

United States Senate

MEMORANDUM

John S.

I'd like to know more about  
this Program & then be able  
to tell Minnesotans

How do you get a job -  
to whom Apply  
who is eligible  
What is Pay.

File

etc

H71 -

H.R. 5698

Penciled note by Congressman  
Lindley Beckworth on face of  
Congressional Record for Monday,  
September 24: & Sept. 26

"Students hired by the U.S. Gov't.  
for summer employment - state by  
state. Hubert, compare Minnesota  
with Maryland, Virginia, and Dist-  
rict of Columbia, P. 19414."

Record returned to Beckworth, per  
his request. Attached are tear  
sheets from one of our Records.

John S  
Fryer  
info

Temporary employees, summer 1962—A tabulation of States of residence of temporary summer employees of the Federal agencies in the Washington, D.C., area, based upon replies to Representative Beckworth's inquiry

	Summary	Air Force	Navy <sup>1</sup>	Office of the Secretary	Area Redevelopment Administration	Business and Defense Services Administration	Bureau of the Census	Coast and Geodetic Survey	Bureau of International Programs	Maritime Administration	Patent Office	Bureau of Public Roads	Bureau of Standards	Weather Bureau	Comptroller General	Bureau of Engraving and Printing	Federal Communications Commission	Federal Power Commission	Federal Trade Commission	Government Printing Office	Post Office Department	State Department
Alabama.....	2																					2
Alaska.....																						
Arizona.....																						
Arkansas.....	4		1																			3
California.....	22	1		2	1	4	2						2		2		1		1		1	5
Colorado.....	8	2		1		2							1								1	2
Connecticut.....	6										1		1						1			2
Delaware.....	2	1		1									1									
Florida.....	8	1				1	1				1		2	2								
Georgia.....	4	1									1		1									1
Hawaii.....																						
Idaho.....	1																					
Illinois.....	12	1	2	2	1			1						1					1			4
Indiana.....	7	2																		1	1	3
Iowa.....	5	1				1	1															2
Kansas.....	6												3									3
Kentucky.....	4		2										1						1			
Louisiana.....	5	1	1			1					1											1
Maine.....	3		1										1									
Maryland.....	812	75	325	32	10	21	30	16	9	8	19	28	43	20	9	1	36	23	3	24	36	44
Massachusetts.....	17	1	4	1	1	1	1					1					1					4
Michigan.....	13	1	5				1				2	1							2		1	2
Minnesota.....	2										1		1									
Mississippi.....	1		1																			
Missouri.....	6	2			1						1											2
Montana.....																						
Nebraska.....	4		1		1								2									
Nevada.....																						
New Hampshire.....	1																					1
New Jersey.....	19		1	1	1						1		4						4		1	4
New Mexico.....	2												1									1
New York.....	42	3	4	2		1	4				5	2	8				2		3		1	7
North Carolina.....	17		3	3	1		7				3	1										2
North Dakota.....	3		2																			
Ohio.....	25	2	2	1		2	2	1					7						2			6
Oklahoma.....	1																					
Oregon.....	2				1							1										
Pennsylvania.....	34	2	5	1		1	2	1	1		6	1	6	1								7
Rhode Island.....	3	2																				1
South Carolina.....	4		2																			
South Dakota.....	2			1			1												1			1
Tennessee.....	6		3							1			2									
Texas.....	14	1		3							3								1			6
Utah.....	5			2							2	1										
Vermont.....																						
Virginia.....	655	106	152	27	9	18	3	23	7	8	25	34	27	31	5	5	39	23	3	6	41	63
Washington.....	1																					1
West Virginia.....	3	1		1																		
Wisconsin.....	6				1						1								1			3
Wyoming.....																						
District of Columbia.....	636	36	164	22	9	8	19	6	3	3	32	13	32	16	6		29	26	4	12	25	71
Summary.....	2,335	242	679	103	37	61	75	49	23	19	105	84	145	71	22	6	109	72	29	42	108	254
Agriculture <sup>2</sup> .....	611																					
Total.....	2,946																					

<sup>1</sup> Navy Department specifically notes that permanent home addresses are listed only if local address is not available. Navy list includes 64 employees with no address, local or permanent. They are not in the table.

<sup>2</sup> Department of Agriculture lists 611 employees as summer temporaries. It does not, however, list any local address or State of residence. These employees are not incorporated in the table.

NOTE.—In some instances the replies did not specify whether the employee's address was his temporary summer address or his permanent residence.

Replies were received but no data were supplied by Office, Secretary of Defense; Department of the Army; Atomic Energy Commission; Central Intelligence Agency; Department of Commerce; Department of Interior; and National Aeronautics and Space Administration.

Source: Frederick L. Scott, History and Government Division, Legislative Reference Service, Sept. 4, 1962.

#### H.R. 5698

(In the House of Representatives, 87th Cong., 2d sess., March 20, 1961; Mr. BECKWORTH introduced the following bill, which was referred to the Committee on Post Office and Civil Service)

A bill to extend the apportionment requirement in the Civil Service Act of January 16, 1883, to temporary summer employment, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the sixth paragraph of section 2 of the Civil Service Act of January 16, 1883, as amended (5 U.S.C. 633), providing for the apportionment of appointments in the competitive civil service, is amended by inserting "(including appointments to temporary employ-

ment of more than thirty days in the period from May 1 through September 30 of each year, except appointments to the postal field service and appointments of an emergency nature)" immediately following "appointments to the public service aforesaid".

I include the pertinent part of an article that appeared in the Washington Post March 26, 1962:

THE FEDERAL DIARY—AGRICULTURE DEPARTMENT POLICY TO DISCOURAGE NEPOTISM IS ISSUED

(By Jerry Klutetz)

Agriculture Secretary Freeman has issued a general policy that discourages nepotism in the Department.

He does not want close relatives to be given jobs in the same agencies where the related employees and officials are working.

I include a bill which passed the House Post Office and Civil Service Committee more than a month ago. The vote on the bill was 15 votes for and 1 against. The gentleman from Montana, Representative OLSEN, a member of the House Post Office and Civil Service Committee, the gentleman from West Virginia, Representative SLACK, and Senator RANDOLPH have introduced similar bills. An amendment was offered by the gentleman from Virginia, Representative BROYHILL, to repeal the apportionment act which applies to all civil service jobs and has since 1883. The Broyhill amendment as I recall was defeated 15 to 1.

My bill follows:

In no case does he want employees to work directly under relatives who are supervisors. Freeman informed his staff in a special letter that he had decided to take the steps, after much soul searching, to avoid public criticism particularly in the Department's handling of summer and other part-time jobs.

He explained that his "general policy guidance" in no way restricts the employment of persons, relatives or not, who qualify for them through competitive tests.

I include an article that appeared in the Washington Daily News, May 24, 1962:

**SUMMER JOB PLUMS ENTICE WHITE HOUSE**  
(By John Cramer)

The White House has uncovered a rich, new and previously untapped well of patronage appointments—temporary summer jobs in Washington for young sons and daughters of the politically deserving.

It has set up a special program under Larry O'Brien, Presidential assistant for congressional liaison, to make sure that the right sons and daughters get as many as possible of the jobs available.

As part of this program, the White House recently asked all major agencies here to specify how many jobs they could offer youngsters recommended by the White House.

Later, in another memo, the agencies were asked to specify the total number of temporary summer jobs they expect to fill.

**GUIDANCE?**

This request, it was explained, was for the purpose of giving the White House guidance in planning an orientation program for the summer appointees.

Some agency officials think it was for the purpose of giving the White House a firm reading on the number of jobs it can expect to convert into patronage appointments next year.

A White House spokesman said the new program was established partly as an attempt to provide better service for Members of Congress seeking summer jobs here for sons and daughters of their constituents.

The Members had complained that too many of the jobs were going to the offspring of agency officials and their friends.

A second reason for the White House program, it was explained, was the desire to give as many youngsters as possible, from all parts of the country, a summertime opportunity to see the Federal Government as it operates in the Capital.

Officials do not deny, however, that the program has strong patronage overtones.

A spot check of agency officials yesterday disclosed that the White House has been referring candidates for summer jobs in steadily increasing numbers.

A referral amounts to a request that the candidate be appointed to any vacancy for which he's qualified.

Several agency officials thought the number of referrals would have been much larger had the White House launched its program earlier—before agencies were in a position to say that many of their jobs already had been pledged.

The total of available summer jobs in agencies here is at least several thousand.

Agencies generally put on temporary employees—especially in routine clerical-type jobs—to keep the wheels moving during the summer vacation period when many regular employees are absent.

Some agencies find it convenient, and even, they claim, more efficient, to let certain routine tasks accumulate for the summer employees.

And agencies in the scientific fields actively seek as many college students as their

budgets will permit—in the hope that summertime experience will prompt the students to take Government jobs after graduation.

Traditionally, Civil Service Commission puts on a considerable drive each spring to recruit high school and college students for typist and stenographic jobs.

These students must pass regular civil service exams before they're accepted for duty.

Those assigned to clerical duties ordinarily are asked to pass mere noncompetitive exams to prove that they meet minimum qualifications.

Agency officials defend the summer employment system as thoroughly justified. Privately, however, they concede that too large a proportion of the summer jobs go to youngsters of agency officials. Some also will concede that the jobs have become a form of "personal patronage" for those who control them.

Now apparently, we're getting White House patronage as a substitute.

**ABOUT PUBLIC HEALTH SERVICE**

The grapevine has several major personnel changes coming soon in troubled Public Health Service. Among the reports are these:

That Deputy Surgeon General John Porterfield will resign in the near future to accept a much-mentioned job directing the administration of research grants for the University of California.

That Richard Seegal, now executive officer at Public Health Service, and Robert Grant, a division executive there, are leading candidates to succeed Paul Caulk, recently demoted from his job as Public Health Service executive officer.

Mr. Seegal, a former Caulk aid, is said to be the favored candidate of Assistant Secretary Rufus Miles. Mr. Miles' behind-the-scenes power struggle with Mr. Caulk was one of the factors leading to the recently-concluded investigation of Public Health Service.

I include the pertinent portion of an article that appeared in the Washington Post, August 5, 1962:

**THE FEDERAL DAIRY—U.S. JOBS IN JUNE  
HIGHEST IN 10 YEARS**  
(By Jerry Klutetz)

Federal employment here during the month of June jumped by 9,979, the largest monthly increase in 10 years, to 257,369.

But most of that increase is accounted for by the hiring of students and others for temporary jobs which will end this month. The month of September can be expected to show a sharp decline.

