if they haven't learned radar in their "regular schooling," that's too bad for them. What automatically occurs to everyone, rather, is that if people have not learned radar in their regular schooling, whatever irregular schooling will work is exactly what should be provided.

The point of this obvious contrast is this: Defining the problem as "the poverty problem" rather than a "radar" or "bomber" or any "un-met need" problem tends to shift attention away from solving it by increasing demand and to focus attention on solving it by the "supply-reducing" tactics discussed above.

Public Needs That Could Be Turned Into Demands

Now, the fact is that what there is really a super-abundance of are public needs that could easily, profitably, and in an entirely "business-like" way be turned into effective demands. All that is necessary is to escape from the notion that shooting off gun-powder

or sending every nth ton of steel into orbit is the only "productive" form of public expenditure.

The educational, recreational, and cultural services and facilities for low income families in central cities are notoriously inadequate; home-making services for uneducated mothers are greatly needed; there should be nursery schools for all children over three; families and children in trouble need help in dealing with the complex bureaucracy of social service agencies; teachers need assistants; camp sites need to be established and maintained in State and national forests and parks; houses need rehabilitation; public housing projects cry out for civilized amenities; teen-age coffee houses and canteens would fill a conspicuous void; local music, dramatic, and arts groups should be organized; research needs to be done that could employ indigenous "participant observers;" and so on and on.

The possibilities for profitable investment in human lives are limited only by the fertility of the imagination.

A difficulty in the way of fighting the war on poverty by this strategy is the fact that, as John Kenneth Galbraith has put it, "Alcohol, comic books, and mouth wash all bask under the superior reputation of the market. Schools, judges, and municipal swimming pools lie under the evil reputation of bad kings."

This belief system has stood in the way of the conversion of public needs into the kind of economic demand that could solve the poverty problem. The debate between "liberals" and "conservatives" has in large part consisted of assertions and counter-assertions of the order of "Public housing is a good thing;" "No, it isn't;" "Yes, it is;" "No, it isn't;" etc., etc. The result is an impasse, during which the public needs remain unmet, even though nearly every-

one agrees they exist.

There are, however, two ways out of the impasse. One is the recognition, signalled by the very existence of President Johnson's declaration of war on poverty, that a civilized society must accept responsibility for poverty, just as it does for malaria. A second is pointed to by the fact that, although "Schools, judges, and municipal swimming pools lie under the evil reputation of bad kings," the manufacture of transistors for space capsules does not. Nor does the provision of food and gasoline on State-supported parkways, or the operation of ski concessions in State parks.

The implication is plain: Let us both stimulate and strengthen private enterprise, and meet urgent public needs in exactly the way we do in the case of defense needs.

Since housing, recreation, slum clearance, etc. are public needs, the public should pay for them; but since they are services that private enterprise can provide, let private enterprise do it in the same way it meets military needs under contract to the Defense Department.

To some "liberals" this is a red flag suggestion, since they would prefer slums to having them cleared through what they would call "subsidies to private enterprise." Equally, to some "conservatives," it is a Red flag, since they would prefer a stagnation of private enterprise to having it stimulated through what they would call "welfare statism."

Is it unreasonable to hope that they are a minority, and that, at least, most "liberals" would be happy to see slums cleared "even though" private enterprise flourished, while most "conservatives" would be happy to see private enterprise flourish "even though" a few

swimming pools got built in the process?

Is it unreasonable to suppose that private initiative could develop effective ways of organizing camp-site crews, or nursery schools, or housing projects if entrepreneurs were subsidized? Is it impossible to find ways of letting government contracts for such enterprises that would minimize graft or shoddy performance? Is it not possible to arrange things so that entrepreneurs would be in competition with one another to produce recreation centers that would appeal to a city's youth?

I suggest that with not very much imagination a way can be found to make the efficient meeting of many public needs a profitable venture for the American business community. To find those ways is to accomplish three objectives at once: To stimulate the private economy; to move effectively toward the elimination of poverty; and to enlist the support, rather than the opposition, of the American business genius in the war on poverty.

To focus attention on such ways of increasing the demand for the (trained) services of the poverty-stricken is also to engage in the very business-like process of finding ways of "getting something" for our expenditures. What we do now in our current feeble and self-defeating gestures against poverty is to pour out billions of dollars in welfare payments, correctional institutions, reformatories, police raids, and so on; and get nothing. If we think in terms of meeting public needs, on the other hand, we will not only get a lot further in our war on poverty; we will also have, at the end, schools, judges, swimming pools, camp sites, recreation centers, nursery schools, improved and rehabilitated housing, and drama groups that we can be

proud of and that we can even count in the Gross National Product.

Local Area Redevelopment Administration organizations might, for example, enter the war on poverty by developing community (Federally supported) enterprises that will produce such facilities and amenities, and by helping private enterprise to make bids for building and operating them.

In addition to such government contracts to private enterprise, there are opportunities for ARA to develop, and to stimulate and guide others to develop, entrepreneurial ventures that could support themselves, once launched, on the conventional private market. Among the small businesses that might seem to have a fair chance of succeeding are the provision of crews of trained yard workers and house-cleaners and maintenance people for suburban and city households. If organized into business enterprises, many persons who now, understandably, find it demeaning to do "housework" as individual "servants" of householders, would be in the very different position of being trained "independent contractors" and employees of a business, rather than servants of individuals.

But there is an even more important way of waging the war on poverty by the strategy of increasing demand. This can be clearly pointed to by emphasizing that the "Army" in the war on poverty must consist of the poor themselves.

It is not to consist of professional or semi-professional persons or middle class "volunteers." These latter will be critically important guides and allies; but the intent of the program is to mobilize the resources of those who suffer most immediately from poverty, in order to improve their ability to eliminate the causes of their poverty.

Since, as explained above, the causes of poverty are twofold, it is necessary to attack it on two fronts. One cause is the inadequacy of poor persons' environments for supplying them with appropriate motivations, skills, health, knowledge, and helping resources; the other is the dearth of employment opportunities.

One important way of expanding employment opportunities is to employ poor people to remedy the handicapping environments of poor people. There are many ways in which this can be done. If each service or protective profession* were to analyze its operations, it would readily find many activities that could be performed by people with minimum training, with benefit both to the newly employed and to the efficient operation of the agency. For example, each agency might consider the following questions:

- a. What clerical, mechanical, routine, or maintenance activities do professionals now engage in that could profitably be delegated to relatively uneducated persons, if the latter were trained and paid for with no expense to the operating agency? (For example: Routine homework checking; attendance taking; study hall supervision; filing; typing.)
- b. What such activities, not now carried out, could improve the operation of the agency if they were carried

*Welfare workers, social workers, teachers, hospital personnel, recreation supervisors, firemen, policemen, housing officials, building inspectors. It should be noted by the economy-minded that, given the present and foreseeable shortage of professionals, the use of their time and energies in essentially sub-professional work actually raises the per capita cost of correcting the conditions they are supposed to correct.

out? (For example, more frequent follow-ups; more detailed record-keeping.)

- c. What meaningful apprentice-like tasks could low income persons be employed to perform, while being trained or educated to assume larger responsibilities later on? (For example, could non-high school graduates perform useful tasks in police or fire departments, while completing their education; or could high school graduates do so while being trained for civil service examinations?)
- d. What new services would, if people were trained to perform them, improve the agency's operations? For example:
1. Increased frequency of building inspections.
 2. Increased patrolling of streets, apartments, school grounds, parks, etc.
 3. Increased sanitation collections.
 4. Tutoring services.
 5. Home-making services.
 6. Convalescent services.
 7. Services to the aged.
 8. Nursery school help.
 9. Homework supervision.
 10. Chauffering and escorting help.
 11. Following up on referrals.
 12. Door-to-door recruiting (in health campaigns, job-retraining campaigns, educational campaigns, etc.)
 13. Increased "drilling" of younger students by older ones in academic activities that require practice --

e.g., pronunciation (perhaps with tapes and recordings), spelling, arithmetic.

14. Rehabilitation and/or maintenance of recreational areas.
15. Teacher aides in classrooms or on tours.
16. Greater numbers of neighborhood organizers.
17. Staffing of larger numbers of non-profit recreation centers -- "teen-age canteens," coffee houses, etc.
18. Intensification of summer educational and guided recreational programs.
19. Multiplication of Highfields or Prono-type programs through use of successful "graduates."
20. Larger numbers of aides in hospitals and prisons.

In addition to those services, the demand for which awaits only the creativity of professional and other service agencies and the financial aid of the government, there is one other service that requires special note. This is the parental service, in its care-taking and educational sense.

If one thing is certain about the roots of contemporary poverty in the United States, it is that the poverty-stricken adults who were reared by poverty-stricken parents do not have the resources to rear their children in such a way as to give them the skills and motivations required for success in today's educational, occupational, and civic complexities. Equally certain is the fact that poverty-stricken parents are like all parents in their wish to give their children the best possible chances to develop. Poverty-stricken parents often cannot follow through on their wish, however, because

they lack the necessary commitment themselves to the complex urban-industrial system; they lack the know-how; and they lack the resources with which to give their children stakes in "respectability."

The fact of the matter is that society does now "employ" women to act as mothers, through the program of Aid to Dependent Children -- but in a self-defeating manner. The program is self-defeating in two obvious ways that have been noticed by many people: It encourages desertion by husbands and/or fathers in order for their children to receive welfare payments; and it penalizes initiative and enterprise of mothers and their teen-age children by reducing welfare payments in proportion to earnings.

It is also self-defeating in a more subtle but perhaps even more important way: By failing to define the payment straightforwardly as wages for the service to society of properly caring for and socializing children, society both loses the possibility of expecting and requiring adequate socialization, and reinforces the alienation of ADC mothers from the main stream of the urban-industrial world.

The fact is that parents and teen-agers in the poverty class are helping to raise the next generation. They are full partners in that enterprise, in the sense that they will participate in it. How they participate -- whether productively or non-productively -- depends on the kind and amount of help, support, training, and acceptance of partnership they are given. Given handouts grudgingly and with obvious distaste, they will participate sullenly and with minimum effort. Given valued employment in a vital enterprise, subject to the

high standards that any important enterprise deserves, they are more than likely to respond with effort and commitment.

If, in short, poverty-stricken parents and perhaps teen-agers and other adults had the duty, in return for reasonable (not "minimum") wages, to learn and to practice, under supervision and in groups, child care and child training, they, their children, and society would be vastly better off.

All of the foregoing suggestions may be regarded as "tactics" called for by the "strategy" of fighting the war on poverty in two closely related ways: (1) By increasing the demand for the services of poverty-stricken persons through (2) permitting and equipping them to be the Army that fights the war. In no better way could it be made clear that this is a war on poverty and not on the poor, than by paying the poor to fight the causes of their poverty -- such causes as parental lack of know-how, low educational attainment, stifling housing conditions, recreational cramping, unhealthful living practices, teacher and social worker shortages, and so on. There is no better way, either, simultaneously to generate income for the poor; and, perhaps above all, there is no better way to combat what may be the greatest strength of the poverty enemy -- viz., the apathetic feeling on the part of the poor that they are outside the main stream of American life, "recipients" but not participants.

My recommendation here is to make them participants from the outset.

The Need for Training

They are necessarily, like everyone else, however, also recipients of the specialized services of other skilled persons

in the social division of labor. It is in their role as recipients that they need as allies in the poverty war the help of middle class professionals and semi-professionals. Like everyone, they especially need the help of more skilled persons in the area of education and training. Also like everyone, they need that help in forms that are adapted to their special circumstances, experiences, styles, and already-learned attitudes, fears, and defenses.

More specifically, it is necessary to distinguish among (a) the necessity for carefully structuring the entry channels through which children can be successfully guided into productive orientations and abilities; (b) the necessity for devising corrective channels for adolescent and young adults whose entry channels were pathogenic; and (c) the necessity for creating re-entry channels for older adults whose experiences have left them isolated from the main stream of urban-industrial life.

Re-entry channels.

Young and middle-aged adults among the poverty stricken are important foci of concern for several reasons. In the first place, they beget, socialize, and control children, whose life chances are thereby drastically reduced. In the second place, they may represent to children vivid images of the futility of ambition or of effort along the lines advocated by middle class school teachers. In the third place, they are poor.

At the same time that they are important, they present perhaps the most formidable difficulties for rehabilitation. Their very existence is evidence of the failure, in their cases, of the conventional channels -- the family, the schools, and the whole network of social service agencies. To think of their returning to them is, then,

idle. Moreover, these people have acquired certain investments, stakes, defenses, identifications, mistrusts, and suspicions that make most of the existing re-entry channels ("correspondence school courses," night classes) impractical and far, far too socially and psychically costly to them.

New kinds of channels are called for, that will recognize and adjust to the realities of such adults' lives. Perhaps the chief of those realities is the fact that they are adults. As adults, they have given certain hostages to fortune that represent the equivalent of the economists' "fixed costs," which must be reckoned into the cost of their re-entering the urban-industrial occupational world. On the simplest level, they may have wives and children who must be provided for, and they themselves require food, clothing, and shelter. Any training program, then, must provide an income sufficient to meet those commitments, at least equivalent to the level at which they can be met through welfare payments, or any available "shady" occupations.

On a slightly more subtle but nonetheless real level, there are matters of pride and self-respect that must be taken into account. Re-entry channels that emphasize the dependence of the poverty-stricken and the need to "rescue" them from their "miserable state" add a cost to their acceptance that may be prohibitive. Nor should it be thought that their dependence on "welfare" is equally costly in the same sense. Welfare can be accepted with a cynical "If-they-won't-make-room-for-me-let-'em-support-me" attitude; and self-respect can be maintained via hostility, more-or-less verbal insolence to show that one is not really accepting one's subordinate position,

in-group derogation of the system, real and fancied devices for cheating it, and so on.* Such defenses against the loss of self-respect in training programs, however, would defeat the purpose of the training: While it is possible to sneer at the welfare system and still profit from it, it is not possible to sneer at training programs and still profit. Alienation from parents doesn't prevent living off them, but alienation from school prevents learning from it.

Effective re-entry channels, rather, must be defined as existing because the services and potentialities of the jobless are needed. The fact is that "Uncle Sam" must "need you" if you are to invest yourself in his activities. If he merely, and grudgingly, offers you a chance to prove that you have been a failure, you can, with any intelligence and self-respect at all, find a dozen ways to remain in poverty -- but with your self inviolate. This, then, is still another reason for approaching "the poverty problem" through an emphasis on un-met needs: Even the skill-upgrading programs are thereby improved.

Obviously, we are not speaking here of the poverty-stricken who have already staked their self-images on "independent" productive work, and for whom, therefore, unemployment and "welfare" are unbearable costs. They are not the problem, because it is not they who stay away in droves from the conventional training programs of MDTA. We are speaking, rather, of the poverty-stricken for whom poverty is, if not a cultural way of life, at least a familiar way of life, and whose experiences with the conventional entry and re-entry

*See Erving Goffman, Encounters (N.Y.: Bobbs-Merrill) 1961.

channels have embittered and defeated them. For such people, to respond with anything but suspicion, scepticism, and apathy to the invitation to "return to school" would be close to impossible. We are speaking of people who are comparable to the women who before World War II could not "afford" to be riveters, but who, when their latent interest could be legitimated by the "need" for them, could enthusiastically do so.

To enter into re-entry channels must be made "the thing to do;" and it must be made as easy as possible. Where to go and what to do when they get there must be made vividly clear. Upon arrival, moreover, the attitude on the part of the official doing the "registering" and "guiding" must not be one of impersonal "screening," but one of welcome and of congratulation for volunteering. Training officials must themselves be trained to define potential trainees as valuable resources, whose interests, capacities, and potentials are worthy of basic respect.

The training program itself -- its routines, methods, locations, rhythms, and social atmosphere -- must be tailored to the needs and expectations of adults, not simply consist of a mechanical application of public school procedures. Adults are not children; and to treat them as if they were is again to threaten their precarious self-respect.

Still further, in order to reverse a pattern of life that has, in fact, proved adaptive (although not positively adaptive to the occupational world) a great many supports and reinforcements must be provided. Here again, lessons from the army are instructive. In the first place, removal of trainees from their customary acquaintances

and surroundings would be helpful -- provided it is possible without violating civil liberties.* In the second place, such changes in attitudes and orientations as are required to break through the poverty culture, would be facilitated if peer support could be harnessed in their favor. For this reason, the poverty-stricken might be encouraged and helped to enter and pass through re-entry channels as groups, which should be identified clearly and treated as units. Every effort should be made to build up the esprit and identification of the groups, which should be used vigorously for their group-therapy potentialities.**

One of the difficulties of conventional training and re-training methods is that there is, in the eyes of trainees (at least) only a misty -- and perhaps chancy -- connection between the regimen of the training program and the "payoff" of the real world of jobs. This connection must be made much more immediate and clear. On-the-job training has a clear superiority in this respect to orthodox classroom training; and training in the social emotional skills required on the job, as well as in the technical skills, could contribute to a sense of reality rather than make-believe.

Above all, though, the need is for channels through which people can re-enter the world of preparation for work with a sense of

* cf. Robert K. Merton on the "de-bottling" function of replacement depots, "Social Theory and Social Structure (N.Y.: The Free Press of Glencoe, 1957), 272-275. cf. also Sanford Dornbusch, "The Military Academy As An Assimilating Institution," Social Force, 33:316-321 (1955).

**cf. Lewin, Kurt, "Group Decision and Social Change" in Swanson, G.E., et al, Readings in Social Psychology, 2nd ed. (N.Y.: Holt & Co., 1952, pp. 459-473).

being importantly needed and respected. This again underlines the importance of generating demand through some "moral equivalents of war."

Entry Channels and Corrective Channels.

The children of the poor pose somewhat different problems. Depending on their ages, they are only beginning to learn the culture of poverty, and they are simultaneously exposed, at least manifestly, to the counter culture of middle class work orientation. More malleable, because less completely formed, they require reinforcement (and special tailoring) of the school's educational efforts; the extra-familial provision of the work-oriented models of identification that their parents cannot, by definition, provide; and assistance in breaking away from their parents' culture without, if possible, the often-prohibitive costs of feelings of guilt and disloyalty.

The general war on ignorance that is fought in every generation on behalf of each new generation must, in other words, be fought in the poverty war with tactics and weapons specially tailored to the special terrain and the special features of the poverty-stricken. For middle class professionals to be effective allies, then, they must flexibly adapt their pedagogical, their counseling, and their therapeutic techniques to the special needs of the poor. Techniques that would work excellently if only pupils or clients were a little different are as useless as military strategies that would insure victory if only this were the last war.

For this reason, it must be part of the war on poverty to engage the professional personnel who serve youth in the poverty-stricken areas of the country in an intensive re-examination of

their professional practices. Many of the teachers, social workers, psychologists, recreation workers and others who have been actively working with poverty-stricken youth have developed individual techniques and insights that could be highly effective if systematized and generalized. Many behavioral scientists have been working productively on analyzing the learning difficulties and the learning strengths of the poor.

Not many of these analyses and techniques, worked out here and there on the firing lines by dedicated teachers or in the laboratories by behavioral scientists have as yet been systematically tested or compared for their relative cost or effectiveness.

As part of the war on poverty, therefore, in which every school district in poverty-stricken areas is a battle scene, teachers and allied youth-serving personnel should begin an intensive series of strategy seminars to study the "enemy," and to learn how to use the most advanced techniques for defeating it. Local universities should provide resource talent for such seminars; and the nation's outstanding behavioral scientists should be mobilized in a Manhattan Project of Youth Development to provide "curricula" for them, and perhaps to "ride circuit" through the major cities to contribute directly to the advanced education of local youth-serving personnel.

The strategies advocated by Frank Riessman* and Martin Deutsch;

*See Frank Riessman, The Culturally Deprived Child (N.Y.: Harper & Row) 1962; Martin Deutsch, "The Disadvantaged Child and the Learning Process," in A. Harry Passow (ed.), Education in Depressed Areas (N.Y.: Teachers College, Columbia Univ.) 1963; J. McV. Hunt, Intelligence and Experience (N.Y.: The Ronald Press Co.) 1961; Irving Sigel, "How Intelligence Tests Limit Understanding of Intelligence," Merrill-Palmer Quarterly of Behavior and Development, Vol. 9, No. 4, 1963, pp. 39-56. See also Merrill-Palmer Quarterly, July 1964, passim.

the developmental theories of J. McV. Hunt; the methods of Omar Moore; the practices of Sam Shepard; the new departures in test-analysis of Irving Sigel -- these and many others need to be systematically studied by the teachers and staffs of the nation's schools.

In each school, the faculty and administration should put into practice the new strategies that seem most appropriate to them for their local scene; and the effectiveness of those strategies in improving academic performance and reducing behavioral pathologies should be systematically evaluated and in selected controlled situations, compared. In this way, not only would the nation's brain power and dedication be mobilized in the war, but the war could be waged with ever-increasing efficiency as the results from countless natural school "laboratories" permitted the successive refinement of effective methods and the abandonment of ineffective ones.

Not only, of course, in the conventional schools should this be done, but in many different forms of pre-kindergarten nursery schools, in the Job Corps Camps of the Economic Opportunities Act, and in post-high school and "extra"-high school training programs in local communities. In all such programs, it should always be remembered, there must be two prongs to the attack on poverty: The improvement and adaptation of professional services; and the compensated participation of the poverty stricken as troops. It may be, in fact, that the latter is the most effective improvement that can be made in the former.

The Need for Organization of the Poor

The last point made above points to another weapon in the war on poverty that needs to be refined and employed. Both a symptom and a cause of individuals' being trapped in the poverty vise is the "atomization" of the poor. If they can be organized into the "troops" referred to above, not only would their effectiveness as allies in the war against poverty be enhanced, but the sheer fact of such organization would be a crucial break in the vicious circle of poverty-despair-apathy → poverty.

Moreover, as organized participants in the war against the ignorance and neglect that keeps them captive, they would be a powerful stimulus to the other two strategies described above as essential -- the expansion of effective demand, and the re-forging of pedagogical and social service techniques.

And here is a point at which the nation's labor unions can play a vital role in the poverty war. Communities of the poor need to be organized as shops and industries have been organized; "Community Stewards" should be developed and trained, analogous to Shop Stewards; and Community Grievance Machinery needs to be developed along the lines of industrial grievance procedures.

It is more than likely that in each neighborhood of great poverty incidence, there are union members who could be trained and helped by the unions' organizing staff to be community organizers and "stewards." These men could establish local "Citizens Aid Bureaus," staffed by trained local residents (another way of creating important jobs), to which citizens with familial, educational,

financial, housing, employment, or civil rights problems could turn for advice and for representation through the city's maze of legal bureaucratic welfare or educational services. Such Bureaus could also be the focal points for community educational, recreational, and other campaigns in the poverty war. Their distinctive asset would be that they would be citizens' bureaus -- bureaus of, by, and for the poverty stricken themselves, aided by the organizational and representational skills of the unions.

INCENTIVES TO DO WELL

It was suggested above that ADC payments, significantly increased, ought to be regarded as wages for the important social task of caring for the next generation. A similar principle should be applied to the important social task of acquiring the normative and intellectual skills required for full participation in a complex society.

The most important job of children is to develop themselves. Middle class children are informed of this constantly by their parents; and the information is reinforced by a wide array of rewards for doing just that. Why, then, should not lower class youngsters be treated in the same way? Specifically, I suggest that the whole tone and atmosphere of lower class schools might be significantly changed in the direction of striving for academic excellence by the simple device of making monetary or other material payments to students in proportion to their rates of intellectual improvement.

Notice that I have said "rates of improvement." The suggestion is not to reward performance, which is merely to perpetuate the

giving to those who have; but to reward rates of improvement, which is to put everyone in competition with his past performance.

Still further, such rewards might be made to groups of students (e.g., "home rooms") in such a way as to turn group pressures from pressures to be alienated from school to pressures toward academic achievement. If each child's effort to improve his performance redounded to the benefit of all others, not only might the superior student receive the group recognition now often reserved for the tough guy, but the groups' resources might be directed toward helping the slower students.

It will be objected, of course, that children ought not to be encouraged to learn for material reward, but only for the "love of learning." While I would agree in principle, I would insist on three qualifications: One is that such a claim does not sit well in a heavily materialistic society, in which most of the educators' admonitions not to "drop out" are couched in terms of the economic value of an education. The second is that, above the age of one year, we are dealing with children who, for the most part, have had their love of learning stunted by material (and other) deprivation; and the third is that children, like everyone else, do what pays off for them in terms they regard as payoffs.

SUMMARY RECOMMENDATIONS

With the passage of the Economic Opportunities Act of 1964 (and with its probable -- indeed, necessary -- expansion in the future), the foregoing suggestions might very well pass from the realm of "if only..." to that of realistic possibility. They can, then, be

summarized, and partly added to, in the form of recommendations to local communities of steps they should take in order to prepare proposals for the war on poverty, to be submitted to the Economic Opportunities Office.