The largest increases here were 2,257 in Defense and 1,297 in HEW.

Overall Federal employment rose to 2,514,211 during the month, an increase of 35,412 over May. Again, much of the rise was due to the employment of seasonal and temporary workers.

I include an article that appeared in the Washington Evening Star, September 3, 1962:

**FEDERAL PAYROLL SETS NEW HIGH**

The Government's civilian payroll reached a record high of \$14,296 million in the last fiscal year, a congressional committee reported today.

The Joint Committee on Reduction of Nonessential Federal Expenditures said also the total of 2,443,808 persons on the civilian payrolls was the highest average since fiscal 1954 when it reached 2,436,164.

The first month of the new fiscal year, which began July 1, also showed an increase of 14,530 over June for a total of 2,511,025 employees, the report added.

I include an article that appeared in the Washington Daily News, September 3, 1962:

**U.S. PAYROLL HITS RECORD**

Senator HARRY F. BYRD, Democrat, of Virginia, reported today that the Federal civilian payroll for the year ended June 30 totaled a record \$14.3 billion plus \$314 million for foreign nationals not on regular rolls.

Senator BYRD, chairman of the Congressional Committee on Reduction of Nonessential Federal Expenditures, said employment by the Federal agencies averaged 2,443,808 compared with an average of 2,372,445 in the previous year.

Remember there is only one U.S. Capital—and many throughout the Nation wish to know about the workings of our Government.

I have requested the leadership of the House to permit the House to vote on the legislation before we adjourn. I hope this can be done. I believe the bill which refers to the Washington area or so-called central area is conducive to fairness to the boys and girls in all of our States—yes, the States far removed from Washington.

**LEAVE OF ABSENCE**

By unanimous consent leave of absence was granted to:

Mr. JOHNSON of Wisconsin, for Monday, September 24, and Tuesday, September 25, 1962, on account of official business.

Mr. McDOWELL, for Monday, September 24, 1962, on account of official business.

Mr. MACDONALD (at the request of Mr. EDMONDSON), for the remainder of the week, on account of death in family.

**SPECIAL ORDERS GRANTED**

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. HEMPHILL, for 30 minutes, today, to revise and extend his remarks and include extraneous matter.

Mr. RHODES of Arizona (at the request of Mr. NELSEN), for 1 hour, each on Wednesday, September 26, Thursday, September 27, and Friday, September 28.

Mr. GALLAGHER (at the request of Mr. DULSKI), for 1 hour, on Wednesday, September 26, 1962.

**EXTENSION OF REMARKS**

By unanimous consent, permission to extend remarks in the Appendix of the Record, or to revise and extend remarks, was granted to:

Mr. WALTER and include an article from the Veterans of Foreign Wars magazine.

Mr. ANDREWS and include an article by Judge Walter B. Jones.

Mr. MICHEL and include an article.

Mr. ROGERS of Texas and to include extraneous matter.

Mr. ALGER and to include extraneous matter in the remarks he made today in general debate.



Mr. SCHWEIKER (at the request of Mr. NELSEN) to extend his remarks following the remarks of the gentleman from Connecticut [Mr. MONAGAN] on the bill H.R. 11378.

Mr. FOUNTAIN (at the request of Mr. DULSKI) to extend his remarks immediately prior to the vote on Senate Joint Resolution 224.

(The following Members (at the request of Mr. NELSEN) and to include extraneous matter:)

Mr. YOUNGER in two instances.  
Mr. GOODLING.  
Mrs. ST. GEORGE in two instances.  
Mr. BERRY.  
Mr. PIRNIE.  
Mr. CURTIS of Missouri in three instances.

Mr. JENSEN in two instances.  
Mr. HOSMER.  
Mr. MATHIAS.  
Mr. DEROUNIAN in six instances.  
Mr. DERWINSKI.

(The following Members (at the request of Mr. DULSKI) and to include extraneous matter:)

Mr. GREEN of Pennsylvania.  
Mr. FINNEGAN.  
Mr. FLOOD in two instances.  
Mr. HEMPHILL in three instances.  
Mr. WILLIS in two instances.  
Mr. WILLIAMS in two instances.  
Mr. RANDALL.  
Mr. DULSKI in five instances.  
Mrs. HANSEN.  
Mr. WICKERSHAM.

#### SENATE BILL REFERRED

A bill of the Senate of the following title was taken from the Speaker's table and, under the rule, referred as follows:

S. 3274. An act for the relief of Koon Chew Ho; to the Committee on the Judiciary.

#### ENROLLED BILLS AND JOINT RESOLUTION SIGNED

Mr. BURLESON, from the Committee on House Administration, reported that that committee had examined and found truly enrolled bills and a joint resolution of the House of the following titles, which were thereupon signed by the Speaker:

H.R. 218. An act to provide that individuals enlisted into the Armed Forces of the United States shall take an oath of support and defend the Constitution of the United States;

H.R. 575. An act to authorize the Secretary of the Interior to construct, operate, and maintain the upper division of the Baker Federal reclamation project, Oregon, and for other purposes;

H.R. 1304. An act for the relief of Jung Hae;

H.R. 1960. An act to amend chapter 85 of title 28 of the United States Code relating to the jurisdiction of the U.S. district courts, and for other purposes;

H.R. 2604. An act for the relief of Pietro Dattoli;

H.R. 5312. An act for the relief of certain additional claimants against the United States who suffered personal injuries, property damage, or other loss as a result of the explosion of a munitions truck between Smithfield and Selma, N.C., on March 7, 1942;

H.R. 5320. An act for the relief of Robert Knobbe;

H.R. 6016. An act for the relief of William Thomas Dendy;

H.R. 6649. An act for the relief of C. W. Jones;

H.R. 6998. An act for the relief of Anthony Pirotta;

H.R. 6999. An act for the relief of Henry Massari;

H.R. 7123. An act for the relief of Mrs. Takako Coughlin;

H.R. 7438. An act for the relief of Anna Caporossi Crisconi;

H.R. 7704. An act for the relief of Chyung Sang Bak;

H.R. 8626. An act for the relief of Wilfrid M. Cheshire;

H.R. 9578. An act for the relief of Annie Yasuko Bower;

H.R. 9587. An act for relief of Anthony E. O'Sorio;

H.R. 9603. An act for the relief of Lt. Comdr. Joseph P. Mannix;

H.R. 9893. An act for the relief of Tadeusz Sochacki;

H.R. 9995. An act for the relief of Dwight W. Claraham;

H.R. 10566. An act to provide for the withdrawal and orderly disposition of mineral interests in certain public lands in Pima County, Ariz.;

H.R. 10678. An act for the relief of Angelo A. Russo;

H.R. 10720. An act for the relief of Rexford R. Cherryman, of Williamsburg, Va.;

H.R. 11164. An act to approve an amendatory repayment contract negotiated with the Quincy Columbia Basin Irrigation District, authorize similar contracts with any of the Columbia Basin Irrigation Districts, and to amend the Columbia Basin Project Act of 1943 (57 Stat. 14), as amended, and for other purposes;

H.R. 12416. An act to authorize the sale, without regard to the 6-month waiting period prescribed, of chestnut extract proposed to be disposed of pursuant to the Strategic and Critical Materials Stock Piling Act;

H.R. 12818. An act to amend the act of July 13, 1946, to authorize the construction, maintenance, and operation of certain additional toll bridges over or across the Delaware River and Bay; and

H.J. Res. 730. Joint resolution to authorize the President to proclaim May 15 of each year as Peace Officers Memorial Day and the calendar week of each year during which such May 15 occurs as Police Week.

#### SENATE ENROLLED BILLS SIGNED

The SPEAKER announced his signature to enrolled bills of the Senate of the following titles:

S. 1023. An act to amend the act of August 20, 1954 (68 Stat. 752), in order to provide for the construction, operation, and maintenance of additional features of the Talent division of the Rogue River Basin reclamation project, Oregon; and

S. 1037. An act to amend the provisions of the Perishable Agricultural Commodities Act, 1930, relating to practices in the marketing of perishable agricultural commodities.

#### BILLS PRESENTED TO THE PRESIDENT

Mr. BURLESON, from the Committee on House Administration, reported that that committee did on September 21, 1962, present to the President, for his approval, bills of the House of the following titles:

H.R. 1171. An act to assure continued fish and wildlife benefits from the national fish

and wildlife conservation areas by authorizing their appropriate incidental or secondary use for public recreation to the extent that such use is compatible with the primary purposes of such areas, and for other purposes;

H.R. 11019. An act to provide that the Uniform Limited Partnership Act shall apply in the District of Columbia; and

H.R. 11151. An act making appropriations for the legislative branch for the fiscal year ending June 30, 1963, and for other purposes.

#### ADJOURNMENT

Mr. DULSKI. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 6 o'clock and 3 minutes p.m.) the House adjourned until tomorrow, September 25, 1962, at 12 o'clock noon.

#### EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

2556. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated August 31, 1962, submitting a report, together with accompanying papers and illustrations, on a review of the report on the Chattahoochee River, West Point and Franklin, Ga., requested by resolutions of the Committee on Public Works, House of Representatives, adopted July 29, 1955 and July 31, 1957 (H. Doc. No. 570); to the Committee on Public Works and ordered to be printed with eight illustrations.

2557. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated July 27, 1962, submitting a report, together with accompanying papers and illustrations, on an interim report on the Richland Creek, St. Clair and Monroe Counties, Ill., requested by resolutions of the Committees on Public Works, U.S. Senate and House of Representatives, adopted September 16, 1948, July 18, 1957 and August 20, 1957 (H. Doc. No. 571); to the Committee on Public Works and ordered to be printed with four illustrations.

2558. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated August 1, 1962, submitting a report, together with accompanying papers and illustrations, on a review of the reports on the Big Hill Creek, Kans., requested by a resolution of the Committee on Public Works, House of Representatives, adopted July 29, 1955 (H. Doc. No. 572); to the Committee on Public Works and ordered to be printed with four illustrations.

2559. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated June 22, 1962, submitting a report, together with accompanying papers and an illustration, on a survey of the Wabash River at Mount Carmel, Ill., authorized by the Flood Control Act approved July 24, 1946 (H. Doc. No. 573); to the Committee on Public Works and ordered to be printed with one illustration.

2560. A letter from the Secretary of the Army, transmitting a letter from the Chief of Engineers, Department of the Army, dated August 29, 1962, submitting a report, together with accompanying papers and illustrations, on a review of the reports on the Grand River and tributaries, North and South Dakota, authorized by the Flood Control Act, approved December 22, 1944, and

## Summary of temporary employment in selected Government agencies, summer 1959

States	Summary	General Accounting Office <sup>1</sup>	The Library of Congress <sup>2</sup>	Department of Agriculture <sup>3</sup>	Department of Commerce <sup>4</sup>	Department of Defense <sup>5</sup>	Department of the Air Force <sup>6</sup>	Department of the Army <sup>7</sup>	Department of the Navy <sup>8</sup>	Department of Health, Education, and Welfare <sup>9</sup>	Department of the Interior <sup>10</sup>	Department of Labor <sup>11</sup>	Department of State <sup>12</sup>	Department of the Treasury <sup>13</sup>	Atomic Energy Commission <sup>14</sup>	Civil Service Commission <sup>15</sup>	Federal Communications Commission <sup>16</sup>	Federal Power Commission <sup>17</sup>	Federal Trade Commission <sup>18</sup>	Interstate Commerce Commission <sup>19</sup>	National Aeronautics and Space Administration <sup>20</sup>	National Science Foundation <sup>21</sup>	Securities and Exchange Commission <sup>22</sup>	Veterans' Administration <sup>23</sup>
Alabama	3				2				1															
Arizona	5				4					1														
Arkansas	6				1																			
California	37	2	3	1	1																			
Colorado	37			2	9					1	1			21										1
Connecticut	37				34					2					1									
Delaware	3		1		5					1	1													1
District of Columbia	490		30	48	54	5	3	52	23	164	43	1	19	19		2	11	1		3		5		7
Florida	13				9				1															1
Georgia	4	1	1							2	1	1												1
Idaho	13				1																			
Illinois	33			2	13			2	6	2	3			4	11							1		
Indiana	14				5			2	4													1		
Iowa	10		1		5	1			2	1		1												2
Kansas	10		1		7				1															
Kentucky	9				2				2	3						1								
Louisiana	5								1						1									
Maine	2				2										2									
Maryland	638	6	16	88	80	1	4	80	33	208	34	2	17	23		5	15	1	2	2	1	2	4	5
Massachusetts	54		1	1	21	1		10	8	1	3	1	2	1			1							2
Michigan	25	1	2		3			2	8	3	1													1
Minnesota	4			1	2					1														
Mississippi	5		1		2			2				1												
Missouri	13		1		5			1	2															
Montana	2							1															1	
Nebraska	9			2	6							1												
Nevada	1				1																			
New Hampshire	6				2							2												
New Jersey	24		1		6			2	3	1	1			2	8							1		
New Mexico																								
New York	110		4	7	28		1	11	9	11	4	1	2	2	23						1		2	4
North Carolina	26		2	1	9			5	4	2				3										
North Dakota	1			1																				
Ohio	16	1	2		6			2			3		1											1
Oklahoma	4			1	3																			
Oregon	6				6																			
Pennsylvania	57	1	2		22	1		9	4	4	1	1		4	4							1		3
Rhode Island	3				3																			
South Carolina	4		1		1				2															
South Dakota	4		1	1	2																			
Tennessee	12		1		8				1	1				1										
Texas	14	2			10	1		1																
Utah	12		1		7																			
Vermont															2		1							1
Virginia	546	2	13	88	77	17	7	137	30	61	57	1	16	15		12	2		4		1	1		5
Washington	9	1	1		4					2					1									
West Virginia	5		2		1																			
Wisconsin	10		1	1	7									1										
Wyoming	2				1							1												
Alaska																								1
Hawaii	2				2																			
Puerto Rico	1																							
Virgin Islands										1														
Foreign	3		3																					
Total number of employees	2,321	17	93	245	481	28	15	312	146	485	152	16	50	100	50	8	40	5	2	10	4	14	6	36

<sup>1</sup> General Accounting Office, letter of June 1, 1959. The figures given represent applicants who had been chosen or tentatively chosen to fill summer jobs in 1959.

<sup>2</sup> The Library of Congress, letter of Mar. 1, 1961. The figures given represent temporary employees hired for varying lengths of time, up to a year, from May 15 to Aug. 15, 1959. The Library has no special program of summer employment.

<sup>3</sup> Department of Agriculture, letter of June 16, 1959. The figures stated represent temporary jobs in the Washington, D.C., metropolitan area which were to be filled by students during the summer, 1959.

<sup>4</sup> Department of Commerce, letter of June 18, 1959. The figures given represent student assistants and student trainees hired for the summer, 1959.

<sup>5</sup> Department of Defense, letter of June 10, 1959. The figures given represent students selected for summer employment in 1959 by the Office of the Secretary of Defense.

<sup>6</sup> Department of the Air Force, letter of June 23, 1959. The figures given represent student trainees hired by the Department of the Air Force Headquarters for the summer, 1959.

<sup>7</sup> Department of the Army, letter of June 15, 1959. The figures stated here represent students who had been selected or tentatively selected for temporary appointments for the summer, 1959, with the Department of the Army.

<sup>8</sup> Department of the Navy, letter of May 19, 1959. The figures given represent students majoring in engineering or the physical sciences who were prospective employees of the Navy Department for the summer, 1959.

<sup>9</sup> Department of Health, Education, and Welfare, letter of Aug. 19, 1959. The figures given represent students employed by the Department of Health, Education, and Welfare for the summer, 1959.

<sup>10</sup> Department of the Interior, letter of July 21, 1959. The figures stated represent students who were appointed to temporary jobs in the Department of the Interior in the Washington, D.C., metropolitan area for the summer, 1959.

<sup>11</sup> Department of Labor, letter of June 1, 1959. The figures stated include temporary student assistants who were selected for positions with the Department of Labor for summer, 1959.

<sup>12</sup> Department of State, letter of June 4, 1959. The figures given represent temporary employees and students whom the Department of State had hired or planned to hire for typing, stenographic, and student assistant positions for summer, 1959.

<sup>13</sup> Department of the Treasury, letter of June 23, 1959. The figures given include all summer appointments of students, regardless of the temporary or nontemporary nature of the jobs, themselves, for 1959.

<sup>14</sup> Atomic Energy Commission, letter of June 15, 1959. The figures given include all temporary summer appointments to the entire Atomic Energy Commission for summer, 1959.

<sup>15</sup> Civil Service Commission, letter of June 9, 1959. The figures given indicate students occupying temporary positions with the Civil Service Commission for summer, 1959.

<sup>16</sup> Federal Communications Commission, letter of June 5, 1959. The figures given represent students temporarily employed by the Federal Communications Commission for summer, 1959.

<sup>17</sup> Federal Power Commission, letter of June 1, 1959. The figures given include individuals who were employed on a temporary basis as student assistants for summer, 1959.

<sup>18</sup> Federal Trade Commission, letter of May 28, 1959. The figures given indicate students holding temporary summer jobs as of May 28, 1959.

<sup>19</sup> Interstate Commerce Commission, letter of June 1, 1959. The figures listed include tentative selections of individuals made to fill temporary typing and stenographic positions with the Interstate Commerce Commission for summer, 1959.

<sup>20</sup> National Aeronautics and Space Administration, letter of June 10, 1959. The figures given include summer appointments for 1959 with the National Aeronautics and Space Administration.

<sup>21</sup> National Science Foundation, letter of June 3, 1959. The figures given include temporary stenographic, typing, and student trainee positions that were to be filled primarily by students during the summer, 1959.

<sup>22</sup> Securities and Exchange Commission, letter of June 3, 1959. The figures given include students who were selected for participation in the student assistant program of the Securities and Exchange Commission for summer, 1959.

<sup>23</sup> Veterans' Administration, letter of June 17, 1959. The figures given include temporary summer jobs filled by students in the Central Office Headquarters and the Medical Division of the Veterans' Benefits Office for summer, 1959.

Compiled by Sandra D. Worthen, History and Government Division, Legislative Reference Service, Library of Congress, Mar. 17, 1961.



# INEQUITABLE APPORTIONMENT AMONG STATES OF SUMMER EM- PLOYMENT IN DISTRICT OF CO- LUMBIA

(Mr. GROSS asked and was given permission to address the House for 1 minute.)

Mr. GROSS. Mr. Speaker, I have asked for time at this point in order to compliment the gentleman upon his bill and to say to him that as he well knows, I supported it without reservation in the committee. I can see no reason why this bill should not come before the House of Representatives. It is unthinkable that a couple of States should provide all the summer employment or practically all the summer employment that there is in the city of Washington, D.C.

Mr. BECKWORTH. Mr. Speaker, will the gentleman yield?

Mr. GROSS. I yield to the gentleman.

Mr. BECKWORTH. Three jurisdictions have almost 70 percent of the summer jobs, and that is just too much spread.

# INEQUITABLE APPORTIONMENT AMONG STATES OF SUMMER EM- PLOYMENT IN DISTRICT OF CO- LUMBIA

(Mr. OLSEN asked and was given permission to address the House for 1 minute and revise and extend his remarks.)

Mr. OLSEN. Mr. Speaker, I wish to commend the gentleman from Texas on his diligent work in assembling all of the facts and figures concerning the apportionment of summertime jobs and disclosing the fact that although there is a law on the books to the effect that the Civil Service Commission should apportion jobs among the States that that law is not abided by at all, and it is not even really investigated. It seems the only investigation that has been made into this whole matter has been the investigation by the gentleman from Texas. I want to say on the part of the State of Montana, that we are not sharing as 46 other States are not sharing—I say not sharing—proportionately in the summertime jobs, nor in the Federal jobs as a whole. Only two States and the District of Columbia occupy more than 70 percent of the Federal summertime jobs.

Mr. RIVERS of South Carolina. Mr. Speaker, will the gentleman yield?

Mr. OLSEN. I yield to the gentleman.

Mr. RIVERS of South Carolina. As a matter of fact, residence is a disability, if you catch the point.

Mr. OLSEN. I thank the gentleman.

# REPORT AND RECOMMENDATION OF COMMISSIONER'S COMMITTEE ON POLICE ARRESTS FOR IN- VESTIGATION

(Mr. WALTER asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. WALTER. Mr. Speaker, I raise my voice to support Police Chief Robert V. Murray's document in the matter of arrests for investigation.

This document, lengthy as it may be, is very revealing and shocking. I wholeheartedly support this fine police administrator's recommendation to urge the District of Columbia Commissioners not to implement the recommendations of the Committee on Police Arrests for Investigation until satisfactory alternatives are established to provide the police force with tools to continue an effective war on crime.