1. Create, or make use of an existing, non-profit corporation to carry out, or organize the carrying out of the five additional steps indicated below; and to become the recipient and disbursing of federal grants for carrying out programs. This corporation must be "broadly representative of the community," which means that its Board of Directors should include representatives of at least the following segments of the community: The poverty-stricken population, education, welfare, health, business, labor, the University, protective services (fire, police, courts), housing and urban renewal.

2. Collect the following data:

- a. The concentration of low income families, particularly those with children.
- b. The extent of persistent unemployment and under-employment.
- c. The number and proportions of persons receiving cash or other assistance on a needs basis from public agencies or private organizations.
- d. The number of migrant or transient low income families.
- e. School dropout rates.
- f. Military rejection rates.
- g. Other evidences of low educational attainment.
- h. The incidence of disease, disability, and infant mortality including alcoholism and addiction.

- i. Housing conditions.
- j. Adequacy of community facilities and services.
- k. The incidence of crime and juvenile delinquency.

3. Describe the specific activities that need to be carried out in order to eliminate poverty and combat the conditions enumerated in 2 above, through--

- a. Developing employment opportunities. (See pp. 6-13)
- b. Improving human performance, motivation, and productivity. (See pp. 14-26)
- c. Bettering the conditions under which people live, learn, and work. (See pp. 6-26)

4. Prepare a program and a budget for carrying out those tasks. These should indicate the number of persons in the poverty class who will be employed in each program, the kind of training to be provided them, and the number and types of trainers and supervisors that will be needed.

5. Prepare to contribute from local resources, in the form of personnel, funds, or facilities, ten percent of the costs of the proposal for the first two years.

6. Arrange for objective evaluation of the programs, possibly by subcontracting to a University for such evaluation.

COPY

September 25, 1964

Henry Van Loon, A.I.A.
183 Drum Hill Road
Wilton, Connecticut

Dear Dr. Van Loon:

Thank you so much for sending me your thought-provoking discussions of, if I may paraphrase inadequately, matching man to his environment.

As you have remarked, until we clearly understand the causes of poverty and social disintegration, we must simply work as best we can with the tools available. That is the practical approach we politicians pursue. But I like to think that studies in depth by scholars such as yourself help illuminate our efforts and offer hope for coping more effectively with such problems in the future. I shall keep your studies available for closer study as soon as my schedule slackens.

Best wishes.

Sincerely,

Hubert H. Humphrey

John Stewart

HENRY VAN LOON, A. I. A.
183 DRUM HILL ROAD
WILTON, CONNECTICUT

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September 19, 1964



Senator Hubert Humphrey
Senate Office Building
Washington 25, D. C.

Dear Senator Humphrey:

First, Congratulations.

Then, may we take up the subject of poverty, depressed areas again where we left off some years ago with the Program to Help the Indians of Minnesota Improve their Economic Well-being. In the years since then I have been head of the Pennsylvania State Planning Board, under Governor George M. Leader, and more recently the director of a study of New York State on which Governor Rockefeller's long-range program for the state has been based. In both positions I have had a chance to see and study unemployment, poverty, in all its aspects, closely.

I have now been in regional economic development and planning for over twenty years. I have made it my business--my assignment in research--to find out why some people with almost nothing get ahead while others with everything do not. The answer seems to be that what we are actually looking at when we see depression, poverty, distress, is not an economic, financial, social or educational problem at all but something much more. What we are looking at is nothing more or less than a break-down in the whole ecology of a region: A natural phenomenon, fundamentally, similar (though more complicated, of course) to what we see when we see some form of plant or animal become unable, apparently, to go on living in its accustomed habitat as it has.

We are as subject to nature's basic laws as is any other form of life, but because of the inter-dependent way of life we human beings have evolved these laws can no longer affect us directly, as they do all other living things. How well we do in any region, state or nation will now depend on how well the sum-total of our skills and knowledge, our values, our ways of working as a group will fit us to be able to make a success of ourselves in any particular section of our land. The best army without the right general, is beaten before it even leaves its camp, the best land is useless without the farmer who knows how it should be used. The most skilled and intelligent group is helpless unless it can bring about, via its laws, etc., a way of working which

will enable it to fit usefully into its environment. In West Virginia, in its mountains we see poverty all around. In West Germany, in an exactly similar environment we see prosperity on every hand: And it is not money that has made the difference.

There is a basic biologic law, Blackman's, which says, in effect, that any life-process can be affected or stopped by the absence of even the least important ingredient, and we see this in plants when some trace mineral becomes too low or in an animal when some necessary factor is missing from its environment or its physiological make-up.

The same kind of thing can happen within a human society, or group, and in each case there will be some key--some missing factor--as to why the human ecologic process does not move ahead. Too many people, as in India. Ignorance, superstition, wrong values--all these and many more can be the cause. But the all important thing to remember is that the same combination of circumstances will seldom be found twice; the problem, in each case, will have to be studied as holistically as the total physio-psychological examination of some human being who has come to the point where he can no longer usefully fit into society, and the cure, in turn, will have to be as all-inclusive as that given him.

Obviously we cannot hold back on any of our present programs to help the distressed areas until a better cure is found. We must work today with what we know, and have, even as a doctor must. But by the same token, and as those in medicine do, we must study constantly to know better how we may keep ourselves prosperous and happy as a nation in an ever more finite and difficult world.

Therefore I would like to suggest that there be included in any appropriation anent poverty, distress, etc., a small sum by which a small group of our leading ecologists, cultural anthropologists, economic geographers, sociologists, and other scientists, could be permanently set up to help us get that ever-increasing understanding which we must have of all that may be involved in our maintaining ourselves as a nation successfully in every part of our land.

With best regards, I am

Most sincerely yours,

Henry van Dusen

HvL:s

Enclosures

POPULATION, SPACE, AND HUMAN CULTURE

By

HENRY B. VAN LOON

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Duke University School of Law

Durham, N. C.

POPULATION, SPACE, AND HUMAN CULTURE

HENRY B. VAN LOON*

We, like all other forms of life, must maintain a working relationship with our environment. But while this relationship is still fairly simply and direct for all other organisms, ours is now maintained through each other, as a group, and through the patterns of behavior and the values of that group. This has given us a freedom of movement and expression that no other creature has, but, at the same time, it has also made us responsible for our own well-being. We must, therefore, seek to know ourselves and the world around us as best we can if we would insure the brightest possible future for mankind.

Space is both a measure and a function of our environment, and a resource in itself. For the lower forms of life, its values are quite tangible and easily measured; for us, on the other hand, because our relationship with our environment is no longer direct, but through our culture, it has come to have intangible ones as well. It is our appreciation of these intangible values and how they may best be implemented that determines whether and at what rate we, as a civilization, advance.

The direct and tangible relationships between ourselves and our environment have been well studied; the intangible ones have not. We can approximate how much food we shall probably have, how much coal, how much iron, by the year 2000. We can figure how much room each one of us shall have, depending on our numbers. We know very little, however, of the effect of space or lack of it on our cultural development. We do not know whether or not there is a point in the decline of per capita space and resources beyond which the cultural growth of a nation is arrested, and whether or not we are anywhere near such a point.

About a hundred years ago, von Liebig wrote,¹

A nation arises and develops in proportion to the fertility of its land. With the exhaustion of the land, culture and morals disappear. However, the intellectual properties of the nation do not vanish; it is our consolation that they merely change their dwelling places.

This statement not only poses a fundamental question, but also hints broadly at the answer. The question, of course, is: Why does disruption of the landscape bring about a cultural decline? The hinted answer is: The development by man

* Studied architecture and city planning at Columbia University and with Peter Coopers, Amsterdam, Holland. Executive Director, Pennsylvania State Planning Board, 1957-59; Chief, West Berlin Economic Advisory Comm., 1952; Vice President, in charge of regional economic studies, Econometric Institute, 1956-60. Author, [with S. Howard Evans] *URBAN DEVELOPMENT GUIDEBOOK* (1955).

¹ JUSTUS VON LIEBIG, *FAMILIAR LETTERS ON CHEMISTRY* (1844).

of a cultural relationship with his environment has brought about a psycho-psychological relationship between environment and culture within his civilization that may not be too different from the psychosomatic interrelationships that exist within the individual. The human being whose continued existence is no longer dependent on his ability to maintain rapport with his environment through change in his individual characteristics—form and function—has simply passed these requirements on to his state, nation, or civilization.

We would be deluding ourselves, furthermore, were we to think that von Liebig's thesis is rendered obsolete because of our industrial development. Industry is simply an extension of the process that began with agriculture—a capacity to exploit resources. Fertility of land has the same significance for an agricultural society, to all intents and purposes, as have total resources for an industrial one. If we substitute environment for fertility of land, von Liebig's statement immediately is brought up to date. The plain facts are that culture and environment are so intimately linked that the quality of an environment has as direct an effect on the quality of a culture as a culture, through its values, has on the space and resources of a civilization.

The relationship between primitive man and his environment could very simply be expressed: A region could support as many people as its resources times its space could feed. The relationship between us and our environment is somewhat more complicated, however, and has been expressed formulaically by Dr. Paul B. Sears, Chairman of the Yale University Conservation Program, as $\frac{(R_s)}{(1)} f(C) = 0$, in which R is resources, s is space, P is people, and C is their culture. All of these factors are variable, of course, but space, the subscript of resources, is variable not only in tangible, but in intangible ways as well. It can have endless values to us because of the cultural approach to environment that we have developed; and conversely, the continuation of our culture depends on the fullest exploitation of our space's aesthetic as well as material potential. It behooves us to study the implications of this in some detail.

I

SPECIFICS OF THE CASE

It is not yet 200 years since our Constitution was written and adopted. This new departure in governmental philosophy and form brought about an unprecedented degree of freedom in human-environmental relations. What is more, this occurred in a brand new land and just as man was getting hold of a new source of power—namely, steam. The consequent outburst of energy, both physical and mental, that took place was phenomenal. Free minds and strong bodies sustained by a new and fertile soil moved without hindrance in all directions, using whatever was needed of space and resources, and there was spawned such a collection of "tinkers and geniuses," as Edmund Fuller called them,² as had never before been seen. Few

² See EDMUND FULLER, *TINKERS AND GENIUS* (1955).

countries since Greece in its heyday have boasted as many men of genius of all kinds—in relation to its population, of course—as did ours in the early 1800's.

In a scant 150 years, however, we have converted our country from a storehouse of raw wealth and space to what may well become a slum-ridden, have-not nation; from a land of men to one of members. The signs of the conditions for social stratification and decline are everywhere evident—the disease is already well advanced in our culture. But to be more specific as to what we may do to save ourselves from going the way of other civilizations, let us review the actual state of our space and resources and see, if we can, where we now stand. It is, of course, impossible to make direct comparisons with the past or with other present-day countries with anything approaching scientific accuracy, but some valid analogies and comparisons can certainly be drawn.

On a world-wide basis, population rose thirty per cent from 1900 to 1940, while the production of food increased only ten to twelve per cent. Since 1940, world population has risen at an even faster rate than before; world food production, however, actually declined during the war and did not regain its prewar level until 1952, since which time, it has continued to increase, but not by any means at the same rate as has population.³ Meanwhile, we have been proceeding on the assumption that because we have a "food surplus," our larder has no limits. Actually, of course, it has. Our present surplus is largely the result of a politically useful scheme by which we pay "farmers" to take the capital out of our soil, which our grandchildren should have, and deposit it to their personal accounts. This cannot go on indefinitely, and it will not.

In the late 1930's, when we were seriously worried about our future, our Government made a most exhaustive study to determine the total number of acres that might be profitably used for farming and came up with just under 500,000,000 acres. At that time, we were already using some 300,000,000 acres (we had been using almost 360,000,000 in 1930).⁴ Since then, by concentrating on the best land only, using much more fertilizer, cutting down on our exports and what we feed to horses and mules, we have managed to take care of our much larger population (177,399,000 in 1959 as compared with 122,755,046 in 1930) with only about 420,000,000 acres. It has been estimated that by 1975, our population may be 225,000,000 and that to feed those people would require about 550,000,000 acres, under present productive levels. By increasing the annual amount of fertilizer from 5,500,000 tons used in the 1953-55 period to 10,600,000 tons and by applying this fertilizer to forty-eight per cent of the acreage used instead of thirty per cent, however, we could reduce the acreage to about 430,000,000.⁵

All of this looks quite promising; but this kind of performance cannot go on indefinitely. After certain levels of production are reached, the response of the land to more fertilizer appears to be negligible. Production thereafter depends more and

³ HARRISON SCOTT BROWN, JAMES BONNER & JOHN WIER, *THE NEXT HUNDRED YEARS passim* (1957).

⁴ U.S. DEP'T OF AGRICULTURE YEARBOOK 84-110 (1938).

⁵ BROWN, BONNER & WIER, *op. cit. supra* note 3, *passim*.

more on intensive cultivation. Thus, although Japan uses twice as much fertilizer as Europe and five times as much as we do, it has not been able appreciably to increase production per acre since 1935.⁶

Meanwhile, we are steadily increasing not only our total, but our per capita needs for other resources of all kinds: for sources of energy, for metals, and for other materials that are all very finite in amount. While the demand for food increases more or less arithmetically with population, the demand for all other resources appears to increase geometrically. In short, however we regard our resources, all indications are that somewhere within the next twenty or thirty years, and in some respects possibly sooner, our larder, which has seemed so inexhaustible, will turn out to be like any other barrel. Yet, ours has only recently been tapped.

In any practical sense, living space on the planet Earth is finite in amount, too. True, the thrifty Dutch continue to reclaim land from the shallow margins of the North Sea, but only fast enough to make up for fertile land lost to roads and urban use. True, also, tall apartments continue to multiply and grow taller on an expensive piece of rock called Manhattan Island, but even this ingenious scheme has its limits. By and large, therefore, we shall have to make do with the existing land surface for the foreseeable future.

For the wisest and most effective use of that surface, we shall require help from many sources, not least from science. Yet, ironically, it is the applications of science that threaten us with a crisis in our relation to the space on which we live. For science has, through lowering our death rate while our birth rate remains high, brought about an unprecedented increase in human numbers. Moreover, in raising our material level of living, science has vastly increased our demands upon raw materials. And while it has probably lessened the amount of space required to provide each of us with food, it has made necessary great new highways, factories, and other greedy consumers of space. Finally, at the same time that pressure upon space has thus been steadily growing, the utilities, conveniences, and diversions made possible by science are monopolizing our time and attention; the elaborate rituals of modern civilized life are divorcing us more and more from contact with the world of nature of which we are—inescapably—a part.

Even the word space itself begins to connote to us only outer, astronomical space. The result is a kind of mass hypnosis, a fascination with celestial form-sheets and planetary scoreboards. This may be, as we are assured by some specialists, essential to our physical survival as a nation, or it may not be. There are some cogent reasons, however, aside from expense, for thinking that the dangers may outweigh the insurance. Be this as it may, this new emphasis upon the promises of outer space deflects our concern from the more immediate kind of space problem that involves our daily lives. When we become more concerned over Soviet priority in reaching the moon than in guiding the design and location of highways and suburbs, one wonders what will be left to arouse our patriotism. As a distinguished American

⁶ *Ibid.*

once said, "A man may die in defense of his home, but not his boarding-house."⁷

The present land area of the fifty states of this country is 3,552,226 square miles (land area only); its population, 177,319,000. This same area in 1900 contained 75,994,575 people. The number of acres per capita, accordingly, has fallen during this period of time from 22.4 to 12.2. This is still a generous allowance compared with Japan, where the corresponding figure is just under one. But at our present rate of population increase, it is estimated that we shall have only about seven acres per capita in the year 2000, while in less than a lifetime of seventy years, we shall be little better off than the Japanese are today—and unless we match their skill and energy in exploiting our resources, we shall be a great deal worse off.

How much is too many people? This depends upon way of life and the values that are considered most important. Bands of hunters and fisherman may require several square miles per capita, besides wide buffer zones to protect them against outside interference. A simple farming people can get along with a few acres per capita, provided they are not dependent upon the rain that falls elsewhere and do not need anything from outside. A highly industrialized state, such as Ohio, can accommodate 9,000,000 persons in a space that was once crowded by fewer than 20,000 Indians.

But these instances are deceptive. The hunters and simple farmers may require wide buffer zones, such as "the dark and bloody ground" or the Egyptian desert, to give them sure protection against constant raids. And it is seldom that any economy above the primitive level is self-contained—it must have access to acres beyond that of its immediate occupation. Thus, of the scant million who work in Manhattan Island, 370,000 do not even live there, but commute, while the 14,049,000 millions who live in the Metropolitan New York area survive by virtue of the production and activity of our whole continent and lands beyond the seas.⁸ To regard familiar urban densities as the universal norm for the entire habitable earth is not simply an error, therefore; it is a cruel injustice.

Several circumstances make the issue more than academic. One is a prevalent mood induced by the industrial revolution and noted long ago by Ortega y Gasset. This is a feeling never before entertained by sane mankind—that effortless abundance is the normal order of nature. As the efficiency of mass production increases, it becomes steadily more difficult to counter this idea, although unlimited mass production hastens the depletion of essential capital in the form of raw materials.

This suggests a further difficulty in the logical planning of space and numbers. The sheer and steady increase of population in a finite space offers superb opportunities for gain to those in a position of advantage. Slum properties are notoriously profitable in relation to investment and maintenance. William H. Whyte, Jr., has shown how much of the wealth of the United States has come from increased value attributable not to effort, but to the sheer momentum of increasing numbers in a

⁷ This remark has been ascribed to Henry A. Wallace.

⁸ WORLD ALMANAC 303 (1960).

space that remains unchanged.⁹ This, of course, was the basis of Henry George's "single tax." This notion, that society, not the individual, should benefit by increased values not attributable to individual enterprise, has been laughed away repeatedly, only to bob up with remarkable persistence in serious discussions.

Beyond the mood of optimism and the temptation for profit is a profound biological fact. Man has become the dominant organism on earth not only because of his manipulative skill and highly developed central nervous system, but equally because of his powerful reproductive instinct. In this field of experience, powerful subconscious drive is reinforced and intensified by many aspects of consciousness. The slightest knowledge of cultural history, or even its current documentation in magazine advertising, shows this to be true. We conveniently forget that the strength of this impulse results in the advent of countless human beings whose arrival was by no means consciously invoked and whose welcome, to say the least, is dubious. Meanwhile, we have gone all out to insure the survival of as many for as long a time as possible—thus reducing the death rate, while dealing furtively and ineffectively, if at all, with the birth rate.

Again, our very attitude towards space is confused and ambivalent. Nor is this attitude unique, for the same is true as regards other resources—say, the forest and water. The forest is a source of materials and intangible values—and at the same time, our rival for space. Water is necessary for survival—yet, a convenient dumping ground for toxic wastes. Similarly, we require space for living, work, and recreation—but have gone to extraordinary lengths to annihilate it by rapid transit and communication. Thus, we both love and hate space—an inconceivably bad formula for any rational approach to intelligent planning.

II

PLANNING FOR THE FUTURE

Keeping in mind that both our continually growing pressure upon space and our relative disregard of its importance are ascribable to deep-seated aspects of human nature, what, in a technological sense, is involved in space-planning?

Any planning we may want to do for the future must, of course, be predicated on a thorough understanding of the conditions to be met and the objectives to be attained. It is obvious that we face an inexorable decline in our total resources, no matter what new ones we may find. It is obvious, too, that we shall increase the rate at which we use them for some time at least, especially those that are most available. There will also be a continuing shortage of food on a world-wide basis until the rate of population increase is brought under some kind of control. Lastly, our space, that ten per cent or so of the surface of the globe that is fit for human habitation, has been most badly used and has deteriorated. Thus, in our formula, both resources as a whole and space in its tangible form have been reduced so

⁹ Whyte, *Urban Sprawl*, Fortune, Jan. 1958, p. 103.

markedly that any chance of maintaining a balance in the future will depend on how soundly we plot our course, how fully we take advantage of those values that are intangible.

Now, for our objectives. Obviously, we want to survive. But are we willing to settle for physical survival alone—or, rather, can we? Can we take it for granted that so long as we can keep ourselves, as a species, alive, we shall automatically continue to evolve and be able to cope with life's demands for improvement and change as they come along? Shall we not be taking a truly great chance if we decide to take no responsibility for our continued cultural growth but rather leave it up to nature? Is it not possible that having once taken on the responsibility for our own evolution to a fair extent, we may already be beyond what might be called a point of no return; that we may already be so far along that road that any failure to take the responsibility for our continued growth, to develop the right cultural values, to use the space we have left correctly, physically as well as aesthetically, may bring to an end our freedom from the control of physical, adaptive evolution?

Our cultural evolution has enabled us to increase in numbers. Thus, it has greatly increased our chances of bringing forth the minds that could move our culture onward. But—and this is the key to the whole problem—cultural gains have always been made in those countries that have had the resources; and always when the ratio of men to resources has become too high, the intellectual properties of the country have vanished, as von Liebig wrote, to reappear somewhere else. Now there are no new lands to which our intellectual properties can go if we spoil the ones we have. Our continued cultural evolution, our lives as men, thus depends on how we exploit our environment.

Specifically, we should begin now on the following two-part program: planning for the immediate future, and planning for the years beyond. Part one should be a continuation of the investigation into the tangible values of our environment, or space. Part two should be an investigation of the intangible values and an attempt to integrate them with the tangible values, so that we can learn how to make the most of our environment's aesthetic potential, in order to compensate for the loss of space and resources that we must inevitably face.

From the point of view of its use to us, the value of our space—our land—is declining rather rapidly, although increasing in cost, for two very definite reasons: the one, because we are not yet taking the trouble to find out the ultimate best use or uses of each piece of land before doing something with it; the other, because we must use more and more machinery and can thus use only those lands or resources that can be handled by it. This is true whether we are speaking of farms, coal mines, or land for subdivision. In almost every case, the machine now largely determines what we do and where; and this is becoming the rule in almost every country as it, too, is forced to use more and more machinery.

There is a definite need, then, to extend the principle of multiple-use planning, as understood by foresters and conservationists, to land-use management as a whole,

and to then integrate with this work a thorough understanding of the conditions that have been introduced in resource development and land-use by our increasing reliance on machinery and the growing interdependence of our economy. This does not mean that we should try to set out in detail how each piece of property is to be used; that would lead precisely to the kind of regimentation we must avoid. But it does mean that we should begin to develop means by which to arrive at fairly good estimates of the various possible values to us of any particular lands or regions, and an order of priority for those values. With these, we can then set up the guidelines within which free enterprise can operate without the risk that one man's work will spoil another's. This is now being done, of course, in a small way through zoning in our communities; it is being done in a larger way by our valley authorities. The principle must, however, be extended and combined with the conditions set by our technology to bring about an understanding of how our land—our space—should be managed best to meet our present-day needs.

There probably exists no clearer example of the way in which land-use technology and regional economics can become involved than in farming. Each successful farm is now a highly organized and well-integrated operation; each must be just the right size and properly equipped for its particular kind of operation; each must be a part of a regional operation, and that operation—whether creamery, cannery, or whatever else—is, in turn, as dependent on the full production of the farms in its area as the farms are on it for a market. Thus, when only one farm in a region is made no longer usable by being changed in size or shape by a highway or subdivision, a definite segment of a whole region's or a state's economy may be disrupted. And no matter in what direction we look, at what part of our lives or economy, the story is much the same: each part is so woven into the other that we no longer can make a change in the surface of our earth, or under it, without affecting the whole economy of not only a region, but at times, the nation.

At the same time, we know almost nothing of the intangible values of our environment—of space—or their effects on us as individuals and as a group. The effects of space, of form and color, on man have been known for centuries by our master builders or architects: the lines of columns in the Egyptian temple to overawe the populace, the peace and sanctuary of a Gothic chapel, and so on. But we know very little of why these things are so; and because we have not been able to give these effects a statistical measure, the public, which is apt to think that statistics and truth are synonymous, is very reluctant to admit their existence or validity.

Yet, this subject must be mastered, just as we had to develop and bring together the body of knowledge that is now known as the science of psychology. The presently intangible values of our environment can have as profound effects on us and on our culture as do the physical, tangible ones. We must know them, have some measure of them, and be able to use them in order to keep the "R" (resource-space) factor in our formula as high as possible, and for as long as we can.

This brings us to the last and most important point: the place of the legislator and the lawyer in the whole scheme of our cultural life process. Our laws are, in some ways, much older than our present culture. They are an extension, in part, of the controls and rights we felt instinctively when our relationship to the world around us was still physical; the conventionalization, for the rest, of those concepts as to how we should live together that we have worked out for ourselves. The speed and security with which our culture can move ahead will depend largely on how well we are able to judge the moral rightness and cultural worth of the course that our scientists say we should follow. It is in this that our lawyers must help us, for our culture can be no better than the concepts on which it is based; and those concepts can do no good until they are translated into workable arrangements for our daily use. The scientist and the lawyer must work together closely in the interest of mankind; the scientist to give us facts, the lawyer to help us make them useful.

There is a need now to establish some organization, or group, of scientists and lawyers to begin to draw together all that we know on the whole subject of our cultural relationship to our environment. This group should not be large; it might well be patterned on the one brought together by President Hoover some years ago to study the social trends of the nation.¹⁰ It should not try to carry out research itself; it should rather act as a steering committee and clearing house for information, working through regional organizations to gather information on our resources, space, and needs, advising on research, and bringing together and making useful all work now being done by others that could increase our knowledge of our interrelationship with our environment. In this way, we may be able to learn how to establish a successful working arrangement with our environment within the time we can afford. After all, another 2500 human beings moved in to share our living space while you were reading this.

¹⁰ See PRESIDENT'S COMM'N ON SOCIAL TRENDS, REPORT (1933).

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NUMBER 3

POPULATION CONTROL

MELVIN G. SHIMM, *Editor*

ROBINSON O. EVERETT, *Associate Editor*

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ON MAINTAINING THE GROWTH
AND DEVELOPMENT OF A STATE

A Memorandum To
Dr. Orin B. Conoway, Dean
Graduate Program of Public Administration
State University of New York
Albany, New York

Henry van Loon
Perkins & Will

ON MAINTAINING THE GROWTH AND DEVELOPMENT OF A STATE

The program outlined here is based on the hypothesis that since the state has now taken on considerable responsibility for all who live in it it must make the best possible use of whatever facilities it may have to make sure each inhabitant can know and make the most of the possibilities which lie within and before him. Otherwise the cost of overcoming economic set-backs will become increasingly more than the state can bear.

The State is the basic unit of our society. Each represents, through its customs and laws, a slightly different way by which a group of human beings has been brought together within this country; to live and work together, and to carry on jointly their necessary inter-relationship with their environment.

Each state, in turn, is but a unit in our Nation, taking part in its work according to whatever extent the ability of its inhabitants, its resources, allow it to; adjusting its customs and laws to fit within the greater framework of the nation's.

New York, since its founding has played many parts in our Nation's growth, each depending on the contribution, which its location, its resources, the knowledge and skills of its inhabitants allowed it to make. In each decade the value of these assets, both human and material, has been different, and with each decade the State's ability to control its growth will be less.

Ours is a continuously changing economy and society. The freedom of thought and action which we have here, the material variety and size of our piece of this continent, our transport system, our ability to have power wherever we want it has created here a land in which each state, each region, can always go after that work for which it is best suited.

None can create or control an economy of its own and the conditions which give one region advantages now in certain lines of work, another in others, are constantly changing. Each state will grow or decline according to how well it foresees what the growth of our Nation, as a whole, may be; on how well it understands and uses the human and material assets it may have to take part in that growth and make original contributions to it.

Thus if the people of New York are to make the most of themselves in this changing scene they must get some grasp of the changes going on in the human and material, technological and cultural world around them and the reasons for them; know what these changes can mean to them, then coordinate their efforts toward making the most of whatever they may accomplish.

The people of New York State have two fine tools with which to build for themselves a happy and productive future. Through their institutions for learning and research they can know what their potentialities may be. Through their capital construction program they can make of their state a setting in which all can consistently make the most of the many possibilities they may have.

The key to the State's well-being and growth thus lies in its Educational and Capital Construction Programs, and in how well these two are brought together. The work to be done can be put roughly under two major headings:

- I. All that work having to do with the determination of the State's potentials and how these may be developed.
- II. All that work having to do with keeping the State in such condition that it, and all who live in it, can continue to know and make the most of its, and their possibilities.

More specifically:

The work to be done under Part I consists, primarily of organizing the state's facilities for education and research toward a continuous review, and appraisal, of its potentialities. That to be done under Part II consists primarily of carrying out those works in education (primarily construction for it) and construction needed to keep the state a well-informed, healthy, economically viable place in which to live.

The various programs in training and education now being carried on by private and public schools and colleges should, of course, be continued as they are; changed and expanded as time goes on. They are basic; part and parcel of the axiom that each human being must have help in finding out what his potentialities may be; in fitting himself usefully into society.

But, and in this lies the nub of the whole problem, by far the larger and more difficult part of any training or educational process lies in making the student aware of the possibilities which lie in the world around him; in having him relate these to himself - to what he knows, or thinks, he can do, and wants to- and thus bring about that rapport between a human being and his environment which is so essential for all life and growth.

At the same time the industrialist and the farmer, and others too, must know what their possibilities may be. The larger industries spend thousands annually just for this information. The farmer and the smaller business man can't get it and suffer accordingly.

Thus both from the point of view of its needs in order to be able to make its efforts in education fully effective, as well as its needs to be able to keep its economy alive the State must have a thorough, and well integrated - balanced - understanding of its potentialities and all that may be involved in their development.

The State can have this information and have it on a continuing basis without establishing a large, permanently established research organization. As a matter of fact any research organization set up within the government of a state, or as a matter of fact, any large, permanent research organization soon loses its flexibility and freshness of point of view and becomes a useless slave to its own dogma.

The state has, in its colleges and universities, in its public and private research institutions all the facilities it can need to keep it informed of its changing possibilities, and to put this information into useful form. It can furthermore, arrange its programs so that much of the work to be done in its private institutions can be paid for by foundations.

Thus the State can get the research done needed for its educational and capital construction-development programs and get it done without establishing a permanent research staff of its own, and on a basis by which much of the costs of research can be paid for by others. Lastly, by proceeding in this way the State can make sure that new hypotheses, new concepts, will be brought up continuously and tested.

In Detail

Part I - Determination of potentials

The work to be done under Part I will be as follows:

- A. The State (Office for Regional Development) will outline in general the work it wants done.
 1. A land-use study. Research to bring about a thorough understanding of the lands which New York now has and how they are being used. This work to be done through a co-ordination of State and Federally financed Regional planning studies; works of the State College of Agriculture and others.

2. Determination of Potentials. Within each province or area certain public or private colleges or universities will be asked to lay out programs for research by which they believe they will be able to get a better understanding of the possibilities for economic development of the province or area to which they have been assigned. These works should be laid out so that they can become subjects whose research costs can be paid for, to as great an extent as possible, by foundations, and should cover the following subjects at least:
 - a. the future for industry
 - b. the future for agriculture and forestry
 - c. the future for commerce, trade, tourism, etc.
 - d. the probable growth of the population of each province or area as a result of past trends as modified by probable economic developments.
- B. Co-ordination of findings. The State using the facilities of its own departments and those of the institutions with which it has contracted, will collect, analyse and translate the findings of the research into compilations of information suited to the particular needs of its various Departments:
 1. Insofar as Education is concerned
 - a. To help the State be more effective in bringing about that awareness of the possibilities in the world around him, as well as within him, which is so essential for the full development of every student.
 - b. To enable the State to adjust its whole program for the construction of educational buildings more accurately to the needs of its students and the areas in which they live.

2. Insofar as all other State activities are concerned

To help each Department get the information it should have in order to more successfully plan its activities over the years ahead and co-ordinate them, through the state's central planning agency with the plans of all others.

- C. Each Department, as its long-range plans develop, and as the information sent it is used, should inform the State's central planning office of information it needs, or would like to have, so that getting it can be incorporated in the further research to be done.

Part II. The Development of Potentials.

- A. The work done under Part II will consist primarily of the development by the various departments of the state's government of their long-range capital construction programs. These programs will then be brought together and reviewed by the state's Planning Co-ordination Board, given the Board's views on their relative importance, in the light of findings under Part I, and passed on to the Governor and Legislature for action.

Except in education, the development of potentials will consist primarily of construction programs by which the state hopes to keep itself in shape, as a big industry might its various plants, in order to be able to make the most of its possibilities.

Insofar as education is concerned, however, the development of potentials will be a two-part program, a hen and egg process, about which it will be impossible to say which comes first, which is the more important. Construction of facilities will be important, of course; the right kind at the right place according to needs as shown by study.

But more important, and this takes us back to the point of beginning, will be the constant development of new points of view, new hypotheses

on how we may make better use of the State's facilities in research to get a better idea of its possibilities. The future of the State lies in its having a better idea than it now has of its potentials and in marshalling all its resources toward their development. The key to this whole effort lies in its education and research facilities, particularly the latter, and in organizing them to get the information which it needs.

Henry van Loon
January, 1962

Senator Hubert H. Humphrey

September 1, 1964

THE WAR ON POVERTY

Sixty-seven years after his death, one of America's greatest men, Henry George, has finally come into his own. In his classic Progress and Poverty, Mr. George laid some of the foundations for Woodrow Wilson's New Freedom, Franklin D. Roosevelt's New Deal, Harry Truman's Fair Deal, John F. Kennedy's New Frontier and finally, Lyndon B. Johnson's Great Society.

The Republican candidates and some of the commentators seem to get a laugh out of Lyndon B. Johnson running on "prosperity and poverty." They raise their eyebrows and say, "What a politician! running on both prosperity and poverty!"

But that is precisely the point.

Henry George wrote:

"The poverty which in the midst of abundance pinches and imbrutes men, and all the manifold evils which flow from it spring from a denial of justice. By sweeping away injustice we shall conform ourselves to natural law. We shall remove the great cause of unnatural inequality. We shall

More

2.

abolish poverty, tame the ruthless passions of greed; dry up the springs of vice and misery; light the dark places with the lamp of knowledge; give new vigor to invention and a fresh impulse to discovery; substitute political strength for political weakness; and make tyranny and anarchy impossible."

Henry George knew even then what a brutal tyranny is the process which would silence the sponsors of social legislation in the guise of "fighting communism."

The Scandinavian countries have abolished poverty. This is a simple statement. Yet it is a fantastic accomplishment. We have seen poverty abolished in our time. At the same time the Scandinavian countries have abolished also the possibilities of anarchy. Whatever hope the Communists had of gaining influence in these countries has been dissipated.

The War on Poverty, together with the necessary social legislation to wage this war are the greatest antidotes against Communism we have, greater antidotes than any atom bombs.

Wherever social legislation has expanded, educational opportunities increased, jobs created, retraining programs instituted, communism has declined.

More

3.

Henry George was a religious man: he not only believed in God and in prayer but he spoke the words of the prophets Amos and Moses and Isaiah. He understood, too, the story of Jesus, that the great lesson in uplifting man is man's self-esteem.

It is no coincidence that the Hebrew word for charity is righteousness. St. Paul also talks of charity which "never faileth." Jew and Christian here do not mean charity as a handout or as an impermanent soup kitchen or even as a Christmas basket. Their language is unmistakeable. They mean by charity man's right to self-esteem and self-respect.

They mean by charity a willingness to fight ignorance and deprivation, a willingness to share not only love but all things.

No, it is not a matter of a handout to tide someone; it is a matter of a collective effort of the richest society in the world to implement the social legislation that will not only remove the stigma of the handout, but eliminate poverty itself by adding to our total wealth and building ourselves a tremendous democracy of human dignity for the future.

Henry George, the prophet, said it for us nearly one hundred years ago:

"It's not enough that men should vote;
it is not that they should be theoretically

more

4.

equal before the law... they must have liberty to avail themselves of the opportunities and means of life; they must stand on equal terms with reference to the bounty of nature...it is the combination of Christianity - the city of God on earth, with its floors of jasper and its gates of pearls."

OFFICE OF
THE DIRECTOR

BUREAU OF LAND MANAGEMENT
U. S. DEPARTMENT OF THE INTERIOR
WASHINGTON, D. C.

9/22/64

Gift Inventory
for

John—

Here's the item on the

OKO appreciation - Please
keep your source for this (me!)
out of any discom -

Chuck

JOB CORPS CAMP STAFF

The Problem

The O.E.O. has recommended only three work crew leaders per 100 man camps. This is felt to be so inadequate as to threaten the whole program.

The Situation

One of the objectives of the Job Corps program is to develop attitudes and aptitudes that will help the enrollee become a useful, productive member of society. We feel this can best be done through on-the-job training and contact and instruction from the work leader.

The enrollee has failed academically--he has rejected the school environment so it is doubtful, especially in the beginning, if the enrollee will be ready for or want formal education.

The job supervisor will command respect because he can do things with his hands, he has the technical knowledge and skills that he can pass on to the enrollee without the handicap of a structured classroom atmosphere.

More work leaders (foremen) in the Job Corps camps who can work on the job with the enrollee and give him the type of job instruction and education he can absorb.

Furthermore with only three work leaders the sizes of the crews with 30-40 men per crew would be too large for safety and efficient on-the-job work experience. The span of control for these on-the-job work leaders should probably not be over 15 enrollees.

Suggested Appropriation Language

Present plans for field work supervision on conservation projects in the Job Corps Camps provide for only three work crew leaders (Technical foreman) per 100 men at grades of GS-7 to 9.

Adequate field supervision and on-the-job instruction is not possible under these plans. Since these are key and strategic points which will determine the success of the whole program administrative agencies are directed to include 3 more work crew technical foremen (GS-3, 4 or 5 grades) in the Conservation, Forestry, Range or Wildlife Aide and Technician (sub-professional and professional) categories from existing funds. This will make job openings available to camp enrollees.

for WF
Jell
COPY

October 5, 1964

Mr. Mark E. Talisman
Administrative Assistant to
Congressman Charles A. Vanik
Room 256, Old House Office Building
Washington, D. C.

Dear Mr. Talisman:

Senator Humphrey is out on the campaign trail and your memorandum has come to my attention.

I am sure you realize this is the kind of project which the Senator would find most appealing. It seems you are on the right track and we wish you well in implementing this program.

I will bring your memorandum to the Senator's attention once the campaign is over.

Best wishes.

Sincerely,

John G. Stewart
Director of Research

CHARLES A. VANIK
21ST DISTRICT, OHIO

256 HOUSE OFFICE BUILDING
WASHINGTON 25, D.C.

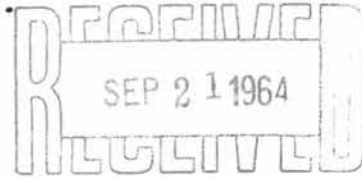
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506 FEDERAL BUILDING
CLEVELAND, OHIO

Congress of the United States
House of Representatives
Washington, D. C.

September 22, 1964.

MEMO



To: Office of Hon. Hubert H. Humphrey

From: Mark E. Talisman, Administrative Assistant,
Office of Congressman Charles A. Vanik.

During the campaign which has ensued there has been an expressed desire among college-age students for a program which would be aimed at their level of participation and would encompass some meaningful activity. In this connection I have thought of the utilization of on-campus social service organizations to meet those ends.

There are groups on many campuses like the Phillips Brooks House at Harvard and the Citizens Council at Columbia which are designed specifically to meet the social needs in the area in which the university is located. Toward these ends these organizations have established tutorial programs for child and adult education, arts and crafts programs, and simple painting and fixing projects, in addition to many others.

While projects on established campuses like Harvard and Columbia have been flourishing, many universities, colleges, and junior colleges in the same vicinity have had few organized activities to complement or assist in developing such programs within the city. Therefore, it seems feasible to me that a program could be organized on a city-wide basis whereby the existing student leadership of such social service organizations and other student

John Stewart
Did you request
this info at
strategy meeting 9/21
today, at Mayflower?
Hj.


leadership, where no such organizations exist, be appointed to serve as a part of a city board of directors to establish similar programs on all campuses within the city.

In addition, the board of directors could serve to help train students to meet the requirements of any programs which would be established. The board would also serve as a coordinating body for the determination of the existing needs of any city and thus be able to parcel out the work load on a fair basis to each of the participating institutions' social service units. In this way no one university would have to carry the burden of this student participation program, and each would have an opportunity to share in the wealth of experience which would be derived.

It is my feeling that such a program would have maximum effect, if it were to be under the aegis of the White House, whose sole contribution would be its moral support.

It is my belief that such a program could be totally supported through local contributions of manpower, finances and gifts in kind from local industry and institutions. In this way the local initiative aspect of this program would be made abundantly clear. The complimentary nature of this program to the Vista program, which is to be formally established under the Economic Opportunities Act of 1964, would be completely evident.

The last objective (which to me is the most important) is that the students will be able to see first hand that the President and his administration are completely in tune with the attitudes and desire of college students to participate in meaningful ways in solving the problems of our cities. This latter advantage could well help to make a firm friend out of the college student for the President and his



"Great Society" in a meaningful and tangible way.

I have been presumptuous enough to extend my thinking to a title for this group. It is "LINK"-- Local Initiative Neighborhood Corps", which would obviously be a link with the Vista program and the cities' problems, the college student and the War on Poverty, the President and college students, and the college students and their city.

I would be very much interested in any ideas or help you may be able to give toward the improvement of this idea.

Fili
Poverty

**THE WASHINGTON CENTER
FOR METROPOLITAN STUDIES**

1726 Pennsylvania Avenue NW Washington 6 DC



A SELECTIVE BIBLIOGRAPHY
OF WRITINGS ON POVERTY
IN THE UNITED STATES

October, 1964

Washington Center for Metropolitan Studies
1726 Pennsylvania Avenue, N.W., Washington D.C. 20006

October, 1964

price 75 cents

NOTE

The first draft of this bibliography was compiled and partly annotated by Robert L. Olson, a research assistant with the Washington Center during the summer of 1964, on the basis of his own research. Other items, none of which is annotated, were selected by staff members from letters and bibliographies sent to the Center by institutions and individuals who had been asked to appraise the first draft.

No item published before 1951 is included.

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SUPPLEMENTARY INFORMATION AND ERRATA

Supplementary Information

- Page 9. Ross, Arthur Max. Add: 216 pp. \$4.95.
Page 9. Stewart, Maxwell S. Add: 20 pp. 25¢.
Page 9. U.S. Bureau of the Census. Add: Supplementary Report PC(S1)-43. 35¢. (Reference also listed in Section 3(f).)
Page 10. Third item. Add title of bill: Economic Opportunity Act of 1964.
Page 10. Fourth item. Add: Committee print. 304 pp.
Page 11. Second item. Add after U.S. Congress: Joint Committee on the Economic Report.
Page 19. Last item. Add: pp. 833-854.
Page 20. Bond, Floyd, et al. Add: 401 pp. \$6.00. Text edition, \$4.50.
Page 25. Peacock, Alan T. (ed.) Add: Macmillan. 296 pp. \$4.00.
Page 26. Turnbull, John G., et al. Reference also listed in Section 1.
Page 29. Bowman, Mary Jean, and W. Warren Haynes. Add: 448 pp. \$10.00.
Page 33. Morgan, James N., et al. Add: Published for the Survey Research Center of the Institute for Social Research, University of Michigan. (Reference also listed in Section 1.)
Page 34. Herzog, Elizabeth. Add: pp.389-402. (Reference also listed in Section 3(1).)

Errata

- Page 13. U.S. Department of Commerce. Delete reference (duplicates U.S. Bureau of the Census reference on page 9).
Page 16. Gladwin, Thomas. Delete reference (misplaced). See Boulding, Kenneth E., et al., p. 31.
Page 31. Boulding, Kenneth E., et al. Change reference to read: National Conference on Social Welfare. "Toward the Elimination of Poverty," seven papers presented to the 1961 Social Welfare Forum of the National Conference on Social Welfare, in Official Proceedings, Annual Forum 1961, pp. 36-127. (Published for the National Conference on Social Welfare.) New York: Columbia University Press, 1961. 325 pp. In list of papers given, delete Oscar Lewis reference, and add Cohen, Wilbur J., "Medical Care Legislation."
Page 33. Morgan, James N., et al. Change number of pages from 448 to 531.
Page 35. Keyserling, Leon. Second line: change Council to Conference.

Note: Minor typographical errors which do not interfere with the clarity of the references are not included.

INTRODUCTION

No exact definition of poverty can be distilled from the materials published over the last decade, yet the outlines of a new definition are visible. It is a definition of poverty markedly different from that held during the postwar or earlier depression years.

At the center of the current discussion of poverty is the attempt to define the level of income below which individuals or families must be considered poverty-stricken. Other important issues are the causes of poverty, its social, psychological, and economic consequences, and means of eliminating poverty.

Even the most authoritative studies vary to some extent in describing the income limits of poverty. And one of the difficulties is that varying measures of income are employed by different researchers, or on different occasions. Leon Keyserling, of the Conference on Economic Progress, for example, has used both \$4,000, and--more recently--\$3,000, as the upper limit of incomes of families living in poverty. But the first figure, as he has pointed out, is a calculation of the Office of Business Economics, and represents both non-money and cash income, while the \$3,000 ceiling, which has been adopted by the Administration and the Council of Economic Advisers on the basis of income distribution analyses of the Bureau of the Census, represents only cash income. Both ceilings, according to Mr. Keyserling, result in approximately the same fifth of the nation--and approximately the same families--living in poverty.¹

1. Mr. Keyserling kindly supplied this information in a letter dated August 13, 1964, addressed to Mr. Olson. He also noted in his letter the distinction he employed in his Plight of Two-Fifths of a Nation between families living in "deprivation" and those living in poverty. On the basis of the income figures of the Office of Business Economics, "deprived" families have non-money and cash incomes between \$4,000 and \$6,000; on the basis of the analyses of the Census Bureau--now used by Mr. Keyserling--they have cash incomes between \$3,000 and \$5,000.

The Council of Economic Advisers says "nearly one-fifth" of the nation is "poor," while the Office of Business Economics reports the percentage of families in the United States with personal, as distinguished from money, incomes under \$3,000, as 14.2 percent in 1961 and 13.1 percent in 1962; but it does not call these families poor.² John Kenneth Galbraith has mentioned incomes of less than \$1,000 in various discussions of poverty.

The confusion here also reflects varying standards of "need." Statistician Herman P. Miller argues persuasively that there is no objective standard of minimum need. Rather, needs have increased with rising standards of living in such a way as to leave a surprisingly constant proportion of the population with "inadequate" incomes. Dorothy Brady points out that Charles Booth, in his monumental Life and Labour of the People, found 30 percent of the population of London in 1890 living in poverty.³ During the depression a similar ratio was dramatized in President Roosevelt's phrase, "one-third of a nation." Today, for all our material advancement, most estimates of the proportion of the U.S. population living in poverty range from 20 to 40 percent.

Family size, regional differences in costs and needs, age, state of savings, health, and dozens of other factors mix with income statistics to render any precise definition of poverty inadequate. As Dorothy Brady says, "When faced with the problem of determining /poverty/ for a given time and place, the theorist will deny the possibility of a unique answer and the propagandist will settle for one of many solutions if the result suits his purposes."⁴

2. Walter W. Heller, Chairman of the Council of Economic Advisers, in a letter dated August 22, 1964, to Mr. Olson.

3. Statement by Dorothy Brady, Hearings before the Subcommittee on Low-Income Families, Joint Committee on the Economic Report, 81st Congress, 1st session, December, 1949, p. 475.

4. Quoted by Herman P. Miller, Rich Man, Poor Man. (New York: Crowell, 1964), p. 81.

Aside from attempts to define the poor statistically, writers in the social sciences have tried in recent years to sharpen the discussion of poverty by analyzing it under three broad categories: degree, context, and composition.

Today there is no doubt that America has the richest poor on earth. Compared to the poor in Asia, they fare well. Most of them are not starving, and many enjoy such luxuries as television sets or automobiles. But these are little consolation to the poor, who see themselves in the context of a society in which most people are wealthy or well-off. Once the poor man could take comfort in seeing that his lot was the common lot. But today he must face a society which seems visibly to assert that life is potentially affluent for those who deserve affluence. The result can often be what Michael Harrington calls the problem of the "twisted spirit"--the hopelessness, the inferiority feelings, the negativism which often enchain the poor.

The composition of the new poor reflects the dynamic changes in modern America. The percentage of elderly persons in our population is rising. Illegitimacy and divorce rates are soaring. Demand is expanding for highly educated and highly skilled labor and the need for unskilled labor is shrinking rapidly. Thus the study of poverty must be divided into special classes according to location and causes: depressed regions, broken homes, a lack of education or skills, old age, or racial discrimination.

The significance of the new definition of poverty which is emerging from recent studies is its challenge to existing institutions and programs. Poverty can no longer be viewed only as an individual problem. It is a drag on national and international economic growth. It is the product not so much of individual failure as of broad social ills which can be cured, as Galbraith says, by "an affluent society that is also compassionate and rational."

1. General Works

Bagdikian, Ben H. In the Midst of Plenty: The Poor in America. Boston: Beacon Press, 1964. 207 pp. \$4.50.

A popular treatment of the state of poverty in America. Bagdikian uses personal experience and case studies to illustrate the plight of the various types of poor in America: farmers, elderly, those from broken families, and Negroes.

Bremner, Robert H. From the Depths: The Discovery of Poverty in the United States. New York: New York University Press, 1956. 295 pp. \$6.50.

Caplovitz, David. The Poor Pay More: Consumer Practices of Low-Income Families. (A report of the Bureau of Applied Social Research, Columbia University.) New York: Free Press of Glencoe, 1963. 220 pp. \$5.50.

Caplovitz surveys the patterns of consumption among the poor in East Harlem and the Lower East Side in New York City: what they own, where they shop, prices, methods of payment, and material aspirations. He describes what kind of stores they shop in; the frequency of trade with local merchants, and with department and discount stores outside their neighborhood; practices of door-to-door credit peddlers. He describes numerous shady sales practices which allow merchants to operate profitably in low-income areas, and concludes that consumer education for the poor is vital.