We need only read the daily press to see that this great Metropolitan Police Department is in a war against vicious criminals, who are roaming streets, invading homes, churches, and assaulting innocent law-abiding citizens. Let us not take away the weapons to fight this battle from the police, but rather give them additional tools to wage an effective war on crime.

METROPOLITAN POLICE DEPARTMENT,  
Washington, D.C., September 5, 1962.

To: Hon. Walter N. Tobriner, President,  
Board of Commissioners, District of  
Columbia.

In re report and recommendation of the  
Commissioners' Committee on Police  
Arrests for Investigation.

## REPORT

The Commissioners' Committee on Police Arrests for Investigation, in its report of some 118 pages with several appendixes, has concluded that arrests for investigation should cease immediately under order of the Commissioners of the District of Columbia.

In answer to the report, there are a number of things I think should be said concerning the police department's position on the matter of arrests for investigation, a practice which antedates by many years the term of service of the present chief of police, and is almost universally practiced in all police departments throughout this country that I am aware of.

Statutes in a number of States specifically authorize investigation arrests or arrests on suspicion of felonies and provides for specified periods of detention before charging an individual with a specific or formal charge. Several States; namely, Delaware, New Hampshire, and Rhode Island, have enacted forms of the Uniform Arrest Act which provides for from 2 to 4 hours detention prior to making an arrest on a formal charge. This statute specifically exempts this type of detention from what is defined as an arrest.

A statute in the State of Missouri permits police officers to make arrests on suspicion of any alleged breach of the peace or other criminal offense and detain the person for 24 hours, after which they must be released or charged with a criminal offense.

Section 825 of the penal code of the State of California provides that a defendant must, in all cases, be taken before the magistrate without unnecessary delay and, in any event, within 2 days after his arrest, excluding Sundays and holidays. Statutory authority is also given in section 849, subsection B, of the same code for the release of individuals by a police officer in the following language: "Any peace officer may release from custody, instead of taking such person before a magistrate, any person arrested without a warrant whenever: (1) he is satisfied that there is no ground for making a criminal complaint against the person arrested. Any record of such arrest shall include a record of the release hereunder and thereafter shall not be deemed an arrest but a detention only; (2) the person arrested was arrested for intoxication only, and no further proceedings are desirable; (3) the person arrested was arrested for a misdemeanor, and has signed an agreement to appear in court or before a

magistrate at a place and time designated, as provided in this code."

In the State of Georgia, State statute, section 27-212 (1922 P.C.), relating to the duty of a person arresting without a warrant allows 48 hours for investigation in the following language: "In every case of an arrest without a warrant the person arresting shall, without delay, convey the offender before the most convenient officer authorized to receive an affidavit and issue a warrant. No such imprisonment shall be legal beyond a reasonable time allowed for this purpose and any person who is not conveyed before such officer within 48 hours shall be released."

In the State of Indiana an interesting and unusual procedure is provided for in State statute, section 9-704a, in the case of a detained person who may have offered an alibi or excuse which might negative his presence at or participation in a particular crime. This provision sets up an additional and alternative pleading and procedure to the criminal statutes of the State which is known as the "preliminary charge," and which may be filed against any arrested and detained person under such circumstances. This section provides for the arraignment of such a person before a magistrate, justice or circuit judge on a preliminary charge of a specified felony. After filing of an affidavit, a hearing and inquiry by the magistrate of the detained person, the court is required to rule on his discharge or commitment. The following language of the statute is quoted: "If the court should find that the person so held under a preliminary charge should be committed, an order shall issue directed to the county sheriff, the superintendent or chief of police, the marshal, constable or other chief law enforcement officer ordering the holding and detention of any such person, committing said person for a period not exceeding 7 days from the date of said commitment."

In most other States not having specific statutes covering the period of detention for the purpose of continuing an investigation of a suspected felony, varying time periods for investigation have been authorized, either through approval by court opinion or by practice and authorization of the chief prosecutor, the time ranging from 24 hours upwards. In two separate cases in one State, specific approval was given by court opinion for holding a prisoner incommunicado for 3 days in one case and, in the other, for 6 days. In another State the circuit court of appeals held that the State could deny prisoners legal counsel between the time of arrest and arraignment.

The practice of allowing time for proper police interrogation of suspects has been studied and reported on by a number of outstanding authorities, some of which are alluded to in the report of the Commissioners' committee. Some of the authorities speak for and some against the practice of interrogation of suspects and defendants. This proposition has also been discussed in opinions handed down by our own circuit court of appeals in this jurisdiction. It is interesting to note that a number of these opinions speak favorably of and even justify the practice of interrogation and confronting defendants prior to charging. This whole matter seems to me to be part of the overall problem of balancing the constitutional rights of the individual against the right of society to be free and protected from the depredations of criminals.

I would recommend to the Commissioners a review of a recent article treating with this matter written by Prof. Edward L. Barrett, Jr., professor of law, University of California School of Law. The article is entitled "Police Practices and the Law—From Arrest to Release or Charge," and was published in the March 1962 issue of the California Law Review and a copy is appended to this report.

Apr 1963



**THE  
CHALLENGE  
OF  
JOBLESS  
YOUTH**





# THE CHALLENGE OF

# JOBLESS YOUTH

April 1963

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## PRESIDENT'S COMMITTEE ON YOUTH EMPLOYMENT

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*Attorney General of the United States*

Luther H. Hodges  
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*Chairman, Executive Committee, U.S. Chamber of Commerce*

Whitney M. Young, Jr.  
*Executive Director, National Urban League*

\*Resigned December 31, 1962, on completion of his term as Governor of Tennessee.

### Staff to the Committee

Herbert E. Salinger  
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## PRESIDENT'S COMMITTEE ON YOUTH EMPLOYMENT

WASHINGTON 25, D.C.

April 24, 1963

The President,  
The White House,  
Washington, D.C.

Dear Mr. President:

Your Committee on Youth Employment is honored to submit the attached report and recommendations: "The Challenge of Jobless Youth."

This report reflects a consensus of Committee views reached through many meetings and much discussion since its appointment by you on November 15, 1961.

The Committee's 15 recommendations set forth in the report represent a distillation of more than 90 recommendations which emerged from the several subcommittees. In brief, the Committee believes that new and stimulating policies for education and training, guidance, employment opportunities, and economic growth are imperative. The challenge is urgent, the task is large, and the time is now.

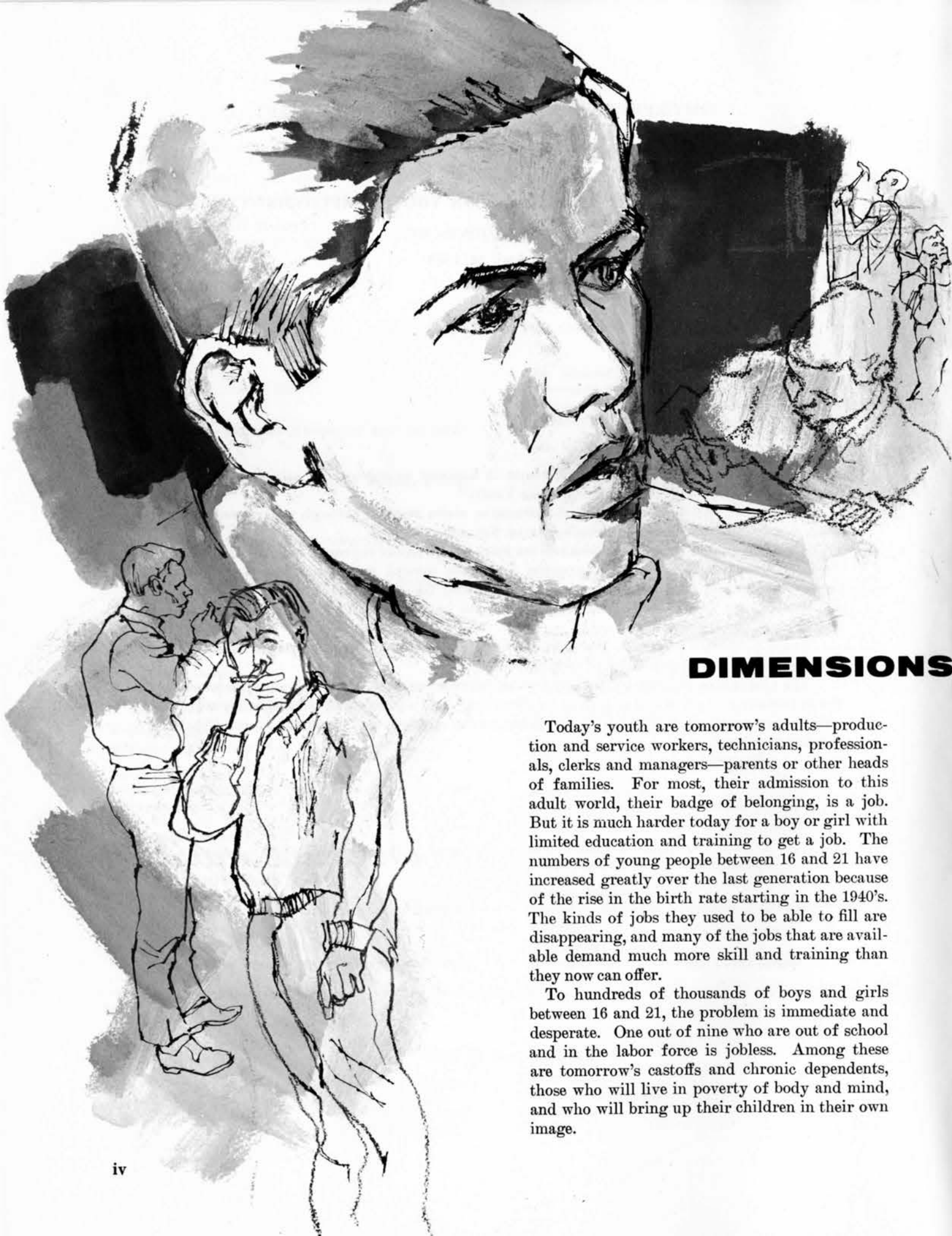
These proposals present a challenging platform for action for government agencies and private groups, as well as for each of us as citizens.

The Committee is available for any further service you wish, and is deeply appreciative of the opportunity to serve and to convey its views to you on a problem of the deepest concern not only to our youth of today and tomorrow but to the strength and character of our Nation in the decades ahead.