Galbraith, John Kenneth. The Affluent Society. Boston: Houghton Mifflin, 1958. 368 pp. (Esp. Chapter 23, "The New Position of Poverty," pp. 233-33.) \$5.00. Text Edition, \$3.95.

Galbraith argues that for the first time poverty is not a majority affliction but "more nearly an afterthought." It exists in two major forms: case poverty is related to individual characteristics such as low intelligence or lack of ambition; insular poverty is based upon the frustrating environment of entire areas and a "homing instinct" which limits mobility away from such depressed areas. He says we cannot assume that poverty will simply disappear with

increasing output. An affluent society that is both compassionate and rational should "treat" present poverty and insure that it is not self-perpetuating.

Harrington, Michael. The Other America: Poverty in the United States. New York: Macmillan, 1962. 191 pp. \$4.00.

A significant stimulant in the present war on poverty. A readable survey of the problem of poverty in America: why the poor are not seen, who they are (Negroes, skid row alcoholics, beats and bohemians, urban hillbillies, the elderly), and how to approach a social cure. Harrington is especially sensitive to the twisted spirit of the poor. Neither well documented nor scholarly, his impressionistic approach is nevertheless informative and moving.

Humphrey, Hubert H. War on Poverty. New York: McGraw-Hill, 1964. 206 pp. \$4.95.

Senator Humphrey distinguishes between the conventional causes of poverty (old age, illiteracy, etc.) and those associated with our modern technological economy. The main fault of former approaches to poverty has been an absence of long range planning: more than ameliorative legislation is needed. Action is needed on many fronts--education, civil rights, welfare administration. Above all we need an imaginative program aimed at the roots of poverty. Senator Humphrey offers a proposal; its core is a Domestic Bank for Redevelopment on the model of the World Bank. Government and private industry would use it to share in redevelopment on the TVA principle.

Keyserling, Leon H. Poverty and Deprivation in the United States. The Plight of Two-Fifths of a Nation. Washington: The Conference on Economic Progress, 1962. 97 pp. 50¢.

Seventy-seven million people--more than two-fifths of the nation--were in poverty or deprivation in 1960. Poverty exists under \$4,000 for a multiperson family and under \$2,000 for an unattached individual. Deprivation is from \$4,000-6,000 for families and from \$2,000-3,000 for individuals. (For an explanation of these figures, see Introduction, p. 1.) Most needed to combat poverty is increased over-all economic growth. Also needed are enlarged transfer payments, reduced low-income taxation, a liberalized monetary policy, upward wage adjustments, and a considerably raised minimum wage floor. This is a labor-oriented analysis.

Keyserling makes a detailed examination of the factors causing complacency toward poverty. He treats poverty and deprivation as related to region, industry, occupation, age, sex, color, and slum housing.

Kolko, Gabriel. Wealth and Power in America. New York: Praeger, 1962. 178 pp. \$4.85.

While most authorities assume that since the Great Depression the nation's wealth has been distributed more equitably, Kolko argues a controversial thesis: "the basic distribution of income and wealth in the U.S. is essentially the same now as it was in 1939, or even 1910." He argues that those in the two lowest income groups have received a decreasing share of the nation's wealth in the past fifty years, so that the poor remain, "and will likely increase in number in the near future."

He believes a small group of very wealthy men have the power to guide industry and thereby much of the total economy. He challenges the theory of Lipset, Riessman and others that America, in terms of economic and social status, is becoming a middle-class society. He analyzes the problem of poverty by race, region, age, etc., and concludes that "well over one-third" of American households do not have minimum standards of health and decency.

May, Edgar. The Wasted Americans. New York: Harper & Row, 1963. 227 pp. \$4.50.

A vivid popular account of American poverty by a Pulitzer Prize winning newspaperman. There is no simple solution to the problem of poverty: it must be met on a person-to-person basis. As individuals and working through institutions, we must accept the problems of the poor as those of the entire community and not just a segment of it. The poor are a burden on all society and will become a greater problem without action.

Miller, Herman P. Income of the American People. (Published for the Social Science Research Council in cooperation with the Bureau of the Census, U.S. Dept. of Commerce. A volume in the Census Monograph series.) New York: Wiley, 1955. 206 pp. \$5.50.

Analyzes the relation between income and certain social and economic characteristics such as geographic location,

occupation, color, education, and age. Changes in income distribution since the thirties. Evaluation of the data which provide the basis for the findings.

Rich Man, Poor Man: A Study of Income Distribution in America. New York: Crowell, 1964. 260 pp. \$4.95. (Esp. chapter 5, "Look Around--The Poor Are Still Here," pp. 56-83.)

Readable treatment of such questions as: who is poor; standards of poverty; characteristics of the poor; why are they poor. Influence of race, creed, color and education. Validity of income statistics. Policies to eliminate poverty and the problems ahead. Order of precedence of major groups of poor: farmers, aged, mother and child, nonwhite. (Also see chapter 6, "Effect of Race, Creed, and Color," and chapter 8, "Value of Education.")

Trends in the Income of Families and Persons in the United States, 1947-1960. (U.S. Department of Commerce Technical Paper No. 8.) Washington: Government Printing Office, 1963. 349 pp. \$1.75.

Characteristics of low-income families and persons: place of residence, type and size of family, ages, region and color, number of earners, and occupations. Detailed results and summaries by broad income groups. Lower income groups defined as families with incomes under \$3,000 in constant 1959 dollars.

Morgan, James N. et al. Income and Welfare in the United States. (Survey Research Center of the Institute for Social Research, University of Michigan.) New York: McGraw-Hill, 1962. 531 pp. \$7.95.

A highly detailed and technical study based on interviews with 2,800 families. Determinants of family income: background, previous work. Information on time worked and salary of family unit heads, home production, effect of employed wives, transfer income, economics of living with relatives, economic position of the disabled, effect of voluntarism and philanthropy, effect of education on income and on children, educational expectations and attitudes, and plans for retirement. Discussion of future research needs.

Myrdal, Gunnar. Challenge to Affluence. New York: Pantheon, 1962. 172 pp. \$3.95.

Myrdal cites the figures used by Leon Keyserling in Poverty and Deprivation in the United States. The democratization of American education, the lagging economy, and the decreasing need for unskilled labor are preserving an American "under-class" not integrated with the nation's economy.

Unemployment and welfare benefits can undermine self-respect. The poor most need the organized help of society to educate and train them for the more skilled labor which the economy can use. The poor in America are the least revolutionary proletariat in the world, and this is unfortunate. Although their lot has improved, Negroes are still the most handicapped minority group among American poor.

Ornati, Oscar. Poverty in America. (Mimeographed by the National Policy Committee on Pockets of Poverty, under the auspices of the Farmers' Educational Union.) Washington: The Committee, 1964. 18 pp. Single copies free on request.

The President's Task Force on Manpower Conservation. One-Third of a Nation. Washington: Government Printing Office, 1964.

Ross, Arthur Max. Unemployment and the American Economy. New York: J. Wiley, 1964.

Stewart, Maxwell S. The Poor Among Us: Challenge and Opportunity. (Public Affairs Pamphlet no. 362.) New York: Public Affairs Committee, 1964.

Turnbull, John G. et al. Economic and Social Security: Public and Private Measures Against Economic Insecurity. 2nd ed. New York: Ronald Press, 1962. 552 pp. \$8.00.

U.S. Bureau of the Census. U.S. Department of Commerce. "Low-Income Families, 1960." Supplementary Reports, 1960 Census of the Population. Washington: Government Printing Office, 1964. 55 pp.

U.S. Congress. An Act to Mobilize the Human and Financial Resources of the Nation to Combat Poverty in the United States. (The "Economic Opportunity Act of 1964." Public Law 88-452.) Washington: Government Printing Office, 1964. 27 pp.

U.S. Congress. House. Committee on Education and Labor.
Economic Opportunity Act of 1964. (Hearings before the
Subcommittee on the War on Poverty Program, H.R. 10440.
Part 1: March 15-20, April 7-10, 13 and 14. Part 2:
April 15-17, 20 and 21. Part 3: April 22-24, 27 and 28,
1964. 88th Congress, 2nd sess.) Washington: Government
Printing Office, 1964.

House. Committee on Education and Labor.
Economic Opportunity Act of 1964. (House Report no. 1458,
to accompany H.R. 11377. 88th Congress, 2nd sess.)
Washington: Government Printing Office, 1964. 96 pp.

Purpose of the legislation. Background of the legislation
with discussion of the major provisions of the bill.
Section-by-section analysis. Changes in existing law made
by the bill, as reported. Minority views. Individual
views of Mr. Frelinghuysen.

House. Committee on Education and Labor.
(H.R. 11377 /by Mr. Landrum/, a bill to mobilize the
human and financial resources of the nation to combat
poverty in the United States; reported by the Committee,
88th Congress, 2nd sess.) Washington: Government Printing
Office, June 3, 1964. 63 pp.

House. Committee on Education and Labor.
Poverty in the United States. (88th Congress, 2nd sess.)
Washington: Government Printing Office, 1964.

House. Economic Opportunity Act of 1964.
(Debate in House.) Washington: Congressional Record
(Daily ed.), vol. 110, August 5, 1964, pp. 17617-17652;
August 6, 17672-17739; August 7, 17972-18025.

Joint Committee on the Economic Report.
Subcommittee on Low-Income Families. Low-Income Families.
(Hearings before the Subcommittee on Low-Income Families,
84th Congress, 1st sess.) Washington: Government Printing
Office, 1955. 757 pp.

Underlying causes of poverty. Role of the Federal
government in alleviating. Criteria for evaluating Federal
programs. Review of current social insurance and govern-
ment welfare programs. Unmet needs, especially rural
development programs, increased education and training
opportunities, and the problems of chronically depressed
industrial areas.

U.S. Congress. Joint Committee on the Economic Report.
Characteristics of the Low-Income Population and Related
Federal Programs. (Staff report.) Washington:
Government Printing Office, 1955. 240 pp.

Estimates of size and general characteristics of the low-income population in the United States. Materials on selected types of low-income families: children, disabled, aged--medical costs, educational opportunities, circumstances in depressed rural and industrial areas.

Making Ends Meet on Less Than \$2,000 a Year.
(Case studies of 100 low-income families. A communication to the Joint Committee on the Economic Report from the conference group of nine national voluntary organizations convened by the National Social Welfare Assembly.)
Washington: Government Printing Office, 1952. 143 pp.
35¢.

Based on case work in 27 states and the District of Columbia. A detailed analysis of 100 selected low-income families. Traces recurring patterns such as low income, broken work, bad health, broken homes, handicaps in education and skills, shortcomings in food, clothing and shelter, debt, installment buying, low savings, and inadequate recreation.

Joint Economic Committee. "The Low-Income Population and Economic Growth," and "The Adequacy of Resources for Economic Growth in the United States."
Study Papers 12 and 13. (A staff report prepared for the Committee by Robert J. Lampman and Joseph L. Fisher.)
Washington: Government Printing Office, 1959. viii + 71 pp. 25¢.

Prepared in connection with the Study of Employment, Growth, and Price Levels for the Joint Committee. Lampman asks (1) Who are the poor? (2) How has the low-income problem changed in the past ten years? (3) What is the outlook for the future?

Lampman uses a single poverty line for all families, regardless of size: \$2,500 per year in 1957 dollars. Estimates there were 32.2 million poor, or 19 percent of the population, in 1957. This compares to 26 percent of the population in poverty ten years before, in 1947. Lampman urges a more aggressive government policy aimed at virtually eliminating poverty in one generation.

U.S. Congress. Joint Economic Committee. Report...on the January, 1964 Economic Report of the President with Minority and Additional Views. (88th Congress, 2nd sess. Senate Report no. 931.) Washington: Government Printing Office, 1964. 74 pp. 25¢.

_____. Senate. Committee on Labor and Public Welfare. Economic Opportunity Act of 1964. (Hearings before the Select Committee on Poverty on S. 2642. Held June 17, 18, 23, and 25, 1964. 88th Congress, 2nd sess.) Washington: Government Printing Office, 1964.

_____. Senate. Committee on Labor and Public Welfare. Economic Opportunity Act of 1964. (Report no. 1218, to accompany S. 2642. 88th Congress, 2nd sess.) Washington: Government Printing Office, 1964.

_____. Senate. Committee on Labor and Public Welfare. The War on Poverty: The Economic Opportunity Act of 1964. (A compilation of materials relevant to S. 2642. 88th Congress, 2nd sess.) Washington: Government Printing Office, 1964. 77 pp.

_____. Senate. Committee on Labor and Public Welfare. Subcommittee on Employment and Manpower. Selected Readings in Employment and Manpower. (In 2 vols. Vol. 1: "Exploring the Dimensions of the Manpower Revolution." Vol. 2: "Convertibility of Space and Defense Resources to Civilian Needs: A Search for New Employment Potentials." 88th Congress, 2nd sess.) Washington: Government Printing Office, 1964. 1106 pp.

_____. Senate. Economic Opportunity Act of 1964. (Debate in Senate.) Washington: Congressional Record (Daily ed.), vol. 110, July 21, 1964, pp. 15865-15873; July 22, pp. 16055-16069, 16072-16091, 16100, 16101-16110; July 23, pp. 16142-16154, 16156-16170, 16178-16244.

U.S. Council of Economic Advisers. "The War on Poverty" and "The Problem of Poverty in America," contained in Economic Report of the President, 1964 together with The Annual Report of the Council of Economic Advisers. Washington: Government Printing Office, 1964, pp. 14-17, 55-84. 304 pp. \$1.25.

In conjunction with President Johnson's declared war on poverty, this report examines the changing composition of

America's poor, the factors that contribute to the continuation of poverty amid plenty, and the numerous approaches which must be taken to meet the complexities of the challenge. Outline of the planned attack on poverty.

U.S. Department of Commerce. Bureau of the Census. Low-Income Families: 1960. (Supplementary Reports, 1960 Census of the Population.) Washington: Government Printing Office, 1964.

U.S. Department of Labor. "High Income Levels and Poverty." Contained in Manpower Report of the President and A Report on Manpower Requirements, Resources, Utilization, and Training. Washington: Government Printing Office, 1964. pp. 37-40.

U.S. National Center for Health Statistics. Medical Care, Health Status, and Family Income. (Vital and Health Statistics, U.S. Public Health Service. Publication no. 1000, series 10, no. 9.) Washington: U.S. Department of Health, Education, and Welfare, Public Health Service, 1964.

U.S. President. Poverty: Message from the President of the United States Relative to Poverty, and a Draft of a Bill to Mobilize the Human and Financial Resources of the Nation to Combat Poverty in the United States. /Economic Opportunity Act of 1964/. (House doc. no. 243, 88th Congress, 2nd sess.) Washington: Government Printing Office, March 16, 1964. 27 pp.

A passionate summary of the poverty problem in the U.S. and how the Administration wants to act against it. The Administration's aim is dramatically proclaimed: "...for the first time in our history, it is possible to conquer poverty...." (p.2).

2. General Periodical References

"America's Haves and Have Nots: Poverty an Unresolved Problem," Labor's Economic Review, August, 1960, pp. 45-52.

Bagdikian, Ben H. "The Invisible Americans," Saturday Evening Post, December 21, 1963, pp. 28-39.

The types and problems of poverty are illustrated by case examples from Bagdikian's recent five months of research and interviewing. His warning is that most comfortable Americans have come to believe that the poor do not exist at all. He argues it would be a moral disaster if poverty in the midst of plenty went unchallenged.

Cater, Douglass. "The Politics of Poverty," The Reporter, February 13, 1964, pp. 16-20.

The war on poverty probably originated with Walter Heller, chairman of the Council of Economic Advisors, who investigated anti-poverty measures and suggested a 1964 action program to President Kennedy. Poverty has so far lacked a power base in Washington, but the signs are that President Johnson will persevere and develop a significant program. Publicists too are ending their neglect of the subject. Resistance will come from those with a social philosophy that holds that the poor deserve their misery, and even more from coalitions--among bureaucrats, congressmen, and pressure groups--who would assert different priorities and so submerge the anti-poverty efforts.

Caudill, Harry M. "The Permanent Poor," The Atlantic, vol. 213, June, 1964, pp. 49-53.

Cohen, Wilbur J. and Eugenia Sullivan, "Poverty in the United States," Health, Education and Welfare Indicators, February, 1964, pp. vi-xxii.

Davenport, John. "In the Midst of Plenty," Fortune, March, 1961, pp. 107-09, 236-40.

Davenport cites Professor Lampman's study for Senator Douglas' Joint Economic Committee to argue that 32 million Americans are still at or below the poverty line. He gives several case studies of towns in Appalachia and New England. Davenport stresses the unemployment aspect

of the poverty problem and the necessity for business to expand and provide more jobs. Relief and insurance are not ultimate answers; jobs and skills are. Therefore profit margins must be kept high enough to allow business to expand.

Dudley, Tilford E. et al. "Poverty in Our Midst," (A four-article feature.) Social Action, vol. 30, no. 8, April, 1964.

Dudley, Tilford E. "Labor's War on Poverty."

Hall, Cameron P. "The Elimination of Poverty: A Moral Issue."

Moynihan, Daniel P. "The Technological Revolution: What It Is Doing to People in Poverty."

Newman, James W. "Poverty, U.S.A.: Some Reactions of One Businessman."

Faltermayer, Edmund K. "Who are the American Poor?" Fortune, March, 1964, pp. 118-19, 220, 222, 224, 229.

Faltermayer begins by considering the widely varying definitions of poverty by the Bureau of the Census, the Bureau of Labor Statistics, etc. The greatest single cause of poverty is lack of education. He sees a low correlation between poverty and unemployment. There is a danger of anti-poverty legislation (minimum wage) upsetting the market and actually reinforcing poverty.

Galbraith, John Kenneth. "Let Us Begin: An Invitation to Action on Poverty," Harper's Magazine, March, 1964, pp. 16, 13, 23-24, 26.

Economic growth alone will not eliminate poverty, because the poor are relatively isolated from the national economy. The modern conservative philosophy cannot and will not help the poor. The task is up to liberals, and to do it they must resist the growing temptation to avoid controversy. Liberals must see the great income disparities in the United States today behind the talk of our "affluent society"; they must not hesitate to support progressive income taxation and public service as the best means of income redistribution.

There is no place on earth where a well-educated people is really poor. Next year we should begin a program of taking the poorest one hundred counties or urban areas in the country, equipping them with excellent school plant and facilities, and recruiting a Peace Corps-type force of extremely good teachers (offering them at least \$12,000) to go into these areas. Other assistance should be given in this project through Federal-State-Local cooperation.

Gladwin, Thomas. "The Anthropologist's View of Poverty," The Social Welfare Forum, 1961. (Published for the National Conference on Social Welfare.) New York: Columbia University Press, 1961. pp. 73-86. \$5.00.

Jacobs, Paul. et al., "Poverty in America," (five-article feature), The New Leader, March 30, 1964, pp. 7-23.

Jacobs, Paul. "Our Permanent Paupers," pp. 7-12.

The dominant view of America as being potentially affluent for all those who warrant affluence prevent our understanding the problems of poverty and causes unnecessary distress. A massive public works program is needed.

Raskin, A.H. "The New Poor," pp. 12-15.

Automation is creating a new poor whose members may prove less docile than those born into poverty. Retraining, especially of older workers, is needed, and new jobs must be created.

Miller, Herman P. "Statistics and Reality," pp. 15-18.

There is no fixed poverty line--it is going up. Miller discusses the problems of defining poverty and concludes that mass poverty exists in the United States even if the lowest standards are used.

Harrington, Michael. "A Glib Fallacy," pp. 18-20.

An emotional reply to an earlier article by Irving Kristol. He argues that the poor do exist; that poverty is not just a matter of income but of apathy, hopelessness, etc. A direct subsidy to the poor will not work because they are at a disadvantage on

the free market. Health insurance, school construction, and many other programs are needed to meet the problem.

Kristol, Irving. "Poverty and Pecksniff," pp. 20-23.

The poor are heterogeneous; the causes of poverty are diverse and complicated. There is no simple solution: the problem will not succumb to a sweeping political war. The crusade is already slowing, Kristol says, because the complexities of the problem are undermining the ideological simplicities of the reformers. He defends Milton Friedman's idea of a direct subsidy to the poor, to spend as they wish, through a negative income tax.

Jencks, Christopher. "Johnson vs. Poverty," New Republic, March 28, 1964, pp. 15-18.

Kolko, Gabriel. "The American Income Revolution," Dissent, vol. 4, Winter, 1957, pp. 35-55.

"Let's Not Have a 'War' Against Poverty," Fortune, February, 1964, p. 75.

A "war" against poverty is an unfortunate choice of words, first because it implies solely Federal direction, and second because it oversimplifies the problem in a phrase. Poverty is complex: we need to break it up into its components and deal with all the facets piecemeal, not conduct a single-minded "war." Care must be taken not to produce legislation that could damage the private economy.

Levitan, Sar A. "Characteristics of Urban Depressed Areas," Monthly Labor Review, January, 1964, pp. 48-52.

Taken from chapter 3 of his study, Federal Aid to Depressed Areas: An Evaluation of the Area Redevelopment Administration (Baltimore: Johns Hopkins Press).

Levitan compares socio-economic characteristics in non-designated areas with the redevelopment areas eligible for ARA assistance. He treats unemployment, occupational distribution, education, income, and housing.

Long, Norton. "Urban Poverty and Public Policy," Business and Government Review, vol. 5, July-August, 1964, pp. 31-38.

MacDonald, Dwight. "Our Invisible Poor," New Yorker, January 19, 1963, pp. 82, 84, 86, 88, 91-92. (Reprints available from Sidney Hillel Foundation, Reprint Dept., New York, N.Y.)

A review of John Kenneth Galbraith's The Affluent Society, Michael Harrington's The Other America, Gabriel Kolko's Wealth and Power in America, and James N. Morgan's Income and Welfare in the United States. MacDonald also comments on his own views.

Miller, Herman P. "Is the Income Gap Closing?" New York Times Magazine, November 11, 1963, pp. 50-58.

The facts show that our "social revolution" of income equalization ended nearly twenty years ago. Yet important segments of the public and government think and act as if it were a continuing process. For example, the before-tax income of the upper and lower income-fifths has remained a virtually constant percentage of the national income since 1944. While service workers and laborers made the highest relative income gains in the forties, they made the smallest gains in the next decade.

_____. "New Definition of Our 'Poor,'" The New York Times Magazine, April 21, 1963, pp. 11, 105.

Myrdal, Gunnar. "The War on Poverty," The New Republic, February 8, 1964, pp. 14-16.

The American poor are an isolated underclass. They are the "world's least revolutionary proletariat," excepting the Negro, whose present revolt is not unrelated to problems of poverty and unemployment. The unemployed, underemployed, and unemployable are America's largest waste of economic resources. What is needed is massive education and training--in effect a Marshall Plan to eradicate poverty. A rapid and steady growth in national income is also necessary. Americans must see through the myths surrounding deficit financing and increase the amount of public spending.

Nossiter, Bernard D. "It Will Be a Long War," The Reporter, March 26, 1964, pp. 20-21.

"Poverty and Wealth: Unbelievable Extremes," International Teamster, vol 61, February, 1964, pp. 15-23.

- Riessman, Frank and Arlene Hannah. "The Poverty Movement," Columbia University Forum, vol. 6, Fall, 1963, pp. 28-32.
- Shaffer, Helen B. "The Persistence of Poverty," Editorial Research Reports, vol. 1, no. 5, February 5, 1964.
- Shannon, David A. "Who Are the American Poor?" Challenge, vol. 6, January, 1958, pp. 72-76.
- Theobald, Robert. "Poverty in the Affluent Society," Challenge, vol. 11, January, 1963, pp. 22-24.
- Townsend, Peter. "The Meaning of Poverty," British Journal of Sociology, vol. 13, no. 3, September, 1962, pp. 210-227.
- "The Vicious Circle of Poverty," Business Week, February 1, 1964, pp. 39-43.
- "The War on Poverty," Wilson Library Bulletin, vol. 38, June, 1964.

3. Related Material

a. Action Programs

Conference on Economic Progress. Two Top Priority Programs to Expand Consumption and to Catch up with Productivity Gains and Launch a Much Larger Housing Program to Help Counteract the Elimination of Jobs Caused by Technology and Automation. Washington: The Conference, 1963. 72 pp. 50¢.

Keyserling, Leon. Two Top Priority Programs to Reduce Poverty in the United States. Washington: The Conference on Economic Progress, 1963. 77 pp.

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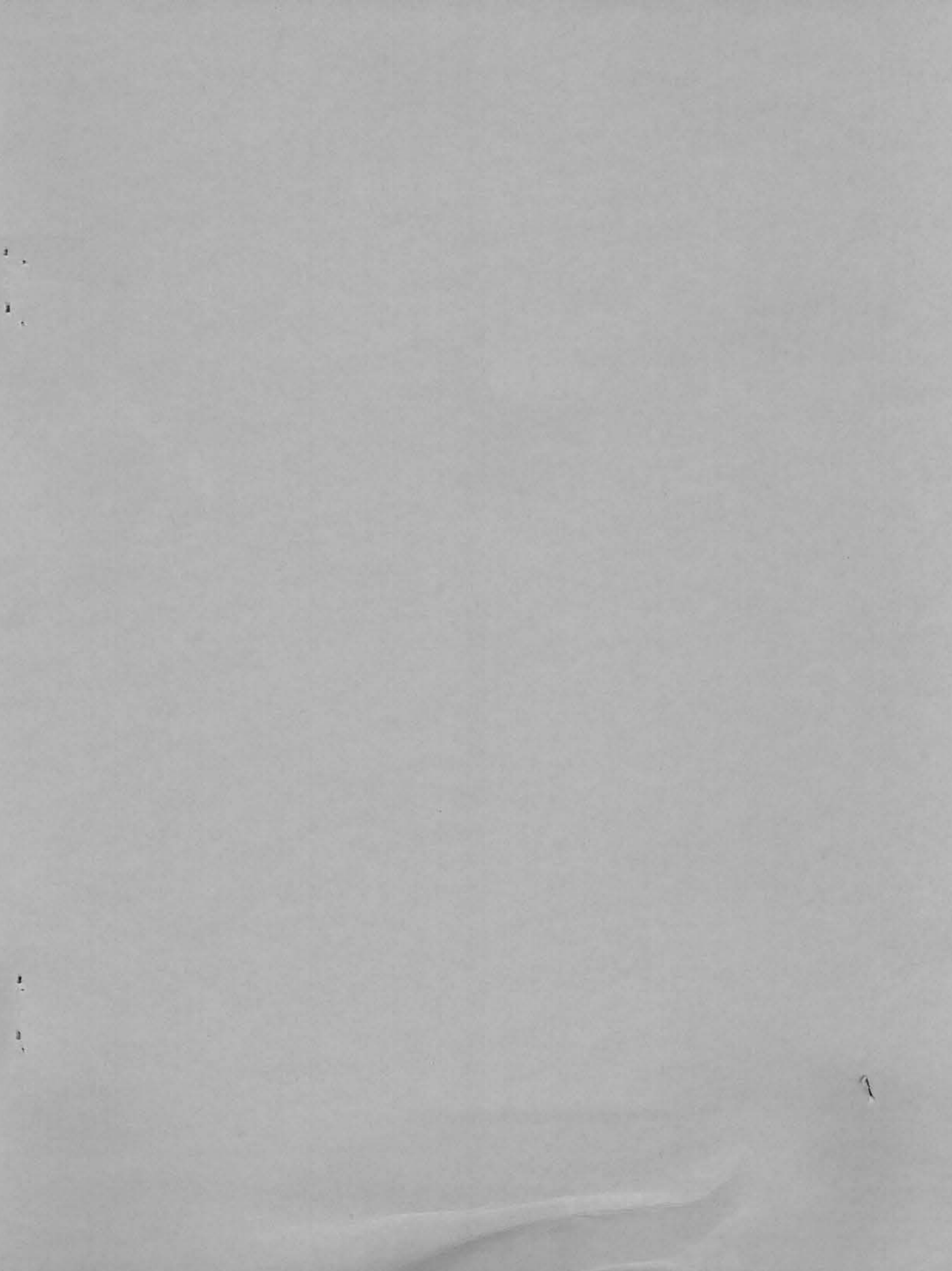
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STATE OF MINNESOTA
DEPARTMENT OF CONSERVATION
SAINT PAUL 1

November 12, 1964

*Hand
File
Poverty
Coordination*

*Jack Conway
128-X 4876*

Mr. John Stewart
Senator Humphrey's Office
1313 New Senate Office Building
Washington, D. C.

Dear John:

John, pursuant to our discussion of Thursday, November 12, I have enclosed the latest draft of our parks project proposal under Title I-B. I have also included a copy of our letter sent to Jack Conway which describes the particular policy that seems to be holding the project up.

Please give me a call after you have had a chance to give the material a cursory review. Anything you can do will be of great help to the State of Minnesota.

Very truly yours,

Robert J. Brown, Deputy
Commissioner of Conservation

s
enc.

612-221-2549

November 10, 1964

Mr. Jack Gennery
Office of Economic Opportunity
1156 - 19th Street
Washington, D. C.

Dear Jack:

First, let me thank you for your courtesy in giving a U.A.W. guy some of your valuable time.

You will recall the reason I wanted to see you in addition to meeting you was to discuss with you the possibility of changing a policy decision relating to Title I-B of the Economic Opportunity Act. You will recall that the act itself does not restrict the expenditure funds. The latest draft of the instructions of the United States Department of Labor Manpower Administration, Neighborhood Youth Corps, dated October 2, 1964, restricts the expenditure of funds for materials as follows:

"D. Materials to be consumed by enrollees. If the work to be performed by the enrollees requires the purchase of materials to be consumed during the term of the project, such expendable items will be shown in detail on an attached schedule, and the total included on the budget statement. Derivation of estimated costs must be explained.

Standards for Reimbursement of Costs

Only those consumable materials in excess of those that would normally be used by the sponsor if it were accomplishing the work to be performed with experienced workers, will be allowable costs for reimbursement; that is to say, wastage of supplies and materials (such as stationary, paint, nursery stock, building materials) over and above that normally consumed during the employment of experienced workers, which would not be incurred but for the employment of inexperienced youth, will be allowable costs. The ordinary costs to the sponsor of such materials which when 'put in place' have a significant residual value and constitute an expenditure on capital account, will not be allowable costs for Federal reimbursement."

November 10, 1964

I can understand the intent of the above policy. It is undoubtedly meant to insure that funds are expended primarily and almost entirely for enrollees wages and certainly I could not quarrel with the general principle that enrollees should receive an allowable share of the monies appropriated. However, I think the policy may go to far since a positive program will undoubtedly require at least a small percentage of materials. States will either find the materials or dilute their projects in order to meet the above policy restriction. I am afraid that we may find the programs diluted and it is for that reason that Minnesota is so concerned about the restriction.

Vice President elect Hubert H. Humphrey recently wrote a book called "War on Poverty". Mr. Humphrey undoubtedly understands the importance of materials to the proposed work programs because he quotes the following from the testimony of a woman who has been engaged in welfare work for more than 25 years. She commented as follows:

"They want work. They want work that produces; they don't want work that is merely set up as a plan instead of assistance. They want work that produces a commodity that is useful, that is needed, that boosts their morale, and is an incentive to make better citizens."

It is Minnesota's firm conviction that enrollees want work. They want work that produces; they don't want work that is merely set up as a plan instead of assistance. It is our belief that a small percentage say 10 to 15 per cent of the over-all costs could be assigned for materials.

Again, let me thank you for your time and please say hello to Bill Dodds the next time you see him.

Very truly yours,

Robert J. Brown, Deputy
Commissioner of Conservation

REVISED PROJECT PROPOSAL

#04-10-25

PARK IMPROVEMENT, DEVELOPMENT AND RECLAMATION

STATE OF MINNESOTA

CONSERVATION DEPARTMENT

1. GENERAL DESCRIPTION OF OBJECTIVES AND PROGRAM

The task of the Conservation Department is to care for the vital natural resources of which the economy and welfare of the state depend -- land, waters, forests, minerals, and wildlife -- and to manage the state park system. The department also has many special functions related to conservation which have been assigned by the legislature.

To further this effort, the Conservation Department of the State of Minnesota proposes a series of work training programs under Title I. B of the Economic Opportunity Act of 1964. (Sec. III "or will contribute to the conservation and development of natural resources and recreational areas.")

This project deals with "park improvement, development and reclamation." 61 properties in 52 counties are under the jurisdiction of the State Parks Division. All 61 of them are scheduled for work site activity under this proposal. 30 parks, in 27 counties, are scheduled for immediate work site activity in the winter program. See Attachment "A".

The enrollees in this project will develop desirable work habits, such as responsibility for individual and group work assignments, quality and quantity of effort, pride in results, punctuality, response to supervision, and those personal attributes such as reliability and cooperation, that will be requirements in any subsequent employment. In addition, some skills, in the use of power and hand tools usual to conservation work, will be taught:

1. Operates chain saws, axes and other hand tools.
2. Provides for the development of fire breaks in heavily wooded areas.
3. Repairs and replaces old fences.
4. Posts signs.
5. Trail development and improvement.
6. Sod and seed picnic areas.
7. Constructs and repairs entrance roads, picnic areas, beaches, camp grounds and foot paths.
8. Timber stand improvement.
9. Building maintenance.
10. Erosion control.

2. QUALIFICATION AND EXPERIENCE OF SPONSOR

The program sponsor is:

A. Minnesota Department of Conservation
Division of State Parks
Centennial Building
St. Paul, Minnesota

B. Wayne H. Olson, Commissioner
Robert Brown, Deputy Commissioner

C. Ralph Welte, Project Director

Mr. Welte is currently employed by the Division of Parks as a District Park Supervisor. A graduate of Itasca Junior College, Mr. Welte has 28 years of park experience, having started as a Park Manager and risen through the department to his present position.

D. The Conservation Department has a broad area of responsibility in all areas of resource development, conservation, and use. The responsibilities have been assigned to five divisions, as follows:

1. Forestry
2. Parks
3. Game and Fish
4. Lands and Minerals
5. Waters

In addition, the Department has an Operational Services Bureau, Bureau of Information, Bureau of Engineering, section of Comprehensive Planning, and a Legal Section.

E. Two programs are currently being drafted under Title I.B of the Economic Opportunity Act in addition to this proposal (Fish and Wildlife, and Timber Stand). The Department is in the last phase of a MDTA-OJT program at Fort Snelling. This project has given us valuable experience in the areas of this proposal, as it is quite similar in many ways.

In 1958, 1961, and 1963, many "C.W.P." (Conservation Work Projects) and since 1963 many "A.P.W." (Accelerated Public Works) programs involving federal financing have been conducted by the Department.

3. GEOGRAPHICAL AREA SERVED

- A. This is a state-wide project involving 61 State Parks (see attachment B) and will involve 52 counties throughout Minnesota. For each of the proposed 61 State Parks, we expect to utilize local youth. Per agreement with the Minnesota State Employment Service, the youth will be recruited from the local employment office nearest the work site. (See attachment C)
- B. This department will give utmost consideration to low income family youth, school drop-outs, welfare cases and minority group members. Attached is a county breakdown of family income data obtained from the 1960 census, the number of available youth between 16 and 21, and a listing of parks that fall in each of the counties listed. (See attachment D)
- C. The Assistant Commissioner of the Minnesota Education Department, Mr. Farley Bright, informed this office on 10-23-64 that the school drop-out rate in Minnesota is 19%, and that each county would approximate this figure.

On 10-27-64, Mr. Walker, the Assistant Coordinator of the Economic Opportunity Act for the Bureau of Indian Affairs, provided this department with the following information:

TOTAL INDIAN YOUTH, AND YOUTH AVAILABLE FOR EMPLOYMENT AT INDIAN RESERVATIONS IN MINNESOTA BETWEEN 16 - 21.

<u>RESERVATION</u>	<u>TOTAL</u>	<u>AVAILABLE FOR WORK</u>	<u>NEAREST PARK</u>
White Earth	150	30	Itasca
Leech Lake	150	44	Itasca
Fond Du Lac	60	12	Jay Cooke
Nett Lake	45	12	Tower-Soudan, McCarthy
Grand Portage	15	2	Cascade Beach
Mille Lacs	60	12	Mille Lacs Kathio
Prairie Island	10	1	None
Lower Sioux	25	4	Fort Ridgley
Upper Sioux	10	1	No Park
Red Lake	160	52	Lake Bemidji
<u>TOTAL YOUTH 16-21</u>	685	<u>TOTAL</u> 170	

4. NUMBER AND CHARACTERISTICS OF ENROLLEES

All enrollees will be from low income families, unemployed, and range in age from 16 through 21. In this Project, we anticipate a total of 1343 youth will be served during the contract period, and a total of 1017 will be the maximum utilized at any one time. We have broken our Park Program into two periods: The first phase will be the Winter Program which will extend from the approval date through March 31. The second period will be from 4-1-65 and extend through 6-31-65.

WINTER PROGRAM - 11-1-64 through 3-31-65

<u>PARK</u>	<u>COUNTY</u>	<u>YOUTH CREW</u>	<u>FOREMAN NEEDED</u>
Lake Bemidji	Beltrami	5	1
Minneopa	Blue Earth	5	1
Flandrau	Brown	15	2
Jay Cooke	Carlton	5	1
Interstate	Chisago	6	1
Itasca	Clearwater-Hubbard-Becker	20	2
Cascade River	Cook	15	2
Crow Wing	Crow Wing	8	1
Lake Carlos	Douglas	8	1
Helmer Myre	Freeborn	5	1
Frontenac	Goodhue	10	1
Beaver Creek Valley	Houston	10	1
Fort Snelling	Hennepin-Dakota	40	5
Scenic	Itasca	8	1
Sibley	Kandiyohi	8	1
Gooseberry Falls	Lake	5	1
Zippel Bay	Lake of the Woods	11	1
Camden	Lyon	15	2
Father Hennepin	Mille Lacs	8	1
Mille Lacs Kathio	Mille Lacs	8	1
Charles A. Lindbergh	Morrison	6	1
Lake Shetek	Murray	10	1
St. Croix	Pine	30	4
Fort Ridgely	Renville	5	1
Nerstrand Woods	Rice	5	1
Bear Head Lake	St. Louis	15	2
McCarthy Beach	St. Louis	3	0
Tower-Soudan	St. Louis	14	2
William O'Brien	Washington	8	1
Whitewater	Winona	15	2
<u>TOTAL</u>		326	43

Winter project work could begin immediately in the 30 state parks listed above, consisting of the following work tasks:

1. Firebreak development
2. Windfall cleanup and timber improvement
3. Building maintenance
4. Road improvement
5. Trail improvement and development

6. Fence repair and replacement
7. Boundary sign installation

Park projects to be given priority will be based on all available information from local, state, and federal governmental agencies.

Following the winter work program and during the period April 1, 1965 through June 30, 1965, we propose to have projects in 31 additional state parks, making a total of 61 state park projects active during the spring work period.

SPRING AND SUMMER PROGRAM 4-1-65 THROUGH 6-30-65

<u>PARK</u>	<u>COUNTY</u>	<u>YOUTH CREW</u>	<u>LABOR FOREMAN</u>
Savanna Portage	Aitkin	15	2
Lake Bemidji	Beltrami	15	2
Pine Tree	Beltrami	15	2
Big Stone	Big Stone	25	3
Minneopa	Blue Earth	10	1
Flandrau	Brown	20	3
Jay Cooke	Carlton	15	2
Schoolcraft	Cass-Itasca	15	2
Interstate	Chisago	10	1
Buffalo River	Clay	10	1
Itasca	Clearwater-Hubbard-Becker	25	2
Temperance River	Cook	15	2
Cascade River	Cook	20	2
Judge C.R. Magney	Cook	20	2
Crow Wing	Crow Wing	20	3
Lake Carlos	Douglas	20	3
Forestville	Fillmore	20	3
Helmer Myre	Freeborn	15	2
Frontenac	Goodhue	20	3
Beaver Creek Valley	Houston	15	2
Fort Snelling	Hennepin-Dakota	60	8
Scenic	Itasca	15	2
Kilen Woods	Jackson	10	1
Sibley	Kandiyohi	20	3
Lake Bronson	Kittson	15	2
Lac Qui Parle	Lac Qui Parle	15	2
Gooseberry Falls	Lake	20	2
Sakatah	LeSueur	15	2
Zippel Bay	Lake of the Woods	15	2
Camden	Lyon	20	3
Little Elbow Lake	Mahnomen	15	2
Old Mill	Marshall	15	2
Father Hennepin	Mille Lacs	10	2
Mille Lacs Kathio	Mille Lacs	20	3
Chas. A. Lindbergh	Morrison	10	1
Lake Louise	Mower	15	2

<u>PARK</u>	<u>COUNTY</u>	<u>YOUTH CREW</u>	<u>LABOR FOREMAN</u>
Lake Shetek	Murray	15	2
Trawerse des Sioux	Nicollet	15	2
Oronoco	Olmstead	10	1
Maplewood	Ottertail	20	3
Inspiration Peak	Ottertail	10	1
St. Croix	Pine	30	4
Banning	Pine	20	3
Split Rock Creek	Pipestone	10	1
Glacial Lake	Pope	20	3
Old Crossing Treaty	Red Lake	5	1
Birch Coulee	Renville	10	1
Fort Ridgely	Renville	15	1
Nerstrand Woods	Rice	10	1
Blue Mounds	Rock	10	1
McCarthy Beach	St. Louis	20	2
Bear Head Lake	St. Louis	25	3
Tower-Soudan	St. Louis	22	3
Rice Lake	Steele-Dodge	15	2
Pomme de Tere	Stevens	10	1
Monson Lake	Swift	10	1
James Carley	Wabasha	10	1
Wm. O'Brien	Washington	20	3
Whitewater	Winona	20	3
Lake Maria	Wright	20	3
Upper Sioux Agency	Yellow Medicine	15	2
TOTAL		1017	132

We expect 43 Labor Foreman will be needed during the Winter Period. This is a ratio of one Crew Supervisor for each seven youngsters. We feel it is essential that this ratio be maintained because of the type youth we will be working with, and the multiplicity of their problems. To insure proper supervision, and develop the youth to their utmost potential, we feel this ratio is justified. Also in youth crews where more than one supervisor will be used, the youth will be divided into sub-groups of five to eight youngsters, and will engage in different activities in various areas within the confines of the individual parks. For example, one crew may be working on timber stand improvement, another crew repairing and replacing fences and another developing and improving trails. These crews will interchange so each enrollee is exposed to as many diverse work tasks as possible.

During the Spring and Summer Program, we will need 132 Crew Leaders for the anticipated youth. This is a ratio of one supervisor to seven youth. The reasons for requesting this is basically the same as noted above.

The 132 Foreman employed during the Spring and Summer Period includes the 43 listed in the Winter Program who will also work in this Period.

- 4B The numbers of youth listed in 4A for each park was arrived at from the standpoint of providing useful work experience for each enrollee, and the facilities available in each park location to accomplish this. The average duration of employment will be 16 weeks. The composition of these crews will be 100% males because of the heavy type of work to be done.
- 4C The age range of the youth will be 16 through 21 and will consist of youth not presently attending school. However, during the period that school is not in session, we will employ students. The reason we are proposing this age range is that this is a work experience program and youth between 16 - 21 will personally profit more from our proposed program.
- 4D This Department will use information from the 1960 census report regarding family income information as one criteria in determining that enrollees are from economically disadvantaged backgrounds. Also as indicated in Section III, we will cooperate with the various State and Federal Agencies to insure this. We also have assurances from the State Welfare Department, the Department of Agriculture, the Department of Education, and the Department of Corrections that they will refer low income and disadvantage youth to the employment service offices for referral to our projects.
- 4E Per agreement with the Department of Employment Security we have been assured that the following criteria also will be observed in referring applicants.
1. Economically distressed
 2. Unskilled
 3. Unrealistically motivated
 4. Problems in social adjustment
 5. Attitude problems
 6. Minority groups
 7. Educationally deprived

5. See attached letter from the Director of the Minnesota Employment Service. (Attachment E)

6. WORK ASSIGNMENTS OF ENROLLEES

- A. The work will be done for the Minnesota Department of Conservation. (Division of State Parks)
- B. Reference is made to section 4 which lists the number of youth per project. As will be noted the number of youth varies from park to park and also depends on the time of year. The number of youth for each park was based on the amount of work available in that park so the number listed should provide sufficient work to occupy the proposed number in each location.
- C. We expect each enrollee will spend 32 hours a week in actual work experience. The number of weeks per enrollee will be 16 weeks. Each enrollee will be handled on a individual basis regarding their needs for counseling or supportive services. We expect a four day work experience schedule. Those in need of counseling or services of other agencies will do this on the fifth day. In other words we expect to run a 40 hour work experience program but any one youth will only work 32 hours. On a pre-arranged schedule, boys will be referred to the Employment Service Office weekly for counseling and other assistance as needed. (See also # 8, 9 and 11)
- D. Our proposed program will develop skills and work habits in the following areas. The enrollees will learn to be punctual, take orders, cooperate with co-workers and function as a team. In addition they will learn skills such as operating hand tools, power tools, landscape, gardening and the importance of preservation of natural resources. We have checked on the State and Federal Child Labor Laws and none of our proposed work tasks violate the Law.
- E. This Department has no funds to launch a program such as we are proposing so no workers will be displaced. The jobs we are proposing is work we have always wanted done but never had available finances. As a State unit all permanent positions in our Department must be approved by the legislature, and as a result many beneficial projects which we have proposed in the past have not had funds allocated or necessary complement positions approved so the work has not been done and will not be done except under a program of this type.
- F. The work program has considerable value in fulfilling a community need and is of very high public interest. Almost all Minnesotans utilize our parks and the improvements brought about by this program is of great value to the people of this state and visitors.
- G. There is no collective bargaining agent and as such this section does not apply. However, the unions in this state that have been contacted voice strong approval of this proposed program.

7. ENROLLEES WAGES AND CONDITIONS OF EMPLOYMENT

- A. This department is proposing a hourly rate of \$1.38. The standard hourly Civil Service rate in Minnesota for similar work is \$1.75 per hour. Our proposed rate of \$1.38 per hour is less than 80% of the starting rate.

This wage rate meets the legal requirements of local, state and federal wage laws.

The enrollees will be paid by the same procedure as all other Conservation employees. The enrollees will be paid by check every two weeks. However, following normal procedures means there will be a two week delay on the first check. The enrollees will work the customary hours per day as all other State employees. They will report to work from 8:00 A.M. to 5:00 P.M. with one hour off for lunch. This department had numerous conferences with the State Civil Service Department and the State Department of Administration. They have agreed to the salary proposed and have indicated that our program conforms with their regulations.

8. SUPERVISION AND COUNSELING OF ENROLLEES
9. VOCATIONAL TRAINING AND EDUCATIONAL SERVICE

A. This Department will provide trained supervisors for each crew. Our presently employed Park Managers who are Civil Service employees will provide overall supervision in each park. We also expect the 12 Area Coordinators who are park trained personnel will assist the Park Manager whenever assistance is needed. We anticipate that many of the labor foremen selected will be Park Rangers on seasonal layoff so they to will provide the necessary leadership and guidance. It will be the responsibility of these men to detect individual needs and problems and refer those with problems to the Employment Service Counselor. We also have been assured by the Employment Service Director that enrollees with problems can be referred to the nearest Employment Service Office for guidance and assistance and that their counselor will visit the work sites and assist in anyway that they can. The Employment Service counselor will also work with and cooperate with local educational facilities in promoting enrollees to return to school whenever this seems desirable and to the benefit of the individual youth. (See attached letter from the Director of the Employment Service.) (Attachment E)

10. OTHER SUPPORTIVE SERVICES

(See attachment E)

11. SCHEDULE OF ENROLLEES

We expect on the average that each enrollee will spend 32 hours in actual work experience. Item by item we expect to adhere to this schedule.

- A. Work performance - 32 hours.
- B. Work orientation, instruction and supervisory activities would be included in the 32 hours as this is a work experience program and we would expect such items as safety, and instructions dealing with work habits such as punctuality, reliability and personal traits is necessary in a on the job setting. We feel that it is necessary that each enrollee understand what the total aim of the project is and what role they play in the project. This will involve one hour per week.
- C. Counseling will be provided by the State Employment Service. We expect that each enrollee will be provided any or a combination of the following services by the Employment Service. The number of hours will depend on the individual needs of the enrollee. Counseling, referral to other agencies, job information, job development, testing and general labor market information, as indicated earlier in this report one day per week on a rotating day basis enrollees can take advantage of the above services from Employment Security either voluntarily or on a referral basis.
- D. If vocational training or education services seem desirable, the enrollee will be referred by the Employment Service Counselor to such facilities.
- E. We expect local volunteers and community agencies will provide expert assistance in their speciality. In many cases Employment Security will arrange interviews for enrollees with educational facilities, mental health centers, vocational rehabilitation and employees where such services would be beneficial to the enrollee.
- F. The total hours per week will vary from trainee to trainee and depend on the needs of the individual enrollee. In no case will the enrollee work more than 32 hours per week. However, additional hours per week will be required by the enrollees to receive information on items B through E. At this time no definite number of hours can be predicted as this will vary from individual to individual and based on his need.

We expect some disciplinary and corrective action may be necessary. In our experience at Fort Snelling under the M.D.T.A. program we have been working with a similar group. We would expect that enrollees who seem to have problems adjusting to a work setting will be given reasonable time under guidance to adjust to the work experience program. We will make every attempt through cooperation with the State Employment counselor, other community agency personnel the park personnel and the enrollee to work out any problems he may have.

Each enrollee will be given time to adjust to the work experience program but if this is impossible to work out we will terminate the youth.

12. JOB DEVELOPMENT, JOB PLACEMENT AND FOLLOW UP

See attached letter from the Director of the Employment Service.
(Attachment E)

13. RELATIONSHIP To Community action programs

This program will be coordinated with the Governors community action staff to assure integration with the various community action programs as they develop throughout the state. In addition the program will be coordinated with other community action programs such as the Local Manpower Advisory and Coordinating Committee.