Respectfully,

*W. Willard Wirtz*  
W. Willard Wirtz  
*Chairman.*





## DIMENSIONS OF THE PROBLEM

Today's youth are tomorrow's adults—production and service workers, technicians, professionals, clerks and managers—parents or other heads of families. For most, their admission to this adult world, their badge of belonging, is a job. But it is much harder today for a boy or girl with limited education and training to get a job. The numbers of young people between 16 and 21 have increased greatly over the last generation because of the rise in the birth rate starting in the 1940's. The kinds of jobs they used to be able to fill are disappearing, and many of the jobs that are available demand much more skill and training than they now can offer.

To hundreds of thousands of boys and girls between 16 and 21, the problem is immediate and desperate. One out of nine who are out of school and in the labor force is jobless. Among these are tomorrow's castoffs and chronic dependents, those who will live in poverty of body and mind, and who will bring up their children in their own image.



By themselves, they cannot change their situation. Without immediate, bold, and imaginative action, these young people today and a much larger proportion tomorrow will be foredoomed to failure and frustration.

Underlying all efforts to help youth is the need for expansion of the economy. Unless the number of job opportunities for all workers can be expanded it is unrealistic to expect that jobs for youth will be substantially increased. Every available step should be taken by government and private enterprise, therefore, to stimulate and strengthen the economy, accelerate its growth, increase its productivity, and expand employment.

Even while efforts are being made to strengthen the economy, however, much can be done to em-

ploy more young people.

As Americans the challenge of youth unemployment confronts us all.

This challenge cannot be turned aside by a statement that most young people with adequate preparation will find steady, satisfying, and productive work at good wages. Unfortunately, other hundreds of thousands of boys and girls can look forward only to lives of drudgery and intermittent work. For them the outlook is bleak. Life is empty, with survival the only incentive.

This condition need not exist. But it will continue to exist unless the conscience of Americans can be moved to action, determined to see that all boys and girls have the chance to become a part of the productive world.

Note: Some individual Committee members differed on several recommendations in the Report, or wished to express additional views. Their statements appear in the appendix.

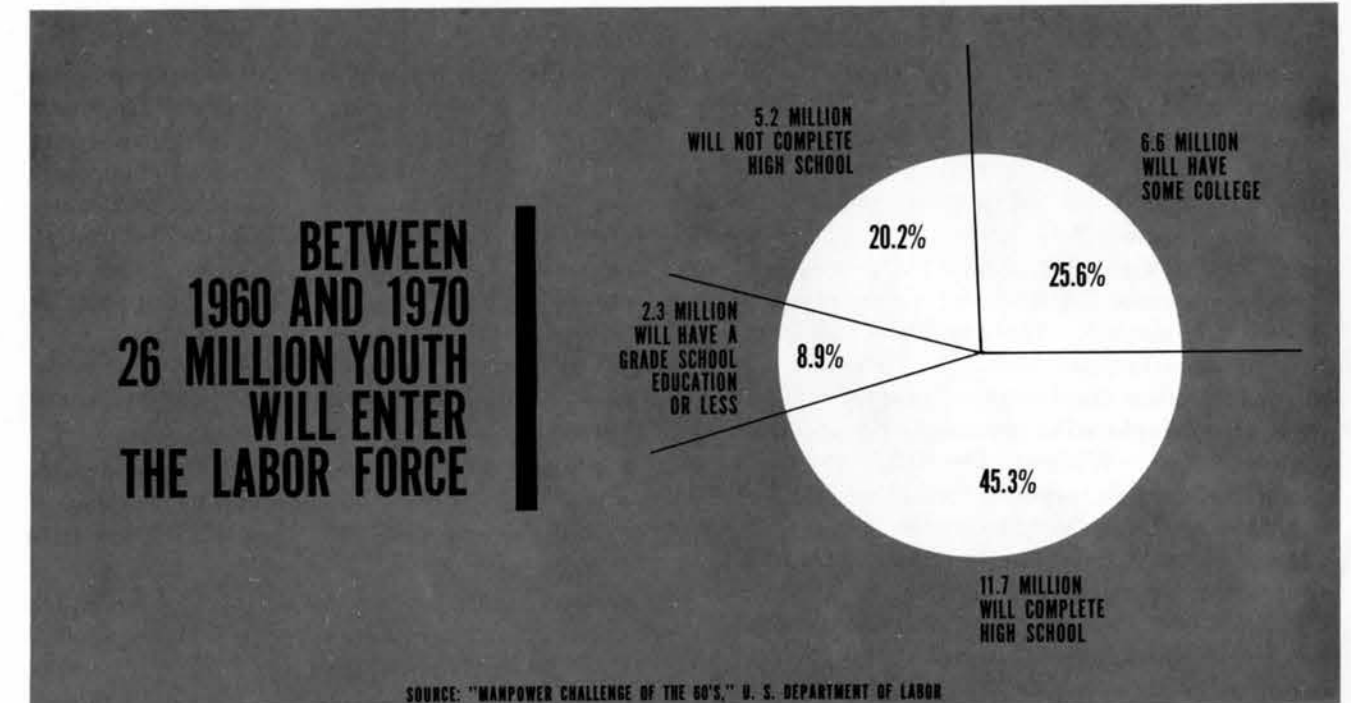


### The facts are startling:

- During the school months of 1962 from 600,000 to 800,000 young people between 16 and 21—as many as the entire population of cities the size of San Francisco, St. Louis, or Boston—were out of school and looking for jobs.
  - About 1 in 6 of all the unemployed who are out of school are 16- to 21-year-olds, although this age group makes up only about 1 in 14 of the Nation's labor force.
  - Unemployment among teenage Negro youth is double that of white boys and girls.
  - School dropouts suffer most from unemployment and have greater difficulty in finding work.
- Coupled with these sobering facts about the present is the even more disturbing outlook for the future. We face an unprecedented growth in the number of young people and a substantial reduction in the numbers of jobs traditionally open to youth.
- Twenty-six million boys and girls will leave school and seek jobs during the 1960's, 40 per-

cent more than in the 1950's. By the late 1960's three million new young workers will enter the labor force each year.

- If our current rate of youth unemployment persists, as the youth population increases, by 1970 the number of unemployed youth will be close to 1½ million.
- Only about 1 in 10 boys now living on farms can expect to make an adequate living in agriculture.
- In the 1960's, while the labor force is growing so rapidly, employment needs for unskilled workers will remain about the same and for farmworkers will drop about 20 percent. These occupations have always been an important source of beginning jobs for young men coming out of school. By contrast, jobs will rise by about 40 percent for professional and technical workers, and 20 percent for sales workers and for managers and proprietors.
- At the same time, more education and training is now required. The average professional or technical worker now has more than 4 years of college; clerical workers have more than a high school education.



The world confronting young people today is different from the world of their grandparents or parents. Old answers are outdated.

Before 1910 and even in the 1920's, many jobs were open to young people. Youths were needed on farms, were employed in local distribution and service trades, in factories, shops, and even mines. Nearly everyone could count on finding a job he could do with relatively little schooling.

These conditions no longer prevail. Our living and working standards as well as our job requirements now impose greater demands.

Automation, mechanization, and scientific advances are causing many unskilled jobs to disappear. Today's and tomorrow's jobs require higher skills, more maturity and judgment, and more experience.

More and more workers, both blue collar and white collar, are finding that their occupations differ materially from those of a decade ago. Most workers of a previous generation could expect, after learning a trade, to follow that trade as a life's work. Today, retraining and reeducation are being demanded.

The Armed Forces still provide training and education for substantial numbers of young men but in smaller numbers than formerly. Also, they take considerably fewer of those who score very low on the qualification test.

The failure of large numbers of boys and girls with above-average academic ability to enter college or, having entered, to graduate reduces the number of job opportunities open to the less able young worker. Studies by the National Science Foundation indicate that, nationally, less than half of those in the top third of their high school graduating class go on to graduate from college. Clearly, these youth are not benefiting fully from the educational opportunities open to them. The result is that they take jobs at less than their potential capacity, thus overshadowing other young people with lower abilities who would be able, nevertheless, to handle the jobs adequately if they could get them.

If the large numbers of boys and girls who are equipped to succeed in college completed the work required to train them for technical or professional jobs, the Nation would benefit by the fuller use of their capacities, and the shortage of skilled and technically trained manpower would be reduced. At the same time, the number of opportunities for less qualified young workers would be increased.

One major fact unites the hundreds of thousands of young people who are out of school and out of work. Confronting a world where jobs are scarce and diverse, they are unprepared to take many of those available today, and will be less prepared tomorrow as hiring requirements rise.



These young people differ widely in many personal characteristics. They include boys and girls, whites and nonwhites, farm and city youth, youngsters who have not finished junior high school and those with high school diplomas. They come from good schools and poor ones, with a wide range of abilities and attitudes toward work and the world about them.

Many of the unemployed youth live in congested city areas, surrounded by social disorganization, poverty, and despair. Their families usually occupy most inadequate housing. They are surrounded by other disadvantaged people, many of whom are unemployed or intermittently employed at low wages. Without successful examples among their elders to guide them, the youth of such families are unlikely to succeed.

Many of these slum families have come from rural areas where farm opportunities have declined sharply. Their financial resources are likely to be small, their understanding of city ways limited. Friends and relatives are of little value to them in finding a job. Coming from rural, sometimes segregated, schools, the preparation of both parents and children for city life and work is likely to be inadequate.

Girls as well as boys should take full advantage of the education and training available to them as teenagers. Girls' problems of jobfinding are most acute, not at school-leaving age but much later, when they are adults and their family responsibilities may require their entry or reentry into the labor force. Women already constitute one-third of the labor force, but girls, because they typically plan for marriage and homemaking, rather than career jobs, are too frequently content with acquiring only relatively low skills. Thus they are likely to be handicapped later in life when satisfying and remunerative employment may be so important to them.

Negro or other minority youth suffering from discrimination face even more cause for frustration, resentment, or defeat.

Opening job opportunities to unemployed youth means unlocking not one door but many. Discrimination bars some of them from jobs for which they are qualified. Some simply need additional training and preparation. Others are unable to read and write well enough even to apply for a job, let alone to perform one adequately. Some have never acquired the kind of self-discipline which is needed to work steadily. Many have not learned to find satisfaction and personal fulfillment through working. Some are unrealistic, holding out for jobs which are not available or which

make demands they cannot meet. Some are qualified, but cannot find jobs.

No simple way exists to lift these boys and girls out of their idleness and frustration. Hundreds of thousands of jobs and training opportunities are needed, in thousands of different communities and neighborhoods. The solution is difficult precisely because the need is immediate and urgent, responsibility is fragmented, and no single program can provide a major share of the opportunities required.