14. STAFFING PLAN

We anticipate many units of the Conservation Department will contribute in the staffing of this program. However, positions which are essential to the program cannot be provided by the Department.

1. Division of State Parks Project Administrator - will have responsibility in maintaining liaison between the Central Office and actual projects in the field. He will have responsibility in seeing that the field crews fulfill the proposed project goals. This will necessitate some field visits of inspection and taking whatsoever corrective action is necessary to comply with the project proposal.

This man who will fill this position is a junior college graduate with 28 years park experience. This administrator will be paid \$6496 for the contract period of which \$4263 should be paid from federal funds as 75% of his time will be so devoted.

TOTAL \$4263.

Six Area Coordinators will be employed for seven months of the contract period at \$650 per month for a total of \$27,300. These coordinators will be assigned responsibility for overall supervision of three to four parks. They will be directly under the supervision of the State Parks project Administrator. They will have constant contact with each park either by telephone or by personal visits to carry out the aims of the program. They will also assist in day to day operational problems.

TOTAL \$27,300.

From this project \$5000 is needed for a Department Coordinator. This individual will be responsible for insuring overall Department cooperation and to insure that each proposed position operates within the network of Department policy and fulfills Department obligations as outlined in this proposal. We will maintain daily contact with the State Park Administrator and assist in overall administration.

TOTAL \$5000.

Five Clerk Stenographers, typists and account clerks for seven months at \$360 per month. Duties will be to answer all correspondence from the field relevant to the program, type reports, mail out checks to enrollees. They will take shorthand and maintain personnel transactions. They will process payroll abstracts and all other office duties associated with the program and essential to actual implementation of the total program.

TOTAL \$12,600

2

One Key Punch Operator and one Clerk II for seven months at \$300 per month. These positions are necessary to carry out the program and will be assigned to the State Civil Service Department. All personnel transactions which must be processed by the Civil Service Department will be channeled through these two personnel. With a proposed total of 343 enrollees and 132 proposed laborer foremen, plus additional personnel transactions it is essential the Civil Service Department obtain these two positions.

TOTAL \$4200.

132 Labor Foreman will be needed for the contract period. (Winter, Spring, and Summer Program) These Foreman will work a 40 hour week at \$2.13 per hour. 43 of this total will be employed for 30 weeks.

TOTAL \$109,908.

89 Labor Foreman will be needed for the Summer Program. This will be for a 13 week period at \$2.13 per hour.

TOTAL \$98,576.40.

TOTAL \$208,484.40

GRAND TOTAL \$261,847.40

14B. Contributions of Conservation personnel in the administration of this Program are as follows:

30 Park Managers whose average monthly salary is \$450 per month will spend 10% of their time in administration and overall supervision of the Labor Foreman and youth. This will be for seven months.

TOTAL \$9450.

31 additional Park Managers for three months at \$450 per month. (Spring and Summer Period) 10% of their time - duties same as above.

TOTAL \$4185.

Three District Park Supervisors will spend 30% of their time involved in this program. These three supervisors have administrative supervision over the northern, southern, and central part of Minnesota. They will spend their time both in the field and in the Central Office. These three men will become intimately involved in the program for seven months. Their salary is \$667 monthly.

TOTAL \$4202.10

Central Office Personnel who will be involved in Program:

Executive I in State parks will receive all personnel transactions from field in the Division of State Parks and be responsible for inspecting to see that they are properly completed before transmitting to the Central Personnel Office for transmittal to the Civil Service Department. We expect 25% of this employees time will be involved in this program. Monthly salary will be \$5000. He will be involved for seven months.

TOTAL \$875.

Account Clerk - Will answer all correspondence from the field in connection with this program. He will mail payroll checks. We expect 20% of this employees time will be involved for seven months. Monthly salary \$400.

TOTAL \$560.

Bureau of Engineering will provide professional engineering assistance throughout the State as many engineers will be involved in different areas of the State on different projects. We would estimate the cumulative time of many engineers would equal 2 engineers for seven months. These men will do survey work to ascertain State boundaries within parks along with many other engineering duties. This is essential when the youth replaces fences on State owned land. Monthly salary \$700.

TOTAL \$9800

The Director and the Assistant Director of State Parks will contribute 2% of their time in situations where Division policy decisions are necessary to implement the program.. Monthly salary \$1800. Seven month cost based on 2%.

TOTAL \$252.

The Commissioners Office staff which consists of the Commissioner, Deputy Commissioner, Business Management, Personnel, Payrolls, Fiscal, Legal, Information, Plant and Equipment will all be called upon to participate and contribute staff time. Department policy decisions, documents must be signed, personnel will be called upon to transmit requisitions and other official documents to Civil Service, the Department of Administration, the Department of Employment Security and all other interested Agencies. The Fiscal Section will be called upon to contribute time in regards to fiscal matters. On the Commissioners staff the following will contribute:

	<u>PERSONS</u>
Commissioner and secretary	2
Deputy Commissioner and secretary	2
Business Management	2
Personnel	4
Fiscal	5
Plant and Equipment	4
Legal	2
Information	3
TOTAL	<u>24</u>

Although none of the above will spend 100% of their time on this Project, we would estimate the combined staff time would represent a contribution of \$25,000 for the seven month period.

GRAND TOTAL contribution of Department personnel \$ 54,324.10

This project will begin immediately upon approval. As soon as we get approval the necessary staff will be hired and we will alert all participating Local, State, Governmental and Local Community Groups.

NYC WINTER PROGRAMMINNESOTA STATE PARKSNovember 1, 1964 - March 31, 1965

<u>PARK</u>	<u>COUNTY</u>	<u>YOUTH CREW</u>
Lake Bemidji	Beltrami	5
Minneopa	Blue Earth	5
Flandrau	Brown	15
Jay Cooke	Carlton	5
Interstate	Chisago	6
Itasca	Clearwater-Hubbard-Becker	20
Cascade River	Cook	15
Crow Wing	Crow Wing	8
Lake Carlos	Douglas	8
Helmer Myre	Freeborn	5
Frontenac	Goodhue	10
Beaver Creek Valley	Houston	10
Fort Snelling	Hennepin-Dakota	40
Scenic	Itasca	8
Sibley	Kandiyohi	8
Gooseberry Falls	Lake	5
Zippel Bay	Lake of the Woods	11
Camden	Lyon	15
Father Hennepin	Mille Lacs	8
Mille Lacs Kathio	Mille Lacs	8
Charles A. Lindbergh	Morrison	6
Lake Shetek	Murray	10
St. Croix	Pine	30
Fort Ridgely	Renville	5
Nerstrand Woods	Rice	5
Bear Head Lake	St. Louis	15
McCarthy Beach	St. Louis	3
Tower-Soudan	St. Louis	14
William O'Brien	Washington	8
Whitewater	Winona	15
	TOTAL	326

Winter project work could begin immediately in the 30 state parks listed above, consisting of the following work tasks:

1. Firebreak development
2. Windfall cleanup and timber improvement
3. Building maintenance
4. Road improvement
5. Trail improvement and development
6. Fence repair and replacement
7. Boundary sign installation.

Park projects to be given priority will be based on all available information from local, state, and federal governmental agencies.

Following the winter work program and during the period April 1, 1965 through June 30, 1965, we propose to have projects in 31 additional state parks, making a total of 61 state park projects active during the spring work period.

NYC PROJECT LOCATIONS MINNESOTA STATE PARKS



<u>STATE PARK</u>	<u>LOCAL MSES OFFICE(S) SERVING STATE PARK</u>	<u>ADDRESS OF THE MSES OFFICE</u>
Banning	Mora L.O. #600	127 So. Park Street
Bear Head Lake	Ely L.O. #340	30 So. 1st Avenue, E.
Beaver Creek Valley	Winona L.O. #840	163 Walnut Street
Big Stone	Montevideo L.O. #560	222 No. First Street
Birch Coulee	Marshall L.O. #540	307 W. Lyon Street
Blue Mounds	Worthington L.O. #860	321 Eleventh Street
Buffalo River	Moorhead L.O. #580	19 Fourth Street, So.
Camden	Marshall L.O. #540	307 West Lyon Street
Cascade River	Duluth L.O. #100	204 Bradley Bldg.
Charles A. Lindberg	Little Falls L.O. #500	106 First Avenue, SE
Crow Wing	Brainerd L.O. #280	718 Front Street
Father Hennepin	Mora L.O. #600	127 So. Park Street
Flandrau	New Ulm L.O. #620	11 So. Minnesota Street
Forestville	Rochester L.O. #700	107 Fourth Street, SE
Fort Ridgely	Marshall L.O. #540	307 West Lyon Street
Fort Snelling	Minneapolis L.O. #140	309 Second Avenue, So.
	St. Paul L.O. #170	333 Sibley Street
Frontenac	Red Wing L.O. #660	416 Bush Street
Glacial Lake	Alexandria L.O. #220	1118 Broadway
Gooseberry Falls	Duluth L.O. #100	204 Bradley Bldg.
Helmer Myre	Albert Lea L.O. #200	410 So. Broadway
Inspiration Peak	Fergus Falls L.O. #400	203 1/2 Lincoln Avenue, W.
Interstate	Mora L.O. #600	127 So. Park Street
Itasca	Bemidji L.O. #260	321 Third Street
James Carley	Winona L.O. #840	163 Walnut Street
Jay Cooke	Duluth L.O. #100	204 Bradley Bldg.
Judge C. R. Magney	Duluth L.O. #100	204 Bradley Bldg.
Kilen Woods	Fairmont L.O. #360	111 So. Main Street
Lac Qui Parle	Montevideo L.O. #560	222 No. First Street
Lake Bemidji	Bemidji L.O. #260	321 Third Street
Lake Bronson	Thief River Falls L.O. #760	316 No. LaBree Avenue
Lake Carlos	Alexandria L.O. #220	1118 Broadway
Lake Louise	Austin L.O. #240	512 First Drive NW

STATE PARKLOCAL MSES OFFICE(S)
SERVING STATE PARKADDRESS OF THE MSES OFFICE

Lake Maria	Hopkins L.O. #460	1314 W. Excelsior Avenue
Lake Shetek	Worthington L.O. #860	321 Eleventh Street
Little Elbow Lake	Crookston L.O. #320	114 W. Second Street
Maplewood	Fergus Falls L.O. #400	203 1/2 Lincoln Avenue, W.
McCarthy Beach	Hibbing L.O. #440	505 E. Howard Street
Mille Lacs Kathio	Mora L.O. #600	127 So. Park Street
Minneopa	Mankato L.O. #520	633 So. Front Street
Monson Lake	Willmar L.O. #800	324 W. Third Street
Nerstrand Woods	Faribault L.O. #380	218 Central Ave., No.
Old Crossing Treaty	Crookston L.O. #320	114 W. 2nd Street
Old Mill	Thief River Falls L.O. #760	316 No. LaBree Avenue
Oronoco	Thief River Falls L.O. #760	316 No. LaBree Avenue
Pine Tree	Rochester L.O. #700	107 Fourth Street, SE
Pomme De Terre	Bemidji L.O. #260	321 Third Street
Rice Lake	Alexandria L.O. #220	1118 Broadway
St. Croix	Owatonna L.O. #640	319 No. Cedar Street
Sakatah	Mora L.O. #600	127 So. Park Street
Savanna Portage	Mankato L.O. #520	633 So. Front Street
Scenic	Faribault L.O. #380	218 Central Avenue, No.
Schoolcroft	Brainerd L.O. #280	718 Front Street
Sibley	Grand Rapids L.O. #420	310 W. 3rd Street
Split Rock Creek	Grand Rapids L.O. #420	310 W. 3rd Street
Temperance River	Willmar L.O. #800	324 W. Third Street
Tower Soudan	Worthington L.O. #860	321 Eleventh Street
Traverse Des Sioux	Duluth L.O. #100	204 Bradley Bldg.
Upper Sioux Agency	Ely L.O. #340	30 So. 1st Avenue, E.
Whitewater	Mankato L.O. #520	633 So. Front Street
William O'Brien	Montevideo L.O. #560	222 No. First Street
Zippel Bay	Winona L.O. #340	163 Walnut Street
	St. Paul L.O. #170	333 Sibley Street
	International Falls L.O. #790	233 Fourth Avenue

SUPPORTING DATA FOR PROJECT # 1, PARK IMPROVEMENT LABORER UNDER TITLE I, PART B
OF THE ECONOMIC OPPORTUNITY ACT.

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Aitkin	All Families 3,187 Under \$1000 - 364 Under \$2000 - 644 Under \$3000 - 553 <u>Total earning</u> 1,561 <u>less than \$3000</u>	Total - 111 Male - 66 Female - 45	Savanna Portage
Beltrami	All Families 5,398 Under \$1000 - 369 Under \$2000 - 841 Under \$3000 - 692 <u>Total earning</u> 1,902 <u>less than \$3000</u>	Total - 241 Male - 132 Female - 99	Pine Tree Lake Bemidji
Big Stone	All Families 2,222 Under \$1000 - 391 Under \$2000 - 350 Under \$3000 - 308 <u>Total earning</u> 1049 <u>less than \$3000</u>	Total - 126 Male - 92 Female - 34	Big Stone
Blue Earth	All Families 10,616 Under \$1000 - 692 Under \$2000 - 896 Under \$3000 - 1,141 <u>Total earning</u> 2,729 <u>less than \$3000</u>	Total - 407 Male - 229 Female - 178	Minneopa
Brown	All Families 6,930 Under \$1000 - 650 Under \$2000 - 753 Under \$3000 - 745 <u>Total earning</u> 2,148 <u>less than \$3000</u>	Total - 237 Male - 135 Female - 102	Flandrau

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Carlton	All Families 6,724 Under \$1000 - 266 Under \$2000 - 452 Under \$3000 - <u>447</u> <u>Total earning</u> 1,165 <u>Less than \$3000</u>	Total - 229 Male - 137 Female - 92	Jay Cooke
Cass	All Families 4,179 Under \$1000 - 490 Under \$2000 - 789 Under \$3000 - <u>798</u> <u>Total earning</u> 2,077 <u>less than \$3000</u>	Total - 157 Male - 95 Female - 62	Schoolcraft
Chisago	All Families 3,485 Under \$1000 - 299 Under \$2000 - 310 Under \$3000 - <u>444</u> <u>Total earning</u> 1,053 <u>less than \$3000</u>	Total - 114 Male - 71 Female - 43	Interstate
Clay	All Families 9,212 Under \$1000 - 281 Under \$2000 - 538 Under \$3000 - <u>751</u> <u>Total earning</u> 1,570 <u>less than \$3000</u>	Total - 360 Male - 204 Female - 156	Buffalo River
Clearwater	All Families 2,150 Under \$1000 - 234 Under \$2000 - 410 Under \$3000 - <u>357</u> <u>Total earning</u> 1,001 <u>less than \$3000</u>	Total - 86 Male - 52 Female - 34	Itasca

COUNTIESFAMILY INCOMEAVAILABLE YOUTHPARKS IN AREA

Cook	All Families 796	Total - 28	Temperance River
	Under \$1000 - 35	Male - 16	Cascade River
	Under \$2000 - 54	Female - 12	Judge C.R. Magney
	Under \$3000 - <u>41</u>		
	Total earning 130		
	<u>less than \$3000</u>		
Crow Wing	All Families 8,141	Total - 286	Crow Wing
	Under \$1000 - 318	Male - 168	
	Under \$2000 - 991	Female - 118	
	Under \$3000 - <u>929</u>		
	Total earning 2,238		
	<u>less than \$3000</u>		
Douglas	All Families 5,375	Total - 184	Lake Carlos
	Under \$1000 - 566	Male - 111	
	Under \$2000 - 840	Female - 73	
	Under \$3000 - <u>828</u>		
	Total earning 2,234		
	<u>less than \$3000</u>		
Fillmore	All Families 6,070	Total - 202	Forestville
	Under \$1000 - 594	Male - 122	
	Under \$2000 - 868	Female - 80	
	Under \$3000 - <u>817</u>		
	Total earning 2,279		
	<u>less than \$3000</u>		
Freeborn	All Families 9,696	Total - 328	Helmer Myre
	Under \$1000 - 584	Male - 195	
	Under \$2000 - 848	Female - 132	
	Under \$3000 - <u>925</u>		
	Total earning 2,357		
	<u>less than \$3000</u>		

COUNTIESFAMILY INCOMEAVAILABLE YOUTHPARKS IN AREA

Goodhue

All Families 8,490
Under \$1000 - 460
Under \$2000 - 799
Under \$3000 - 880
Total earning 2,139
less than \$3000

Total - 285
Male - 177
Female - 108

Frontenac

Houston

All Families 4,016
Under \$1000 - 374
Under \$2000 - 448
Under \$3000 - 466
Total earning 1,288
less than \$3000

Total - 137
Male - 81
Female - 56

Beaver Creek Valley

Hennepin

All Families 209,448
Under \$1000 - 4,286
Under \$2000 - 7,489
Under \$3000 - 9,886
Total earning 21,661
less than \$3000

Total - 9,989
Male - 4,808
Female - 5,181

Fort Snelling

Minneapolis-St. Paul

Itasca

All Families 9,303
Under \$1000 - 426
Under \$2000 - 969
Under \$3000 - 1,078
Total earning 2,473
less than \$3000

Total - 358
Male - 211
Female - 147

Schoolcraft
Scenic

Jackson

All Families 4,052
Under \$1000 - 779
Under \$2000 - 474
Under \$3000 - 489
Total earning 1,742
less than \$3000

Total - 133
Male - 78
Female - 55

Kilen Woods

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Kandivohi	All Families 7,381 Under \$1000 - 534 Under \$2000 - 761 Under \$3000 - <u>1,121</u> Total earning 2,416 less than \$3000	Total - 242 Male - 144 Female - 98	Sibley
Kittson	All Families 2,104 Under \$1000 - 119 Under \$2000 - 230 Under \$3000 - <u>385</u> Total earning 734 less than \$3000	Total - 75 Male - 45 Female - 30	Lake Bronson
Lac Qui Parle	All Families 3,404 Under \$1000 - 394 Under \$2000 - 662 Under \$3000 - <u>603</u> Total earning 1,659 less than \$3000	Total - 110 Male - 66 Female - 44	Lac Qui Parle
Lake	All Families 3,355 Under \$1000 - 76 Under \$2000 - 148 Under \$3000 - <u>172</u> Total earning 396 less than \$3000	Total - 102 Male - 60 Female - 42	Gooseberry Falls
LeSueur	All Families 5,117 Under \$1000 - 560 Under \$2000 - 588 Under \$3000 - <u>632</u> Total earning 1,780 less than \$3000	Total - 165 Male - 96 Female - 69	Sakatah

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Lake of The Woods	All Families 1,053 Under \$1000 - 65 Under \$2000 - 159 Under \$3000 - 158 <u>Total earning</u> 382 <u>less than \$3000</u>	Total - 41 Male - 24 Female - 17	Zippel Bay
Lyon	All Families 5,524 Under \$1000 - 533 Under \$2000 - 586 Under \$3000 - 735 <u>Total earning</u> 1,854 <u>less than \$3000</u>	Total - 199 Male - 118 Female - 81	Camden
Mohnomen	All Families 1,458 Under \$1000 - 154 Under \$2000 - 295 Under \$3000 - 249 <u>Total earning</u> 698 <u>less than \$3000</u>	Total - 64 Male - 38 Female - 26	Little Elbon Lake
Marshall	All Families 3,558 Under \$1000 - 299 Under \$2000 - 414 Under \$3000 - 547 <u>Total earning</u> 1,260 <u>less than \$3000</u>	Total - 127 Male - 77 Female - 50	Old Mill
Mille Lacs	All Families 3,688 Under \$1000 - 263 Under \$2000 - 604 Under \$3000 - 617 <u>Total earning</u> 1,484 <u>less than \$3000</u>	Total - 133 Male - 80 Female - 53	FAther Hennepin Mille Lacs Kathio

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Morrison	All Families 6,113 Under \$1000 - 660 Under \$2000 - 1,004 Under \$3000 - 802 <u>Total earning less than \$3000</u> 2,466	Total - 249 Male - 145 Female - 104	Chas. A. Lindbergh
Mower	All Families 11,958 Under \$1000 - 585 Under \$2000 - 773 Under \$3000 - 841 <u>Total earning less than \$3000</u> 2,199	Total - 441 Male - 259 Female - 182	Lake Louise
Murray	All Families 3,466 Under \$1000 - 296 Under \$2000 - 482 Under \$3000 - 622 <u>Total earning less than \$3000</u> 1,400	Total - 140 Male - 85 Female - 55	Lake Shetek
Nicollet	All Families 4,951 Under \$1000 - 312 Under \$2000 - 363 Under \$3000 - 416 <u>Total earning less than \$3000</u> 1,091	Total - 200 Male - 115 Female - 85	Trawerse des Sioux
Olmstead	All Families 15,329 Under \$1000 - 597 Under \$2000 - 809 Under \$3000 - 1,128 <u>Total earning less than \$3000</u> 2,534	Total - 521 Male - 284 Female - 237	Oronoco

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Ottertail	All Families 12,038 Under \$1000 - 1,249 Under \$2000 - 1,788 Under \$3000 - 1,917 <u>Total earning less than \$3000</u> 4,954	Total - 413 Male - 245 Female - 168	Maplewood Inspiration Peak
Pine	All Families 4,093 Under \$1000 - 338 Under \$2000 - 784 Under \$3000 - 594 <u>Total earning less than \$3000</u> 1,716	Total - 152 Male - 93 Female - 59	St. Croix Banning
Pipestone	All Families 3,445 Under \$1000 - 295 Under \$2000 - 468 Under \$3000 - 563 <u>Total earning less than \$3000</u> 1,326	Total - 119 Male - 72 Female - 47	Splir Rock Creek
Pope	All Families 3,084 Under \$1000 - 290 Under \$2000 - 445 Under \$3000 - 518 <u>Total earning less than \$3000</u> 1,253	Total - 105 Male - 64 Female - 41	Glacial Lake
Red Lake	All Families 1,391 Under \$1000 - 114 Under \$2000 - 189 Under \$3000 - 165 <u>Total earning less than \$3000</u> 468	Total - 59 Male - 33 Female - 26	Old Crossing Treaty

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTH</u>	<u>PARKS IN AREA</u>
Renville	All Families 5,834 Under \$1000 - 587 Under \$2000 - 773 Under \$3000 - 953 <u>Total earning less than \$3000</u> 2,313	Total - 211 Male - 124 Female - 83	Birch Coulees Fort Ridgely
Rice	All Families 8,199 Under \$1000 - 514 Under \$2000 - 749 Under \$3000 - 771 <u>Total earning less than \$3000</u> 2,034	Total - 411 Male - 244 Female - 167	Nerstrand Woods
Rock	All Families 3,040 Under \$1000 - 291 Under \$2000 - 337 Under \$3000 - 353 <u>Total earning less than \$3000</u> 981	Total - 109 Male - 66 Female - 43	Blue Mounds
St. Louis	All Families 58,313 Under \$1000 - 1,970 Under \$2000 - 3,804 Under \$3000 - 4,512 <u>Total earning less than \$3000</u> 10,286	Total - 1859 Male - 1048 Female - 811	McCarthy Beach Bear Head Lake Tower Soudan
Steele	All Families 6,277 Under \$1000 - 433 Under \$2000 - 433 Under \$3000 - 547 <u>Total earning less than \$3000</u> 1,413	Total - 216 Male - 126 Female - 90	Rice Lake

<u>COUNTIES</u>	<u>FAMILY INCOME</u>	<u>AVAILABLE YOUTHS</u>	<u>PARKS IN AREA</u>
Stevens	All Families 2,717 Under \$1000 - 249 Under \$2000 - 416 Under \$3000 - 363 <u>Total earning less than \$3000</u> 1,028	Total - 106 Male - 62 Female - 44	Pomme de Tene
Swift	All Families 3,645 Under \$1000 - 383 Under \$2000 - 523 Under \$3000 - 557 <u>Total earning less than \$3000</u> 1,463	Total - 138 Male - 84 Female - 54	Monson Lake
Wabasha	All Families 4,135 Under \$1000 - 349 Under \$2000 - 394 Under \$3000 - 498 <u>Total earning less than \$3000</u> 1,241	Total - 148 Male - 86 Female - 62	James Carley
Washington	All Families 12,412 Under \$1000 - 338 Under \$2000 - 569 Under \$3000 - 527 <u>Total earning less than \$3000</u> 1,434	Total - 180 Male - 106 Female - 74	William O'Brien
Winona	All Families 9,833 Under \$1000 - 589 Under \$2000 - 809 Under \$3000 - 952 <u>Total earning less than \$3000</u> 2,250	Total - 379 Male - 223 Female - 156	Whitewater

COUNTIESFAMILY INCOMEAVAILABLE YOUTHPARKS IN AREA

Wright

All Families 7,206
Under \$1000 - 355
Under \$2000 - 954
Under \$3000 - 983
Total earning 2,292
less than \$3000

Total - 270
Male - 161
Female - 109

Lake Maria

Yellow Medicine

All Families 4,020
Under \$1000 - 501
Under \$2000 - 587
Under \$3000 - 647
Total earning 1,735
less than \$3000

Total - 130
Male - 76
Female - 54

Upper Sioux Agency

SOURCE OF INFORMATION

Family income information - 1960 census report
Available youth Department of Employment and Security September 1964.

Supplemental information

The Assistant Commissioner of the Minnesota Education Department, Mr. Farley Bright, informed this office on 10-23-64 that the school drop-out rate in Minnesota is 19%, and that each county would approximate this figure.

Minnesota
DEPARTMENT OF EMPLOYMENT SECURITY
INTER-OFFICE CORRESPONDENCE

TO: Roger D. Mielke, Personnel Officer
Department of Conservation

Date: September 30, 1964

FROM: Clinton R. Boo *CRB*
Director, Employment Service

File Reference:

SUBJECT: Minnesota State Employment Service Participation in Department
of Conservation Special Programs in Services to Youth

It is the intent of the Minnesota State Employment Service to provide services to youth through special Youth Opportunity Centers (YOC) and regular local employment service offices. These services - as they apply to selection, counseling, and referral to such youth programs as the Department of Conservation might propose - are described as follows:

The services to be provided to youth through YOC in Minneapolis and St. Paul will be extended to all youth under age 22 (except those who have become definitely attached to the labor market in a vocationally suitable job and who will be served by the regular Employment Service local offices). Emphasis will be placed on the counseling and placement of disadvantaged youth such as dropouts, minority groups, and the culturally and educationally deprived. Services will include:

1. Thorough and intensive interview to determine the nature and scope of the youth's problem and arrangement for such special services that may be needed.
2. Counseling, including intensive counseling interviews, development of immediate and long range plans, group counseling, and case conferences.
3. Testing, as a part of the counseling and placement process, including both the traditional United States Employment Service tests (GATB, SATB) and new kinds of tests (non-verbal and others) for use with the educationally deficient.
4. Occupational and labor market information, including visual aids and the establishment of an occupational library.
5. Referral to training facilities including basic education, vocational schools, MDT classes, and such facilities as may be set up under the Economic Opportunity Act.
6. Referral to other agencies for such services as may be needed to increase employability.

Placing Veterans in Suitable Jobs Is One of Our Continuous Responsibilities

September 30, 1964

7. Referral to and placement on part-time, stopgap, and regular jobs, with emphasis on long range adjustment.
8. Follow-up to assure satisfactory job adjustment.

The enrollees for Department of Conservation projects will be selected in terms of the individual needs of the youth for adjustment to the world of work; training in basic skills; interest and aptitude for the vocation for which training is offered; or, whatever the specific project plans to supply in needed youth services. Also considered will be the interest and motivation of individual youth toward the project being offered.

In addition to the above, the Minnesota State Employment Service hopes to have available medical, psychological, psychiatric, rehabilitative, social service and other consultative services to aid in selection of counseling services provided to youth.

Normally, the Minnesota State Employment Service will carry out the post-project function of placement including finding and developing job opportunities; follow up to assist youth in their adjustment on the job; evaluation of the success of the work-training projects; and subsequent referral to Manpower Development and Training projects which may be needed to make youth more optimally employable.

In doing so, it is expected that MSES will receive cooperation and assistance from the sponsor particularly. In addition, MSES will seek out all community facilities to aid in the total process of vocational and social adjustment of youth.

cc: E. Broberg
R. Solem
M. Kinvig

PROPOSED BUDGET FOR PROJECT TO BE CONDUCTED UNDER TITLE I B
OF THE ECONOMIC OPPORTUNITY ACT OF 1964

	TOTAL PROPOSED BUDGET 1/ (1)	CONTRACTOR'S SHARE OF TOTAL 1/ (2)	AMT. TO BE REIMBURSED BY FED GOVT (3)
I. Enrollee Expenses:			
A. Wages:			
1. <u>1343</u> enrollees for <u>FY65</u> at \$ <u>1.38</u> per hr. as _____	<u>903,574.08</u>	<u>-</u>	<u>903,574.08</u>
2. Etc.	_____	_____	_____
Total Wages	<u>903,574.08</u>	<u>-</u>	<u>903,574.08</u>
B. Employer's cost of fringe benefits for enrollees:			
1. FICA - <u>3 1/2%</u> of total wages	<u>31,695.09</u>	<u>-</u>	<u>31,695.09</u>
2. Etc. - Workman's Compensation	<u>40,000.00</u>	<u>40,000.00</u>	_____
Total fringe benefits	<u>71,695.09</u>	<u>40,000.00</u>	<u>31,695.09</u>
C. Enrollee Transportation	_____	_____	_____
D. Materials to be used by enrollees	<u>221,000.00</u>	_____	<u>221,000.00</u>
E. Other supportive services not supplied by staff	_____	_____	_____
Total, Section I	<u>1,196,269.17</u>	<u>40,000.00</u>	<u>1,156,269.17</u>

~~1/ (p. 2)~~ 1/ Represents both proposed cash outlay and value of services in dollars

	TOTAL PROPOSED BUDGET ^{1/} (1)	CONTRACTOR'S SHARE OF TOTAL ^{1/} (2)	AMT. TO BE REIMBURSED BY FED GOVT (3)
II. Project Costs:			
A. Salaries and wages:			
1. Project administration	107,687.10	54,324.10	53,363.00
2. Supervision of enrollees	208,184.40	-	208,184.40
3. Instruction and training of enrollees	-	-	-
4. Counseling, testing, placement, job development and follow-up	-	-	-
Total, salaries and wages	316,171.50	54,324.10	261,847.40
B. Employer's cost of fringe benefits for staff:			
1. FICA - 8.6% of total salaries	28,363.36	-	28,363.36
2. Etc. - Workman's Compensation	10,000.00	10,000.00	-
Total fringe benefits	38,363.36	10,000.00	28,363.36
C. Staff travel expenses:			
1. Transportation	15,000.00	15,000.00	-
2. Per diem (or amounts in lieu of)	3,500.00	3,500.00	-
Total travel costs	18,500.00	18,500.00	-

^{1/} Represents both proposed cash outlay and value of services in dollars

	TOTAL PROPOSED BUDGET 1/ (1)	CONTRACTOR'S SHARE OF TOTAL 1/ (2)	AMT. TO BE REIMBURSED BY FED GOVT (3)
D. Equipment (Purchase, rental, or use):			
1. Office equipment	<u>500</u>	<u>500</u>	<u>0</u>
2. Project equipment	<u>52,000</u>	<u>43,000</u>	<u>9,000</u>
E. Rent	<u> </u>	<u> </u>	<u> </u>
F. Insurance and bonding	<u> </u>	<u> </u>	<u> </u>
G. Expendable office supplies *	<u>1,000</u>	<u> </u>	<u>1,000</u>
H. Communications (including telephone) *	<u>1,000</u>	<u>500</u>	<u>500</u>
I. Custodial or janitorial services and supplies *	<u> </u>	<u> </u>	<u> </u>
J. Utilities *	<u> </u>	<u> </u>	<u> </u>
K. Other direct costs not listed above	<u> </u>	<u> </u>	<u> </u>
L. Overhead	<u> </u>	<u> </u>	<u> </u>
Total, Section II	<u>409,034.86</u>	<u>108,324.10</u>	<u>300,710.76</u>

* Itemize if possible; otherwise include in overhead (Item II L)
1/ Represents both proposed cash outlay and value of services in dollars

TOTAL
PROPOSED
BUDGET 1/
(1)

CONTRACTOR'S
SHARE OF
TOTAL 1/
(2)

AMT. TO BE
REIMBURSED
BY FED GOVT
(3)

III. Subcontracts:

A. (Title)

B. Etc.

Total, Section III

Total contract cost

1,623,804.03

166,824.10

1,456,979.93

1/ Represents both proposed cash outlay and value of services in dollars



STATE OF MINNESOTA
DEPARTMENT OF CONSERVATION
ST. PAUL, MINNESOTA 55101

November 30, 1964



Mr. William Hewitt
Project Review Section
Department of Labor
Washington, D. C. 20210

Attention: Mr. Roger Coine, Project Review Section

Dear Mr. Coine:

In accordance with our telephone conversation of November 24, I have again reviewed the project proposal #04-10-25 submitted by the Minnesota Conservation Department to the Neighborhood Youth Corps for consideration as an economic opportunity project.

You will recall that you indicated the \$25,000 item for contributions by the administrative staff of the department was thought to be too high. We have again reviewed this budget item and have scaled it down to \$10,873.83. We have listed the administrative percentages estimated below:

COMMISSIONER'S OFFICE

	<u>Employee</u>	<u>7 Months Salary</u>	<u>% of Time</u>	<u>Value</u>
1	Commissioner	\$8456	3%	\$253.68
	Commissioner's Sec.	\$2800	7%	\$196.00
2	Deputy Commissioner	\$7287	6%	\$438.02
	Secretary	\$2492	8%	\$199.36
3	Conservation Admin.	\$6916	10%	\$691.60
	Secretary	\$3276	10%	\$327.60

PERSONNEL SECTION

4	Personnel Officer	\$4487	13%	\$583.31
	Personnel Asst.	\$3829	20%	\$765.80
	Payroll Clerk	\$2303	20%	\$460.60
	Personnel Records Clerk	\$2303	20%	\$460.60
	Personnel Officer			
	Secretary	\$2128	20%	\$425.60

Mr. William Hewitt
Attention: Mr. Roger Coine
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<u>Employee</u>	<u>7 Months Salary</u>	<u>% of Time</u>	<u>Value</u>
<u>FISCAL SECTION</u>			
5 Accountant IV	\$5684	10%	\$568.40
3 Accountant I's	\$9450	10%	\$945.00
2 Account Clerks	\$5600	10%	\$560.00
Clerk II	\$2212	10%	\$221.20
Clerk Typist II	\$2212	10%	\$221.20
Clerk Steno I	\$2044	10%	\$204.40
Accountant II	\$3983	10%	\$398.30
Comptometer Oper.	\$2212	10%	\$221.20

In our revised project proposal, we indicated 5 from Fiscal when in actuality 11 of the 18 in this Section will be involved.

6 Administrative Analyst	\$4669	15%	\$700.35
Clerk II (Mailboy)	\$2128	10%	\$212.80
Clerk III	\$2695	5%	\$134.75
Clerk Typist	\$1820	10%	\$182.00
Clerk I	\$1617	10%	\$161.70

LEGAL SECTION

7 2 Attorneys	\$12,852	3%	\$385.56
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BUREAU OF INFORMATION

8 Public Information Officer	\$5054	5%	\$252.70
Informational Writer II	\$3829	10%	\$382.90
1 Clerk Steno	\$2128	15%	\$319.20

If you desire further information regarding these estimates, please do not hesitate to call.

Pursuant to your suggestion, we have again reviewed the enrollee hourly rate with the Minnesota Department of Civil Service and we wish to amend our project proposal to include a new hourly rate of \$1.22 an hour.

I wish to call your attention to the budget figure under equipment. The budget figure includes only \$52,000 indicating the contractor's share would be only \$43,000. Please refer, however, to the attachment on equipment rental estimates. These figures indicate a total estimate of \$70,200. Therefore, please amend budget figure D, Equipment, to include \$70,200 as the contractor's share of the total and adjust the total budget for equipment accordingly to compensate the aforementioned decrease in administrative salaries.

Mr. William Hewitt
Attention: Mr. Roger Coine
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I again wish to call your attention to the budget figure 1D, materials to be used by enrollees \$221,000. You indicated on the telephone that Mr. Holen, a representative from your office, had expected a revised budget to be submitted deleting this item. Please be assured the department feels this budget item is extremely important and the department has indicated this to the Department of Labor and the Department of Economic Opportunity on several occasions. It is our understanding the policy excluding materials is presently under review. Please advise us immediately regarding final determination on this policy.

Very truly yours,

Robert J. Brown, Deputy
Commissioner of Conservation

s
attach.
cc: Mr. John Stewart

[1965?]

**THE PRESIDENT'S TASK FORCE
ON THE WAR AGAINST POVERTY**

Washington, D. C. 20525

With the compliments of Sargent Shriver.

SD Poverty
Question:

Hasn't poverty as a problem in the United States been greatly exaggerated?

Answer:

In the last four months, more than 100 witnesses have testified before Congressional committees. An overwhelming consensus of these witnesses has been that the time has come for a national commitment to eliminate poverty. To many, no further proof is needed beyond the fact that 35 million Americans, including 12 million children, face a future clouded by poverty and lack of opportunity for education, training, and a decent job. Even the Republican party platform accepts this principle.

Question: Are State governments and State agencies completely bypassed by the Poverty Program?

Answer: State governments and agencies are not bypassed. State agencies can and will run community youth work-training programs under Part B of Title I. State universities are eligible for the college Work-Study Program.

Under Community Action in Title II, the Director of the Office of Economic Opportunity is required--not just encouraged, but required--to establish procedures which will facilitate effective participation of the States in community action. Section 202(a)(4) states that all the public agencies and private organizations primarily concerned with a community's problems of poverty must be given an opportunity to participate in community action. This means that where State agencies administer programs affecting community poverty, such as public assistance or rehabilitation, the door is wide open for them.

The adult basic education program--an area in which State leadership is traditional--will be administered solely through State plans.

The Work-Experience program in Title V will likewise be administered primarily through States.

And VISTA Volunteers cannot be assigned or referred to work in a State without permission of the Governor.

The Committee, at the suggestion of Senator Javits, has also accepted an amendment providing that the Director may make grants to States to expand youth camps and centers meeting the purposes of Title I, Part A.

Nowhere in the Act is there any provision which prohibits or inhibits any State government or State agency from taking an active part in the programs authorized by the Act. The way is open for every State government and every State agency to participate fully in the planning and administration of programs under this act.

Six Governors testified on behalf of this legislation before the House Committee on Education and Labor; not one objected to the arrangements proposed under this act. Governor Hughes of New Jersey, who is Chairman of the Committee on Public Health and Welfare of the National Governors' Conference, polled the members of that committee and found that their consensus supported the legislation. Governor Mark Hatfield of Oregon has expressed his support. In short, the officials who are most concerned about the role of the States in carrying out the War on Poverty endorsed the approach in the Economic Opportunity Act of 1964.

Question:

Won't the Poverty Program undermine traditional Federal-State-local government relationships by setting up a new system of direct grants to local communities?

Answer:

Congress has already authorized and appropriated funds for many programs in which the Federal Government gives grants or makes loans directly to communities. These include impacted areas aid under the Office of Education, and other kinds of research and demonstration projects administered by that Office; grants made by the Public Health Service and by the National Institute of Mental Health; environmental health programs; and a number of programs administered by the Welfare Administration and the Vocational Rehabilitation Administration. It also includes airport construction by the Federal Aviation Agency, most of the programs under the Area Redevelopment Administration, the greater part of grants and loans available under the Housing and Home Finance Agency, and loans under the Small Business Administration.

The budget for the fiscal year 1965 included \$1,462.9 million in new obligational authority, and \$1,385.1 million in expenditures for these programs. Clearly, Congress has already set many precedents for direct Federal grants and loans to communities.

Question: Why shouldn't the Community Action program and the Youth Work-Training program be carried out exclusively through State plans?

Answer: Requiring these two programs to be carried out through State plans would impose a rigid straitjacket on two of the major parts of the poverty program. It would frustrate any action at all in most States for at least a year, and in some cases several years. And it would amount to Federal interference in affairs which are rightfully up to States and localities.

The door for State plans and administration of Work-Training and Community Action under the Economic Opportunity Act is wide open. Any State which has a State plan ready to propose can do so. Any State which wants to obtain a grant to develop a State plan can do so.

But most States do not have State plans ready to implement. To require State plans would mean that many good local projects ready to be carried out would be delayed months or years until an overall State plan was developed.

Furthermore, many States believe that the most effective way to carry out a program as comprehensive and multi-faceted as the attack on poverty must be is to rely on grass roots local planning with general coordination at the State level. Requiring State plans would, in effect, overrule the decisions of State and local authorities on the best way to carry out the program.

Let me make one point clear. There is nothing in this act which prohibits or inhibits State planning in any way. This act is based on the conviction that State and local authorities are the best judges of the most effective way to organize to combat poverty, and that this act should therefore provide the flexibility to support whatever kind of local programs can be gotten under way most quickly with promise of the most effective results.

Question: Will there be jobs for Job Corps enrollees after they finish this very expensive training program?

Answer: Clearly, there is no point in undertaking the Job Corps program unless there will be jobs for the graduates. Training for jobs and job placement will be the heart of the Job Corps program, therefore.

In order to assure that Job Corps graduates are trained for a job which will exist and in which they can perform adequately, the Job Corps program will:

- (1) carefully identify the job openings which will exist in the labor market area, including the impact of automation and technological change on employment openings;
- (2) carefully plan the training curriculum so that enrollees are prepared for these jobs;
- (3) match the kinds of training programs which are offered with the skills, capabilities and interests of the enrollees so that they are prepared for a job which they want and which they will have the capacity to perform;
- (4) operate a placement system whereby trainees will be referred to employment opportunities with appropriate followup to assure that they get a job and stick with it.

This placement system will work to develop specific jobs in industry for Job Corps graduates. Many companies have already volunteered to make new openings for successful Job Corps graduates trained for their needs.

Because of the stimulus of the tax cut, there are now more than 2 million jobs available which did not exist a year ago. So long as our overall economy remains healthy, this 4-point plan for training and placing Job Corps enrollees together with the cooperation of American businessmen will assure that the money invested in their training will yield returns in terms of production of goods and services.

Furthermore, many enrollees will not go directly into a job after their Job Corps enrollment. Many will go into more advanced technical and vocational educational schools for which they were not eligible before their enrollment. Some will go into special on-the-job training programs or apprenticeship programs and some may go on to higher education in junior colleges and universities.

Question: Is it worth investing \$4,700 per year for each Job Corps enrollee? How does this compare to the cost of a Harvard Education?

Answer: Every Job Corps enrollee must meet two criteria. These are:

- (a) He must need more education and training before he could qualify for a job which promises to support him and his family on a decent standard of living.
- (b) It must be impracticable for the enrollee to continue his education and training in local community facilities.

Clearly, most young Americans who meet these criteria--and there are hundreds of thousands of them--have not only inherited poverty but will pass this same poverty on to their children unless they can get an opportunity to develop their skills further. The Job Corps is this opportunity.

Without this opportunity, many of these will become public assistance recipients. Some will enter a life lived on the borders of crime and delinquency. Few will be able to contribute to our society and economy according to their full potential.

With this opportunity, most of the enrollees will stay off the relief rolls and out of the courts. Furthermore, this year's training will not only enable him to earn substantially more immediately than he would otherwise be able to. It will also open the doors to other training programs and apprenticeships for which he is not now eligible. Surveys indicate that a year or more of such training will enable enrollees to earn from \$15,000 to \$60,000 more in their lifetime than they would otherwise. This is surely a high payoff on a \$4,700 investment.

Furthermore, Job Corps enrollees will in many cases be doing work of great value to the conservation of our natural resources. To hire full-time employees to do this badly needed conservation work would be far more expensive.

And Job Corps will not be luxurious. Life in the Job Corps will be austere, with barracks accommodations and the enrollees taking care of much of their own maintenance.

And lastly, the Job Corps will provide a much more closely supervised education program for substantially less than the cost of a Harvard education, most of which is actually paid for by alumni gifts and not the student.

Question: Won't the Job Corps require thousands of teachers who will have to be recruited away from existing Federal, State, and local educational institutions?

Answer: The Job Corps will require educational specialists, but contrary to popular belief, not all types of teachers are in short supply. Referring to the publication "Teacher Supply and Demand in Public Schools, 1964," issued by the Research Division of the National Education Association in April 1964, the greatest shortages of teachers occur in elementary school positions and in certain specific subject fields in high school, such as foreign languages and science. In fact, many of the kinds of teachers which will make up the bulk of the staff of the Job Corps camps are not in critically short supply. These include teachers of Social Studies, Physical Education, Commerce, Agriculture, Home Economics, and Industrial Arts. Moreover, the vast majority of the staff in Job Corps camps need not be master teachers. Most will be subprofessionals working under the guidance of a few master teachers, and many will be volunteers.

Furthermore, Job Corps centers will, in some cases, be located close to educational centers where the part-time services of experts can be easily arranged for.

The Job Corps will also rely heavily on VISTA Volunteers, which will provide opportunities for the active retired and young college graduates to use their capabilities in a vital public service. The College Work-Study program will also be a source of part-time counselors and teachers who will have the combined advantage of skills plus a low-income background. This makes them particularly effective as success examples to the kinds of young men and women in the Job Corps.

Question: Won't the Work-Training Program in Part B of Title I compete with and confuse existing programs?

Answer: The Work-Training Program was planned in close cooperation with the Department of Labor and will be administered through that Department. While the Work-Training Program is similar in some aspects to some activities under the Manpower Development and Training Act, the Department of Labor would hardly propose undertaking a new program if it were going to compete with and confuse what it is already doing. In fact, the Work-Training Program will be a valuable adjunct to MDTA programs, giving broader flexibility in terms of the kinds of youths who can be reached, the kinds of organizations which will administer the programs, and the kinds of training and work which can be arranged.

Question: Won't the Work-Study programs in Title I, Part C, duplicate assistance to college students now being provided under the National Defense Education Act?

Answer: No. The Work-Study program does not compete with, but complements the National Defense Education Act. That act authorizes loans to students to help them pay their college expenses. The Work-Study program, on the other hand, would enable students from low-income families to obtain part-time jobs to help them enter into or complete their college education. Students from low-income families ordinarily cannot expect any financial help from their family to help pay the costs of a college education. Scholarships and student loans help, but earnings from a part-time job are often needed to cover heavy tuition and living expenses.

On these jobs, the students would do needed work on the college campus and in the communities near the college.

The Work-Study program, therefore, has two major benefits:

- (1) It would allow students without financial resources to enter into or continue their college education;
- (2) It would result in the accomplishment of useful work in and around the university.

In many cases, work projects in the communities near the university will relate directly to the War on Poverty. For instance, college students can tutor students who are falling behind in local schools; they can work in settlement houses and urban renewal projects; and they can help education and other activities on Indian reservations and in other pockets of poverty.

Question: Isn't the adult basic education program in Part B of Title II identical to that contained in H.R. 5542, which is currently before the House Rules Committee?

Answer: That is substantially correct, although there are, of course, minor changes which make the adult basic education program consistent with the rest of this bill. The authority for that program was added by the House Education and Labor Committee to the Economic Opportunity Act of 1964 because it so clearly attacks one of the most basic causes of poverty. Many of the more than 20 million adult Americans with less than an eighth grade education lack the basic foundation on which to build a productive life--the ability to read, write, or perform simple arithmetic. Without these basic skills, they are destined to a future of minimum earnings, personal deprivation for themselves and their families, social dependency, and recurrent or persistent joblessness.

If Title II-B is passed as a part of the total war on poverty, there will, of course, be no need for separate passage of H.R. 5542.

Question: Wouldn't Title IV of the Economic Opportunity Act duplicate authority already in the Small Business Administration and unnecessarily involve a new bureaucracy in the administrative affairs of an established Government agency?

Answer:

As has repeatedly been stated in testimony and in the reports of both the House and Senate Committees which held hearings on this bill, authority for the day-to-day administration of Title IV loans to small businesses will be delegated by the Director to the Administrator of the Small Business Administration.

In order to insure that the program helps to fulfill the purposes of the Act by concentrating on the poor, the Director will participate in the establishment of basic guidelines and operating policy, but the program itself will be run by the Small Business Administration staff of over 3,000 business analysts and credit advisors.

Under Title IV, poor people will be able to obtain the credit necessary to start or expand a small business on more liberal terms than can now be offered by the Small Business Administration under their existing legislation. In addition, Title IV provides explicit authority requiring management training--which is critical to the success of these small enterprises--as a prerequisite or part of the loan agreement.

Question: Won't Title V permit the Director to intervene in programs already in existence and now being administered by the Department of Health, Education, and Welfare?

Answer: As has repeatedly been stated in testimony and in the reports of both the House and the Senate Committees which held hearings on this bill, the authority for the day-to-day administration of Title V work experience programs will be delegated by the Director to the Secretary of Health, Education, and Welfare. In fact, the language of the bill itself authorizes the Director only to transfer funds to the Secretary of HEW to enable him to make payments for projects authorized by the Social Security Act.

The purpose of Title V is simply to expand the opportunities for constructive work experience and other needed training available to people living in poverty by expanding the amount of funds available to the Secretary of Health, Education, and Welfare for experimental pilot and demonstration projects. These projects aim at helping public assistance families stay together and at helping the heads of these families obtain the education and skills with which they can get a job to support the family.

Question: Doesn't Title VI create a new Federal bureaucracy with the most sweeping and undefined grant of power to be found anywhere in the Federal Government, permitting the Director to oversee the affairs of established agencies of the Government?

Answer:

President Johnson has declared a war against poverty. Victory in this war demands the mobilization of all available resources of the Federal Government. Title VI gives the Director of the Office of Economic Opportunity the minimum tools necessary to lead the Nation in combat against poverty. If the powers are mismanaged, the Congress has ample opportunity to rewrite them, for the Act requires a new authorization in less than one year from today.