The solution to these problems must be sought in two directions. Two questions must be answered:

- What can be done now to make job opportunities available to the hundreds of thousands of young people now out of school and unable to find work?
- What should be done in the longer run to insure that opportunities for training and jobs will be available to the vastly larger number of youths entering the job market in the 1960's and 1970's?

We believe the proposals which we are presenting in this Report constitute a necessary minimum program to develop the potential present in our young people.

We believe further that the cost which they entail will be repaid many times over in the constructive energies which they release in these young people and in greatly reduced costs of dependency.

Private enterprise, the major source of all employment, necessarily has a major responsibility for employing youth. Both management and labor must recognize the importance of their roles in employing and training youth. However, both must support and work with public and private agencies, since only through an effective partnership of all forces can the problems be solved.

Such a partnership is imperative in order to marshal resources on many fronts at once. Both our immediate and long-range recommendations will be effective only if diversified resources are jointly committed to the attack on youth unemployment.

In many areas, substantial progress has been made. Some neighborhoods, cities, and States have identified problem areas, determined what action is needed by what agencies, and coordinated available resources in a concerted attack on the problems of jobs and training.

We believe that such efforts should be started in every community, and where they already exist should be extended and strengthened.



**1. We recommend that the governor of each State and the mayor of each city establish or initiate a continuing commission on youth affairs concerned with youth employment.<sup>1</sup>**

Where youth commissions already exist, the governors and mayors should see that youth employment is included in their charge, and that aggressive programs are sponsored to provide job and training opportunities. Where the commissions are operative but not aggressive, they should be revitalized.

In some areas, such commissions will need to be organized by counties, metropolitan districts, or appropriate local political subdivisions as, for example, the District of Columbia.

Such commissions should be representative and nonpartisan, and should include the agencies which deal with youth preparation and employment. They should weld existing resources—schools, employment agencies, employers, labor groups, service organizations, and welfare agencies—into a force to improve the opportunities for youth. A major task will be to develop public understanding of the problems of youth unemployment and of the close relationship between employment and effective education and training.

<sup>1</sup> One member dissented. His statement appears in the appendix, p.14.

State commissions should formulate policy and consider needs for legislation in the fields of education, counseling, training, labor standards, and research. They should develop a coordinated fact-finding program which will identify and describe unemployed youth, and which will locate and describe existing jobs. It is expected that the additional costs, if any, of operating these commissions will be met from State, local, and private sources.

Local commissions should coordinate the activities of local public and private agencies responsible for education and training, jobfinding, and counseling and guidance. They should be the channel for developing and coordinating programs for youth employment to meet the needs of their communities, and of specific neighborhoods where the need is the greatest.

Here is where the problem is, and here is where the solution must be found. Federal programs for full employment, aid to vocational education, and subsidized work experience are of major importance in meeting the challenge, but they must make their impact in the local community. Local management, labor, citizen groups, schools, and other agencies should join together to determine what is to be done, how each can help, and what timetable is to be adopted.



2. Employers (including private business and industry, and private and public agencies) and unions should reexamine their hiring, training, and promotion policies and programs to see how they can better employ young people. Vital to this recommendation is the elimination of discrimination against minority youth.

These efforts should seek to:

- Reduce education and skill requirements, where practicable, for beginning level jobs, and set up appropriate on-the-job training programs. Demonstration projects indicate that many young people who now cannot get jobs have, in fact, considerable potential if they are properly prepared.
- Develop training programs to facilitate the upgrading and promotion of employees to higher level jobs, thus creating vacancies at beginning levels for which unemployed youth may be hired and trained.
- Review possibilities for undertaking work of economic usefulness which is not now being done. The Committee is convinced that with imagination and determination many job opportunities (including part-time jobs) could be made available to youth. Business and industry, voluntary agencies, social service groups, and local, State, and Federal agencies should all examine their needs to determine how many young people they could usefully employ at such tasks.

The facilities of the 1,900 public employment offices of the State employment services affiliated with the United States Employment Service are an important locally available resource to assist employers, schools, and community agencies in helping youth to make the transition from school to work.

We urge the United States Chamber of Commerce, the National Association of Manufacturers, and other employer groups both private and public to endorse the proposals in this recommendation and to join in a national effort to promote them among their members.

3. Unions as well as employers should re-examine and revise those rules, contract provisions, and practices which unduly restrict the entry of youth into beginning jobs. Vital to this recommendation is the elimination of discrimination against minority youth.

To open up established apprenticeship programs for unemployed youth, sponsors of these programs

should institute pre-apprentice training. This preparation, lasting 1 to 6 months, would be conducted off the job. Young persons would thereby acquire elementary knowledge of tools and skills needed to make them productive from the first day of employment in regular apprenticeship programs. Upon successful completion of this training, the individual would be admitted to established apprenticeship programs, with credit allowed for the time spent in pre-apprenticeship training. Provision should be made for suitable training allowances to pay for transportation and incidental expenses. Costs should be borne by industries, unions, and vocational education and other existing funds. The program would offer effective and practical screening for apprenticeship training, helping both employers and unions to get better qualified apprentices.

Where collective bargaining agreements prevent the carrying out of this recommendation and the preceding one, unions and employers should negotiate changes and cooperate in establishing programs designed to encourage youth employment. The AFL-CIO is urged to lend its support and encouragement to such efforts and to seek the cooperation of its member organizations.

4. To expand apprenticeship training to new trades and to open up apprenticeship opportunities, the Secretary of Labor should arrange for a study and review of apprenticeship training programs and future needs.

Changing technology, labor mobility, shifting occupational requirements, and developments in teaching techniques all point to the necessity to increase both the quantity and quality of apprenticeship training, and to extend those programs to new occupations.

5. School boards and other school governing bodies in local communities should develop within their systems intensive programs to bring inadequately educated out-of-school youth up to at least minimum standards of employability immediately.

Local school systems should set up crash programs for the great numbers of boys and girls who are out of school and unable to get jobs because they lack basic skills in reading, writing, speaking, and the use of numbers. Such programs will require that funds be made available to obtain adequate classrooms and skilled teachers, able and anxious to impart the minimum skills which will enable these young people to find and keep jobs.

6. A Federal program for urban and conservation employment and training of youth should be enacted promptly.<sup>2</sup>

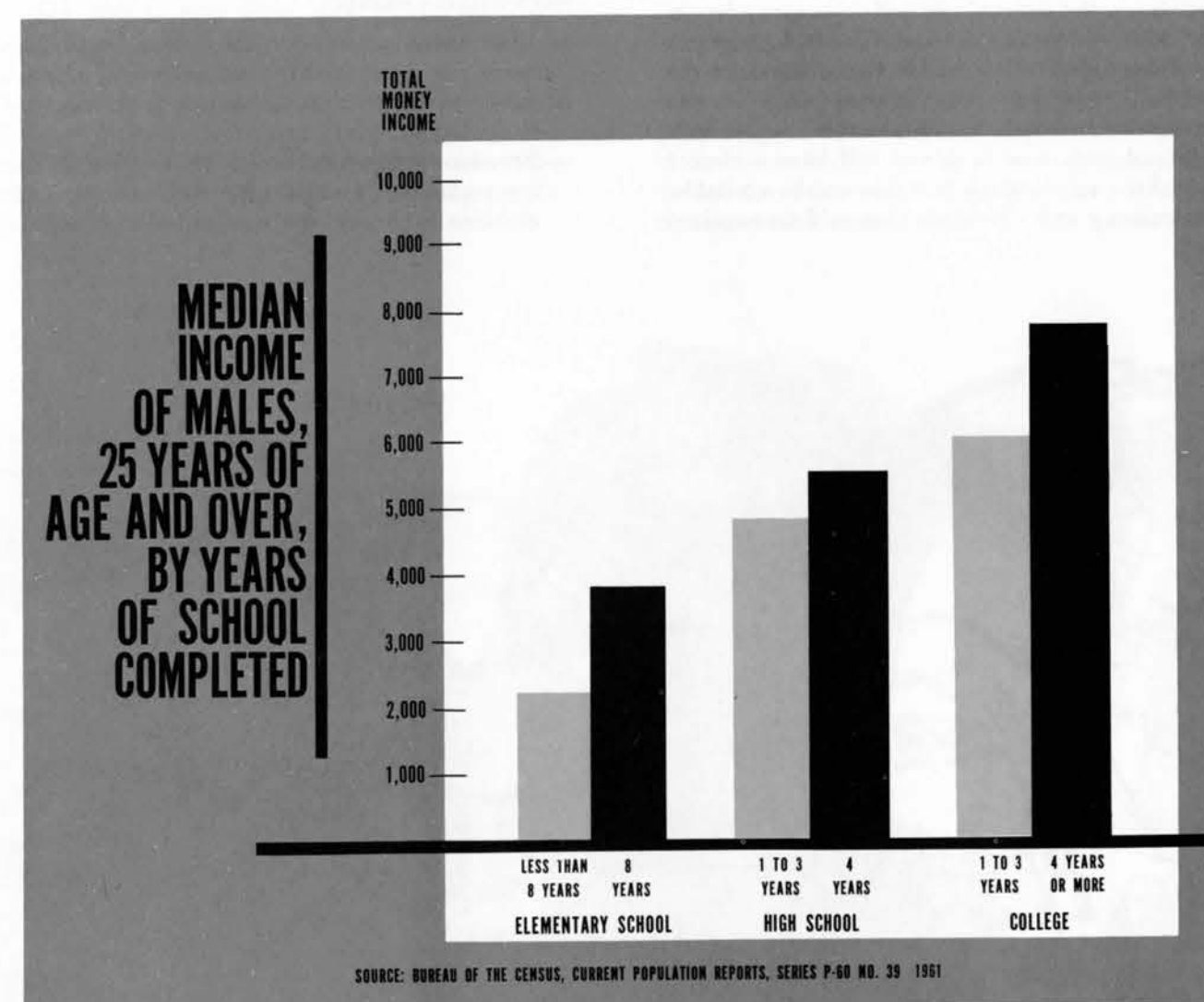
Youth unemployment is so serious and so widespread that special opportunities for employment and training in urban and conservation projects which will increase the employability of youth are necessary under conditions that will provide disciplined work experience. We support a \$100-million appropriation each year for 3 years for this purpose. Future use of this approach on a longer range basis should depend both on need and on the success of this initial venture.

7. The Manpower Development and Training Act should be amended so that a more

<sup>2</sup> Two members dissented from this recommendation and five members wanted a stronger statement. Their views appear in the appendix, p. 14.

realistic proportion than the present 5 percent of annual training allowances in the act be made available for unemployed youth. In addition, training allowances should be provided for young people 16 through 18 years of age who have been out of school and out of work for 1 year or more.

The present law provides that 5 percent of the total training allowances paid annually may be used for youth. Substitution of a higher percentage would permit more young people to enter training programs. Extension of training allowances to younger boys and girls would assist them, as circumstances required, to get the training they must have if they are to find jobs.





## FUTURE JOBS FOR YOUTH

More and more young people are reaching working age each year. By 1970 the number of boys and girls reaching 18 will be 3.7 million—about one-third more than the 2.8 million in 1962.

While making opportunities available for the hundreds of thousands of young people now out of school and not at work has the highest priority, we must without delay start work on programs which will not only keep the number of unemployed youth from rising as the population grows, but will cut it down as rapidly as possible.

The answer to our long-range problem is a double one: more jobs that young people can fill, and better preparation to equip them for their future jobs.

As we have previously noted, more jobs for more young people depend primarily upon an increase in the Nation's rate of economic growth. But other than economic measures and programs are also needed. Most important of these are the revision, expansion, and improvement of the various means of education and training, so that boys and girls now in school will have a clearer idea of the nature of the jobs that will be available, the training and education that will be required

of them, and the avenues of advancement open to them.

The link between job opportunities and better preparation is very close. In fact, one of the most fundamental conditions of future sustained economic growth is a better educated and better prepared youth. We believe that investment in the education and training of workers has a positive influence on the growth of our economy and the prosperity of our people.

Specifically, we make the following long-range recommendations:

**8. Local school boards and school administration officers should take the necessary steps to improve teaching methods and strengthen curricula for those young people going directly to work from secondary schools.**

Such actions should:

- Identify nonachieving children early, with the reasons for their failure.
- Institute remedial teaching where this is indicated.
- Broaden curricula to provide courses and teaching techniques aimed at meeting the needs of children who are not academically oriented.

d. Make available work-experience courses for pupils at ages under 16 where such courses seem advisable as an aid in teaching work habits and holding the interest of children who might otherwise drop out of school.

e. Set up programs to teach those youth who, having left school, are aware of deficiencies in their schooling or want further training.

f. Make available, for all youth capable of benefiting from it, an additional 2 years of school beyond high school. These years should be used to provide more adequate preparation for sub-professional and technical occupations and should serve to improve the basic education of those who will not go on to college.

g. Expand and improve guidance and counseling services to help pupils plan their school and work careers and assist them in managing their personal and developmental problems.

Our schools face what may be the principal challenge of 20th century public education in gearing their programs to meet the rapid changes in our economy and technology. While the schools have other goals besides the preparation of boys and girls for work, they bear an important share of the responsibility for equipping young people for jobs.

More children than ever before are attending high school and the number being graduated is larger than ever before, yet 1 out of 3 leaves high school before graduation. This dropout rate is totally unacceptable in a nation whose future depends upon greatly increased competence and skill.

The dropout problem must be attacked in the home, the school, the church, local voluntary organizations, employment offices, and any other place where youth, at a critical period in their lives, can be helped toward fuller development of their potentials. A major focus lies in the schools, which should provide a wider variety of teaching better geared to the needs of different types of pupils, as well as exploratory work experiences responsive to their needs and capable of arousing and holding their interest and participation.

School administrations should provide challenging programs for the outstanding students. At the same time, schools should develop the full potential of those students whose top goals do not include graduation from college. While this proposal is not new, its vital importance is sometimes overlooked in our eagerness to encourage the fullest development of those who show promise in science and mathematics.





Counseling and guidance are important. Counselors can help young people plan their school and work careers, and can do much to help in the solution of personal and developmental problems which block effective planning and achievement. A clearer knowledge of the kinds of jobs available, the preparation they require, and the rewards they offer would do much to help young people prepare for and find jobs and advance as they grow in competence and skill.

In a school system operated in 50 States, under thousands of school boards and authorities with widely divergent views of education, levels of support, and number and types of pupils, any generalization is bound to have its limitations. Nevertheless, in discussing national problems, some generalizations are necessary. Many schools do a good job of preparing their students for the future. Many have been inadequately supported and financed, and for this and other reasons have failed to reach their pupils effectively.

We believe, however, that the problems of *all* schools are growing, and that if they are to bear their necessary share of preparing pupils for a more complex future they must be given more adequate financing, greater public understanding and support in their attempt to reach all children, and increased recognition as a major instrument of guidance and leadership.

Many schools have made strenuous efforts to adjust their facilities to the tremendous influx of new pupils, and to develop programs to meet the needs of changing methods and technologies. Some have fallen behind in this struggle, and fears are widespread that the gap will widen.

Many of the youngsters who have not been able to get jobs are poor performers in school; many are dropouts. Their attitude toward school, whether resulting in their retreat from full participation or in their actual physical withdrawal, reflects a decision that school is not giving them what they want. However subjective and self-defeating this decision may be, it is a fact which must be dealt with if we are to achieve substantial improvement in education and training.

#### **9. Additional funds must be provided to enable the schools to extend and improve their programs.<sup>3</sup>**

School boards and school superintendents are generally aware of the needs of their school districts. Improved school programs can be pro-

vided only if resources are made available. In the cities, particularly, school administrators are struggling to operate present school programs with too few teachers, not enough buildings (many of them obsolete), and inadequate budgets. Addition of another 2 years of school, special programs for those who now drop out, supervision of extensive work-experience programs, increased counseling services, and the like require funds for added staff, added buildings and equipment, and increased operating costs.

The resources required to eliminate youth unemployment are substantial. Yet the sound and wise choice is not simply between spending the money or not spending it. Inevitably, large sums will be spent on youth whether jobs are made available or not. But if we as a nation can provide more and better education for boys and girls through schools and on-the-job training, we will certainly pay less for welfare measures, control of delinquents, and other tangible and intangible costs of failure to prepare young people for life. To a significant degree, our choice is between fruitful investment for the future and heavy expenditures to combat the social costs of idleness. Our response must be clear and unequivocal.

The resources for increased and improved education, including teachers, buildings, equipment, and maintenance, can be supplied through increased local, State, and Federal taxes or private programs, provided by labor and management in the training programs they set up, or they can result from a combination of these sources.

Where necessary and possible, local school districts should immediately increase school taxes. Since local districts depend heavily on the real property tax, and in many States the rates are constitutionally restricted, there may be severe limits upon further local financing. States should determine their individual needs and should make immediate and substantial additions to school funds to achieve the goals of these recommendations. We urge the Congress to recognize the Federal responsibility in reference to the programs set forth in the Report.

#### **10. The Secretary of Health, Education, and Welfare and the Secretary of Labor should cooperate to improve vocational counseling. Specifically, they should:**

- a. Give immediate encouragement and such assistance as is necessary to State departments of

education and State employment services, and through them to local schools and employment offices, to provide special training programs so that vocational counselors may be more adequately prepared, especially to help those young people who plan to go directly from high school to work.

- b. Set up a clearinghouse to gather and disseminate information on successful vocational guidance, counseling, and motivation programs.

#### **11. Existing vocational education laws and practices should be reexamined by the Congress and State vocational education authorities.**

Where necessary these laws and practices should be revised to:

- a. Eliminate irrelevant or out-of-date limitations on the availability of Federal funds.
- b. Strengthen the vocational and technical education programs by offering Federal reimbursement for training in more and different occupations. Information about job trends from public employment services, counseling and guidance organizations, as well as occupational outlook materials, should be used in determining new vocational education programs. Courses for out-of-school youth should be either on a part-time or full-time basis, regardless of whether the youth is employed in the trade for which he seeks training. These courses should provide for teaching of short-term or long-term occupational skills.
- c. Provide for a continuing reexamination of programs and expenditures so as to assure that they reflect changing job needs and patterns.
- d. Insure that Federal vocational money should go only to States where the vocational education courses are open to all without regard to race, creed, or color.

#### **12. Area skill centers, or technical or vocational schools, should be established in many new central locations.**

Developed and administered by cities, counties, school districts, or other governmental units, these schools should draw their pupils from a large enough area to permit full staffing and equipment, and should offer a wide variety of courses. The size of the area served will vary; there may be a number of centers in a large city, or a single center for several counties. The schools should be open to adults as well as young people for full-time and part-time instruction. Their entrance dates should

<sup>4</sup> Two members dissented from this recommendation. Their views appear in the appendix, p. 15.

<sup>5</sup> One member dissented from this recommendation. His views appear in the appendix, p. 15.

be flexible, and times at which courses are offered should be spread over both day and evening hours. The curriculum in these schools should provide training for any occupation in which a job may be reasonably expected and for which youth may be qualified. Training programs for high or less demanding skills should be adequate and of reasonable duration in order to prepare boys and girls for the occupations they propose to enter.

#### **13. The Secretary of Labor and the State labor commissioners should reexamine certain child labor provisions and practices to determine the extent to which minimum and carefully safeguarded changes may be appropriate to help youth acquire suitable work experience in connection with their schooling.**

The Committee believes that many boys and girls could benefit from extension of school-work and work-experience programs and that some limited changes in laws and regulatory practices could facilitate the expansion of such programs without undermining existing safeguards. To this end the Committee suggests that consideration be given to:

- a. Establishment of experimental programs to determine the feasibility of minor modifications in child labor standards to permit participation of boys and girls of 14 and 15 in meaningful school-work and work-experience programs, where such participation is recommended by the school authorities and where the school authorities cooperate in and supervise the programs.<sup>4</sup>
- b. The extent to which the Secretary of Labor, under his existing authority and consistent with the protection the law requires, should set special minimum wage rates to encourage the development of suitable school-work programs.
- c. Revision of the coverage of so-called hazardous occupation orders in State laws which restrict the employment of youth under 18, so as to extend the protection of such orders to youth in occupations which provide new hazards, and to withdraw those orders where the hazards no longer exist.<sup>5</sup>

Much has been made of the barriers which child labor laws put in the way of youth employment. After careful examination of the provisions and application of these laws, we have concluded that they do not materially limit jobs for youth, except

<sup>3</sup> Additional views by individual members appear in the appendix, p. 15.



insofar as they achieve their intended purpose. Their modification would contribute very little to youth employment, but on the contrary removal of the protection would do great damage.