The Act creates no new Federal bureaucracy. OEO's staff will be small, the minimum necessary to provide essential leadership for the War on Poverty.

Existing Federal agencies will be called upon to administer the majority of the vital programs created. The work-training program is intended to be delegated to the Labor Department. The work-study, adult education, and work experience programs will be administered by the Department of Health, Education, and Welfare. The rural area programs of Title III and the employment and investment incentives program of Title IV will be administered by the Agriculture Department and the Small Business Administration. The Office of Economic Opportunity will operate only four programs--Job Corps, VISTA, community action, and migratory labor. Even here, the major Federal role will be review of and response to applications for grants, volunteers, and other assistance developed by and received from the local communities. Except for the Job Corps, these programs will be carried out at the local level with locally-employed staff personnel.

The bill provides the Director with a mandate to assist the President in coordinating the anti-poverty efforts of all Federal agencies. This mandate is central to victory in the war on poverty.

The Director will be directly accountable to the President and to Congress for making sure that the War on Poverty is carried out effectively without duplication and overlap. This is consistent with the basic principle of administration to pinpoint responsibility, not diffuse it.

The provisions of Title VI are carefully drawn to give the Director specific powers needed to perform his role. He may call upon other Federal agencies to supply data, reports, and other materials so that he may keep informed of the direction of their programs and efforts, and, where necessary, suggest ways to make those programs and efforts more effective in the war on poverty.

Finally, the President is authorized to direct that particular Federal programs and functions be carried out, insofar as not inconsistent with other applicable law, in conjunction with or in support of the programs authorized under this Act. This provisions merely emphasizes the President's ever-present duty of seeing that the laws enacted by the Congress are carried out in an effective, efficient, and coordinated way.

The provisions of Title VI of this bill represent, in my judgment, a responsible answer by the Congress to the oft-heard claim that Federal programs are overlapping, inconsistent, and uncoordinated. We are here charging the President and the Director of OEO with a most arduous responsibility of pulling together all the activities of the Federal Government, insofar as consistent with law, in an efficient, effective attack upon poverty. The tools provided in the bill in Title VI are no more than adequate to this high purpose.

[1965?]

United Jewish Appeal

I am indeed honored and privileged to be with you this evening--the principal leaders of the United Jewish Appeal meeting in your National Inaugural Conference that will launch UJA's 27th annual nationwide campaign.

Your massive accomplishments over the past generation surely stand as a faithful application of the teachings of the great Hebrew Elder, Hillel:

"If I am not for myself," he asked, "who will be for me?"

"But if I am only for myself, what am I?"

Although these words were spoken before the time of Christ, they lie at the core of our Judeo-Christian heritage: let each man be his brother's keeper.

In this spirit you have extended the hand of friendship and help to your less fortunate brethren in foreign lands. And, in so doing, you have presented to the world one of the most remarkable demonstrations of voluntarism in history.

You have saved more than 3,000,000 Jews from war and depression.

You have settled more than 1,300,000 Jews in Palestine and, later, in Israel.

You have settled more than 350,000 Jews in other countries of the world.

And you have restored Jewish community life in Western Europe after the horrible years of Nazi terror and destruction.

You have, in short, displayed the same compassion and concern for the outcast and downtrodden which motivated President Johnson and his administration to initiate the campaign to eradicate the blight of poverty from these beloved shores.

The work of the United Jewish Appeal--and the labors of this Administration--are both a response to the ancient command of Deuteronomy: "The poor shall never cease out of the land; therefore I command thee saying, 'Thou shalt surely open thy hand onto the poor and needy brother in thy land.'"

The Johnson Administration understands, as you understand, that there is an inseparable connection between human progress and social justice.

Given the many blessings of America, we cannot afford to do without the highest measure of social justice. We cannot afford to tolerate the existence of poverty. And this situation becomes more intolerable as it becomes more avoidable.

We cannot measure the poverty of today against that of other lands, nor even against our own past. We must measure it against what we can do today and should do tomorrow. And we must measure it, as you do, against our own conscience.

We cannot, in good conscience, ignore the plight of 5.4 million American families--containing 8 million children--living on annual incomes below \$2,000. To do so would be morally wrong--and, I might add, economically foolish.

And statistics cannot convey the devastating consequences of growing up in ghettos, or the long-range effects of deficient

medical care, or the psychological barriers erected by sustained deprivation and lack of opportunity.

For the acid of poverty corrodes the human spirit. It corrodes faith in oneself. It eliminates hope for the future. And it makes charity to others a rare virtue.

For these reasons President Johnson has made the elimination of poverty a principal objective in the quest for the Great Society. In his historic State-of-the-Union address delivered last Monday, the President indicated he would ask Congress to double expenditures for the anti-poverty program in the coming fiscal year. Although some may bewail these expenditures, President Johnson understands the costs of inaction as well as the costs of action--the costs of delinquency and crime, of unemployment due to ignorance and lack of skills, and of welfare payments and unemployment compensation.

And the President understands this nation can afford to do whatever must be done--if it is right--and if we possess the courage to act.

Increased Federal expenditures alone, however, will not bring us this victory. We must also recognize the importance of pursuing those economic policies which will assure maximum growth and employment. We must recognize that only a vibrant and expanding economy will produce the new jobs so essential in producing new opportunity for the forgotten.

We must move ahead in those areas related so intimately to expanding economic opportunity and improving the quality of life in America: education, health care, urban development, natural resources, transportation and communications. And we must wage a continuing war upon the ignorance, discrimination and prejudice which President Johnson so properly called "poverty of the spirit."

Let no one delude himself into believing that the war against poverty will be easily won. Indeed, the first tangible results of the Economic Opportunity Act of 1964 are only now becoming visible. But if we resolve to make no small plans, to accept

no small results, and to regard each partial victory as a stepping stone, we can reach our stated goal within a decade--a summit where all Americans can breathe fully the air of freedom and opportunity because poverty no longer stifles them.

For opportunity, after all, is the foundation of freedom. In the war against poverty President Johnson is seeking to extend the range of opportunities available to our disadvantaged citizens: the opportunity to acquire a better education, to get a better job, to buy a more comfortable house, or to enjoy one's leisure time more productively.

So let us always remember, in the words of President Franklin D. Roosevelt, that, "the true test of our progress is not whether we add more to the abundance of those who already have much. It is whether we do enough for those who have too little."

I can assure you that the Administration of President Johnson will never be indifferent to the plight of the less fortunate among us.

This Administration will always honor the words of the Prophet Isaiah, "Is it not to share your bread with the hungry and bring the homeless poor into your house; when you see the naked to cover him, and not to hide yourself from your own flesh? Then shall your light break forth like the dawn and your righteousness shall go before you."



This Is Your War...

***The Crusade
Against Poverty***

by HUBERT H. HUMPHREY
Vice President of the United States

INDUSTRIAL UNION DEPARTMENT, AFL-CIO

WALTER P. REUTHER
President

JAMES B. CAREY
Secretary-Treasurer

JACK T. CONWAY, *Executive Director*

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ALBERT J. HAYES
RALPH HELSTEIN
O. A. KNIGHT

WALTER L. MITCHELL
PAUL L. PHILLIPS
WILLIAM POLLOCK
FRANK ROSENBLUM
LOUIS STULBERG



INTRODUCTION

by

WALTER P. REUTHER

WHEN Hubert H. Humphrey appeared before the meeting of the Citizens Crusade Against Poverty, in Washington on February 19, 1965, I introduced him to the group with these words:

"I think it most appropriate that the Vice President of the United States is the principal speaker here when we are dealing with the problem of human poverty, because Hubert Humphrey has been in the forefront of every struggle to wipe out poverty and social injustice. There has not been one meaningful struggle for human betterment in which he has not lent his efforts and his spirit during the last 25 years.

"When the great debate on

that great moral issue of civil rights was about to begin on the floor of the United States Senate, all of the people in this country who were concerned about the future of that legislation, who were praying that somehow we could enact meaningful civil rights legislation, were all reassured when they learned that that bill was placed in the competent hands of Hubert Humphrey."

Vice President Humphrey's address to the Citizens Crusade Against Poverty expressed so clearly our hopes and aspirations, our responsibilities and obligations, that we believe the public interest will be served by reproducing it in pamphlet form for a large audience.



This Is Your War ... *The Crusade Against Poverty*

**An Address by
Vice President Hubert H. Humphrey
to the Citizens Crusade Against Poverty,
Washington, D.C., February 10, 1965**

I didn't come here to give you any stirring address. I came here to share some thoughts with you, because you may know I have some limited responsibility for this program of the Economic Opportunity Act and this battle against the ravages of poverty in our nation.

I'm delighted that we have here, in Washington, delegates from many many national organizations—non-governmental delegates—men and women who are willing to join up for the duration and to give us the benefit of their boundless energy, their wide experience, and their great talent.

Now, let me proceed with the discussion of what I believe are some of the tasks before us and what I hope might be an outline of how we can work together. It's always good to quote history, but it's better to make it, and if you make some history, you won't have to study it because you will have been a part of it. You're making some history, and every day of our national existence is another page in some history book somewhere.

We are still in mid-passage and we cannot 'continue our journey, nor can we complete our city,' until we achieve the proudest goal to which any nation has yet aspired, and that is the goal of equal opportunity for all Americans. The passage of the Economic Opportunity Act was a firm and determined step toward that goal, toward the creation of that 'city on the hill.'

I welcome you today as you come here to offer the nation your time, your talents, your matchless experience, and your exuberance. We are going to need all of them as we together take the next step in our journey and take the next step in the achievement of our goal of equal opportunity. That journey is the eradication of poverty in all of its forms. I think this is one of the most exciting challenges that we've ever had.

Now, the annals of the poor are neither short nor simple in mid-century America. An understanding of the dimensions of the problem we face requires not merely our compassion, but comprehension—comprehension of the incomprehensible.

To those persons grown accustomed to the face of a smiling America, the facts of poverty are baffling.

To understand them requires a realization that in the midst of the richest nation in all history almost one fifth of this nation are poor by the generally accepted standards of our community.

We need to realize that the average income of almost 10,000,000 American families in poverty is less than \$1,800 a year. This, then—just these two facts—is the far side of our Paradise.

I know we want to get up there and take a look at the other side of the moon, and we're going to do it; but I want to venture this thought: if we will be willing to put in the same amount of time, energy, and resources in taking a look at and doing something about the other side of our so-called Paradise—the poverty side—we will have achieved a goal and have arrived at an accomplishment that will even be more meaningful than getting a look at all sides of the moon.

Now, as the Chairman of the Space Council, I do not want to be misunderstood! I happen to think we can do both! As a matter of fact, I believe Walter Reuther would tell me that you won't have much chance, Mr. Vice President, of seeing the moon and doing anything about it unless you can do a little bit more about the earth.' So they're interrelated, interdependent. I'm



one that believes you can have both—you can have all the good things, if you set yourself to the task.

Now, until recently, the cruelest aspect of poverty in America seemed to be its sheer hopelessness. Somebody said—and it's been repeated throughout history—that the poor are always with us. But someone said the other day the difference is that while the poor are always with us, this is the first time we've been able to do something about the problem.

The fact that we *can* do something about this situation of the poor and the poverty-stricken makes it all the more imperative that we *do* something about it.

It's fair to say we can forgive our grandfathers and our great-grandfathers for not having done more; they didn't have the means to do it. But you can't forgive this generation, because this is the first generation in all of recorded history that can do something about the scourge of poverty. We have the means to do it. We can banish hunger from the face of the earth. We can house those who are poorly sheltered or poorly housed. We can teach the illiterate—we have the means. We can, in fact, help the blind to see, through modern medicine.

In other words, all the challenges of Scripture, with few exceptions, can be realized in this generation. So, as a sort of Midwestern Fundamentalist, let me say that I don't see much excuse for forgiving people for not doing what they ought to do. We can do it.

For many persons, the future appeared no brighter than the past, as they lived in poverty. And for many persons, even now, in this land of milk and honey, some people appear destined to taste only the bitter dregs of this elixir.

Now there is a concise statement of the grave social problems that affect thousands of families in large American cities.

It's both incredible and intolerable that 40% of the families with dependent children receiving aid—either the father or the mother of those families was raised in families which had also received public assistance. We



need to break this vicious cycle of poverty. Our goal must be to free millions of Americans from the bondage of that tragic equation which often decrees that the poor shall beget poor and ignorance shall beget misery.

This is why we declared war on poverty, and this is a war to which we are unconditionally committed. It's a war in which we save lives and don't destroy them. It's a war that, rather than costing you, actually builds for you.

We have to recognize that we have not finally or irrevocably selected our strategy or tactics. The battles are to be fought on largely uncharted terrain where armies have never before clashed. We know, of course, some of the weapons that we've already chosen. But I might add that, just as the military is constantly trying to find new weapons systems to meet enemies or the threat of aggression, those of us who are engaged in this war had better be doing a little research on new weapons systems to meet this ancient old enemy, because the old weapons have either been inadequate or too few, for the enemy seems to be with us.

I do know of some of the battles we are now waging. You know, for example, that the President has called for a doubling of the present program levels of the Office for Economic Opportunity.

You know of the community action programs. Most of you are involved in them, and by July 1965 we will have funded about 400 local anti-poverty plans and programs, and the 1966 budget will support about 600 such programs.

You know of the Job Corps. By July we will be well along toward the training of more than 25,000 youths. I saw the first motion pictures of the opening of the first Job Corps camp, and can I just add that it was a thrilling moment for me when I think that we started to try to get those camps in operation back in 1956, passed the Senate three times, and each time was broken up on the rocks of intolerance and prejudice. At long last, the camps are a reality, and what a joy it was to see the fulfillment of a dream. By 1966 the Corps will have established more than 100 urban and rural residential centers for young men and women, to give them basic education, skilled training, and sound working experience.

You know of the Neighborhood Youth Corps, and by July we will have enrolled more than 175,000 young men and women, and in the 1966 budget, we will provide work opportunities for the training of 300,000 youths.

And VISTA, the Volunteers in Service to America—more than 5,000 volunteers will be molded into a domestic Peace Corps. I think this is one of the most exciting adventures of our time—the VISTA program. You ought to be out recruiting people for the VISTA program because it will help your communities, it will help your families, it will help your state, it will help your nation. In the VISTA program people will have the opportunity to see the fruits of their labor, right there.



The small business program by July will have disbursed up to \$5,000,000 to very small firms, placing disadvantaged entrepreneurs back on their feet or putting them into business for the first time. I want to commend here Mr. Foley of the Small Business Administration for his courage and his adventuresome spirit in moving out into certain areas where the Small Business Administration had never before gone to work. Helping in Harlem; helping in some of the neighborhoods in Philadelphia; helping people who were small entrepreneurs who wanted to get in business, who were colored, never had a chance, never received a loan; and yet, the Small Business Administration moves forward, and that program, limited as it is, is working well.

I do know of the work study programs, the adult basic education programs, and all those other weapons in the arsenal which Sargent Shriver and his dedicated associates are so carefully and conscientiously administering. But you understand that the programs contained in the Economic Opportunity Act of 1964 cannot provide the total answer. They represent only several combat teams or several divisions in the army that must be recruited to achieve total victory in this war.

The President has noted that poverty has many roots, but the taproot is ignorance. Today two thirds of the families headed by those with less than a grammar school education live in poverty. Our education program,

therefore, must be an integral part of a nation-wide attack on the causes and the effects of poverty. The causal relationship here is established. It just goes almost without repeating it that those who have been denied the opportunities of education or for some reason didn't take advantage of those opportunities of education—those people today represent the hard core of the enemy, of poverty. They're the ones, and when I think of how little it takes to do something in education as compared to what it takes to do something in modern scientific weapons of so-called regular warfare, I'm amazed that we haven't been at the task a lot sooner.

The President's proposal for medical care for the aged is inseparably tied to the war on poverty. The median income of families headed by persons over 65 years of age is less than \$3,000. Just as Franklin Roosevelt once identified certain unemployed in our country as the "forgotten man," or the "forgotten men," the forgotten people in all too many communities today are the elderly. That's the kind of immorality that ought to worry us.

So it is with the Appalachia program. The minimum wage, unemployment insurance, and area redevelopment—all are joined by a common thread—the determination to offer to every American, old or young, wherever situated, however engaged, the opportunity to share fully and freely in the fruits of American progress.

No two programs could more clearly demonstrate this determination and this interrelationship that I've spoken of than the Economic Opportunity Act and the Civil Rights Act. Negro Americans today are twice as likely to be illiterates, twice as likely to be unemployed, and twice as likely to be poor as other Americans.

Economic opportunity without full civil rights means the chance to become taxpayers but not citizens. It is still taxation without representation, and there's far too much of that in this country—far too much.

On the other hand, civil rights without economic opportunity means, as Whitney Young has said, a mouthful of civil rights and an empty dinner pail. So we're not going to try to make choices—we're going to have *both*: economic opportunity and the full rights of citizenship. The President has charged me with the responsibility of coordinating federal programs in both of these areas, and I will exercise every effort to see these programs move forward in a complementary and constructive manner. It is my view that the key to accomplishment in the field of civil rights in many areas is the Economic Opportunity Act.

It has been estimated that the lost production from wasted human resources—people who do not produce up to full potential due to lack of education, due to prejudice, due to lack of opportunity—amounted to \$549,000,000,000 from the first half of 1953 to the first half of 1964. Now, that is the estimate of the President's Council of Economic Advisers.



\$549,000,000,000 of lost income. What could we have done with that in this world and this America? It is not only true that we can afford to wage the war on poverty; the truth is that we cannot afford *not* to wage it.

But the statistics, however shocking or enlightening, can never depict the lifelong scars on the individual who grows up in racial or in economic ghettos, or the long range consequences of inadequate medical care and deficient education, or the psychological effects of sustained deprivation and lack of opportunity.

The success of the community action programs, the Neighborhood Youth Corps, VISTA, the Small Business Development Centers, indeed, the success of every aspect of the war on poverty, depends on vigorous, constructive, creative leadership and participation by individuals, by voluntary groups, by states and localities, and the American public. And it is here that you can help us.

We must remember that we have neither the funds, the facilities, nor the personnel to assume this burden as solely a governmental function. Nor would we wish to if we could. No war in history was less suited for conscription as its source of manpower, or confiscatory taxation for its source of funds than this war on poverty. Our war must be fought at the local level and, with your help, it will be fought there.

Now, what can you do? You can disseminate information about the President's program to the organizations and individuals whom you represent. I am shocked and amazed how little people know about what we're trying to do.

You can join with us in a mammoth recruitment effort to reach those for whom this program represents an opportunity to serve and those to whom it represents the last best hope of survival.

You can help us spark the creation of neighborhood groups and associations and block clubs and community councils to support efforts by the poor to help themselves.

If we can just get people to try to wage the war where they know the terrain, where they can identify the enemy, where they've watched the enemy

day in and day out, we will start to win the total victory that we seek.

In your own communities you can provide that special element of personal commitment and concern, that precious ingredient which is the distillation of years of deep involvement in humanitarian causes. The impersonal hand of government, however well motivated, can never replace the helping hand of the neighbor. And might I add here that when you start to identify the problem at home, name names, name places.

I can recall that when I was the mayor of my city of Minneapolis, I used to go down and speak to young people's groups in the southwestern part of our city. It was the higher income level area of the city—the best schools, beautiful churches, finest country club—they had all that was great. Every time I'd go there they'd want to talk about China. Or they'd want to talk about Africa.



One time I went to this young people's group—it was at the Mayflower Congregational Church—and I said, "How many of you have been up on the other side of Olson Boulevard?" "Olson Boulevard? Where's that?" Oh, they knew about Shanghai and they were strong on Hong Kong, but to get on the other side of Olson Boulevard where we had poverty, or to get up on Madison Avenue where many of our Chippewa Indian people lived in abject poverty—they had never been there.

Now, we will also look to you for a kind of constructive and continuing searching evaluation of the program, and I want to underscore the importance of this. We're going to make some mistakes—in fact, we expect to. The only way to avoid mistakes is to do nothing or, as some people say, to 'play it safe,' and we do not intend to follow either course of action. We intend, rather, to explore, to innovate, to experiment; we will not only tolerate criticism, we will welcome it, and we're expecting it.

I want you to be a constructive critic of this program. I want you to offer your suggestions—don't go around mumbling to yourself.

If you're going to be a Monday morning quarterback, at least be willing to sit on the bench on Saturday afternoon in case we should need you.

Your contribution should not be limited to evaluation of steps which have already been taken. We'll need your suggestions for the next battles to be waged, for the new weapons which must be forged.

For generations there has been a gentle tapping at our chamber door. It was the sound of millions of fellow citizens, young and old, north and south, white and black. It's the sound of these citizens seeking to intrude on the smug and cozy security of American life. They have been, by and large, faceless, nameless, invisible, and, too often, ignored.

Our countrymen ask to cross this threshold, not only to warm their hands by the fire of human kindness, not only to sup at this groaning board of American affluence, but also our fellow Americans ask to contribute, to join with the rest of us in building a finer house, a greater America, a city on the hill.



The goal of the Great Society, my dear friends, is not one that is to be achieved just by the few, or for the few. The Great Society is one in which there will be a place for everyone, and the Great Society can only be achieved if everyone, to the best of his or her ability, makes some contribution to it.

We Americans have to understand the difference between bigness and greatness, between wealth and a rich and beautiful life.

Our President and the leaders of our country are now asking that America give some attention to the quality of its life, to the meaning of it, to the soul and the spirit of American life, and not just to its adornment or its luxury. I believe that at this time in our history, when we've been privileged to be a richer nation than any other nation on the face of the earth, we need to make it crystal clear that this richness is not merely for the perpetuation of luxury, but rather for the achievement of justice.

I believe that at a time when we are the strongest nation on the face of the earth, we need to make it manifestly clear that this strength is not for conquest, not for warlike ambitions, but rather for the blessings of peace and the good and the meaningful life.

The President of the United States has sounded a clarion call to the best that's in us. I don't recall any time in the history of our country when there

have been more noble goals outlined for the American people than in recent days.

Everything from the beautification of the terrain, of the surface of America, to the enrichment of the life and the soul and the spirit of Americans—it's all here.

We've been challenged to great economic growth. We've been challenged to the fulfillment of full civil rights. We've been challenged to beautify our cities, our homes, our neighborhoods, and our highways; to conserve our great natural resources. We've been challenged to bring the possibility of enlightenment and education to every boy or girl who wants an education. What a wonderful period in which to live! How great it is to live at a time in human history when the major challenge is to the better life, rather than to a quicker death!

So, I'm very proud to be a part of an administration that, in its own way, is asking the American people to do something about themselves. We're not going to do it from the Office of Economic Opportunity. We're not going to remake America from the White House or the Congress. We can establish standards. We can issue the call to action. We can sign the papers. We can join with you in the blueprint.



But the war will be won by the volunteers—the people at home, the people in the localities, the people in the church, the cathedral, the synagogue, the union, the trade association, the community council, the youth groups. If ever there was a time when there was a revitalization of the democratic spirit, it's now.

The question is, will we answer that call? I think we can. We might well ask ourselves, for what is a nation profited if it shall gain the whole world and lose its soul?

For you here today, a great opportunity beckons. You are here to launch a crusade and, believe me, this country needs one—a crusade whose noble purpose is no less than to help America keep its own soul.

In that crusade, I volunteer. I join you.

CITIZENS CRUSADE AGAINST POVERTY

The Citizens Crusade Against Poverty was established in 1964 by representatives of a number of organizations as a vehicle through which Americans could voice their desire to help eliminate poverty, as well as to participate actively and directly in this national program.

The principles of the Citizens Crusade Against Poverty are expressed in its constitution:

"We are a non-partisan, non-governmental organization dedicated to meet the moral issue raised by poverty and we are pledged to institute, implement, and support practical programs designed to eliminate poverty.

"We dedicate ourselves, as an organization of individuals and groups to the eradication of poverty from the nation, through education, national action programs of a non-partisan nature, non-partisan community activity and the direct involvement and participation of the poor and the disadvantaged themselves.

"We believe that all forms of totalitarianism are incompatible with our objectives. In our crusade we welcome and shall accept as members of Citizens Crusade Against Poverty only those whose devotion to the ideals of the democratic process and democratic institutions are unqualified. Participation in CCAP is an expression of allegiance to such democratic principles and of opposition to totalitarianism of both the right and the left."

Persons desiring information should communicate with the Citizens Crusade Against Poverty, 2027 Massachusetts Avenue, N.W., Washington 36, D.C.



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May 7, 1965

File

Mr. John G. Stewart
Assistant to the Vice President
Office of the Vice President
Senate Office Building
Washington, D. C.

Dear Mr. Stewart:

I was delighted to receive your letter of April 26 regarding the additions to the CAP staff. Your interest and assistance in this matter is greatly appreciated. I am quite confident the action taken will contribute significantly to the success of the Economic Opportunity Act.

Sincerely yours,

Mahlon A. Miller

Mahlon A. Miller
President

MAM:sc



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