Recent experience suggests, however, that work-study programs do hold promise for keeping some young people in school who might otherwise drop out. More dropouts leave school at age 16 than at any other age. The present laws restricting part-time employment during school hours for youth under 16 make it impossible for many of these youngsters to try out a combined school and work program before leaving school. Arrangements under which potential dropouts of 14 and 15 are permitted to work part-time during school hours, under close supervision and as part of their education program, might measurably reduce the number of school dropouts. Experimental programs directed toward these objectives should be encouraged.

**14. The educational opportunity afforded by school attendance laws together with the protection of child labor laws should be extended to include all children in the school district, including those of migratory farm-workers.**

Equality of protection as well as of educational opportunity is a birthright of all children.

Neither should be denied to boys and girls, whether they live or work in cities, on farms, or in migratory camps with their parents.

**15. Young men should be given the pre-induction examination at the time of registration for Selective Service, or as soon as possible after they are 18, to permit the early identification of physical or educational defects and the introduction of remedial programs.**

Current pilot programs for the rehabilitation of those rejected for military service on physical grounds should be applied to all; the program should be extended to include those rejected be-

cause of inadequate education and attainment. The Selective Service System, the Department of Defense, and the Department of Health, Education, and Welfare should cooperate in these efforts.

## **ADDITIONAL STEPS NEEDED**

Certain additional steps are needed to supplement and strengthen these recommendations.

**Essential factual and statistical information on the Nation's labor force and manpower resources and requirements should be obtained in greater detail. Existing data have materially aided the Committee in its work, but much more information is necessary if, as a nation, we are to deal intelligently and imaginatively with the training and employment of our youth.**

The Committee urges that more information be developed regarding (a) the age, sex, education, race, residence, and employment characteristics of youth; (b) present and prospective job vacancies and opportunities; and (c) the experiences of various pilot or local "jobs for youth" programs which have been undertaken in scattered communities. Some of this information must be compiled by appropriate Federal agencies; other data can come only through the resourcefulness of local communities.

We urge also that a major campaign be undertaken, using all forms of mass communications media, to inform the public about youth unemployment and the measures needed to combat it. A massive well-directed information campaign could do much to advance the programs suggested here to promote jobs and education opportunities for youth.



## **CONCLUSION**

Young people face a world of promise and unprecedented challenge.

They are confident, eager, and anxious to enter and to succeed in the adult world, as were their fathers and grandfathers. We must not allow this venturesome spirit to be dulled by the discovery that jobs do not exist, or that those that do are out of reach.

Young people today must be determined and adaptable if they are to fit into the rapidly changing world of jobs and careers. They must be much better prepared than were their elders. But many thousands of them lack an understanding of the preparation required. At the moment, for them the rewards lie behind an invisible curtain which, unaided, they cannot lift.

The challenge is not to youth alone, but to all of us. It is a challenge to our determination to conquer a fast-growing new problem with deep roots and many branches, and to our willingness to substitute new ideas for old habits and patterns.

New and stimulating policies for education and economic growth are required. Fresh approaches are needed in the responses of management and

labor toward the hiring of youth. Youth itself must adopt new attitudes toward preparation and employment. Parents, teachers, and counselors can help young people look realistically at school and work opportunities. All of us must share with youth the sense of pride and responsibility that comes from doing well even the simplest job.

Our recommendations highlight what needs to be done to bridge the gap between school and work for millions of maturing boys and girls. To be effective the recommendations should be implemented promptly and vigorously supported on a broad scale in every community, with the closest coordination between responsible agencies.

The challenge is urgent, the task is large, the time is now. The task cannot be delegated, and must not be sidestepped. Both public and private groups at every level—local, State, and Federal—must participate wholeheartedly and unselfishly to assure success.

Every citizen has a stake and a share in this responsibility—an obligation to see that today's youth meet tomorrow's destiny well-educated, well-trained, and well-equipped, ready and prepared for the world of work.

## APPENDIX

Individual Committee members have submitted the following additional views. In several instances the members disagreed on specific recommendations or proposed additional recommendations; in others they differed on broader matters of viewpoint and approach.

Members' statements on specific recommendations appear first, followed by the more general comments.

### **RECOMMENDATION 1, regarding the establishment of State, city, or local commissions specifically charged with youth employment.**

Statement by Dr. Howard Dawson, Executive Secretary Emeritus, Department of Rural Education, National Education Association:

"I suggest that Recommendation 1 be amended to read: We recommend that the governor of each State and the mayor of each city, **and the executive board or body of each of the other major units of local governments**, establish a continuing commission on youth affairs concerned with youth employment.

"The emphasized part of this sentence is the wording of the amendment.

"This amendment will provide for the units of local government not included in cities and also for the District of Columbia. Such units of government should also have a 'continuing commission on youth affairs.'"

### **RECOMMENDATION 6, on the need for a Federal program for urban and conservation employment and training of youth.**

Statement by Eli E. Cohen, Executive Secretary, National Committee on Employment of Youth, New York, N.Y.; J. A. Beirne, President, Communications Workers of America, AFL-CIO, Washington, D.C.; Mrs. Mildred M. Jeffrey, Community Relations Director, United Automobile, Aerospace and Agricultural Implement Workers, AFL-CIO, Detroit, Mich.; Joseph Monserrat, Director, Migration Division, Puerto Rico Department of Labor, New York, N.Y.; and Whitney M. Young, Jr., Executive Director, National Urban League, New York, N.Y.:

"While we are gratified to find an overwhelming consensus among members of the Committee in favor of a Federal program for youth employment, we believe it would be more relevant to this Committee's activities to support specific legislation now before the Congress. For this reason, we would prefer to be recorded in favor of the program supported by the Administration and contained in Senate bill S. 1 and House bill H.R. 1890. We wish to emphasize that the need is too vast and critical to place a limit of \$100,000,000 per year on the appropriation, or to suggest a demonstration approach."

Donald J. Hardenbrook, Chairman of the Board, National Association of Manufacturers, and Richard Wagner, Chairman of the Executive Committee, U.S. Chamber of Commerce, opposed Recommendation 6. Their dissents are included in their general reactions to the Committee report, and are expressed below under General Comments.

### **RECOMMENDATION 9, on the need for increased sources of financial support for the schools.**

Statement by James F. Oates, Jr., President, Equitable Life Assurance Society of the United States, New York, N.Y.:

"In view of the complex and critical nature of the youth unemployment problem, and the mission of this committee to try to define and recommend broad courses of action to deal with it, we have been required to make many recommendations without detailed analyses of costs and the means available for meeting them.

"In the one case where we did propose a cost limit (of \$100,000,000 per year for 3 years in Recommendation No. 6) we did so, in my judgment, to stress our conviction that the federally subsidized work experience approach should be limited and experimental until we have gained experience enough to evaluate its results, not because we felt competent to cost out such a program in detail. Furthermore, we were guided in our thinking respecting a financial limitation by the figures provided in the Administration bill considered by Congress last year.

"Detailed estimates of costs, together with the evaluation of the priority of the youth employment needs relative to other needs are, of course, essential prerequisites to undertaking the programs we have recommended. Federal, State and local governing bodies, together with the President, and State and local executives and administrators, will, of course, be in the best position to determine priorities and to take appropriate steps to keep the financial burden within prudent limits. I record here, however, my deep conviction that the youth employment needs should have an extremely high priority, and that they appear to me to justify substantial additional expenditures, hopefully counterbalanced by savings in areas where governmental assistance is less necessary."

### **RECOMMENDATION 13a, on revisions of child labor provisions in Federal and State laws.**

Statement by Dr. Howard Dawson, Executive Secretary Emeritus, Department of Rural Education, National Education Association:

"I think this recommendation should be stricken, because I think it would be unwise to relax the standards it has taken so long to attain. I look askance upon opening the door to renewed exploitation of children in the labor market."

Statement by Cornelius J. Haggerty, President, Building and Construction Trades Department, AFL-CIO, Washington, D.C.:

"I most strenuously object to that section of the Report which would call for and encourage relaxation of the existing child labor laws. The trade union movement, since its very inception in this country, has devoted a great deal of its energies toward the abolition of child labor, and I fail to see how renewed exploitation of children to any degree would ever help solve the tremendous problem of youth employment which we have before us."

### **RECOMMENDATION 13c, on revision of the hazardous occupation provisions of the child labor laws.**

Statement by Cornelius J. Haggerty, President, Building and Construction Trades Department, AFL-CIO, Washington, D.C.:

"I am further opposed to that section of the Report which would open the door to the employment of children in the hazardous occupations. We feel that the so-called hazardous occupation orders which restrict the employment of youth under 18 are presently inadequate, and rather than being relaxed should be strengthened and enforced for the ultimate protection of our youth."



Further recommendations by Mary Conway Kohler, Consultant on Youth Employment, New York, N.Y.

**1. Employers, unions, the Government, and individuals must all examine their policies—as well as their consciences—to the end of furthering youth employment opportunities by eliminating such practices as: (a) overtime hours of employment; (b) moonlighting; (c) jobholding by pensioners.**

As this Report has shown, a crisis exists today among our young people because of the serious lack of employment opportunities. Times of crisis require dramatic—sometimes painful—action. Therefore: (a) We call on employers and unions to reexamine policies and attitudes toward overtime. It is understandable that employers often prefer to schedule overtime rather than to hire extra workers. It is also understandable that employees seek to put in extra hours at increased pay. However, we are convinced that employers and workers alike will benefit in the long run from the greater economic stability and broader social cohesion that will logically follow an expansion of employment opportunities in our country. (b) We call on employers, unions, and Government to join together in a campaign to eradicate or substantially reduce the practice of moonlighting. Moonlighting (the holding of two jobs by one person at the same time) often involves—in the second or subsidiary job—the kind of low skill work that young people without special training can do; e.g., pumping gas, waiting on tables. By helping youngsters to gain a foothold on the job ladder, even at a low-skill, low-paid job, we are accomplishing more than merely providing them with an alternative to idleness. We are providing them with an incentive to seek further training and higher levels of employment. (c) In the same spirit and for substantially the same reasons, we call on pensioners with incomes sufficient to maintain themselves to withdraw from the kinds of employment that can be performed by untrained youngsters. And so long as it does not work undue economic hardship upon such persons, we ask that employers and unions encourage such withdrawal.

For these reasons we ask the affiliates of the AFL-CIO and the Chamber of Commerce, National Association of Manufacturers, trade associations, and other national employer groups to educate their membership to the ultimate danger to society of these practices.

**2. That Government encourage the companies with which it does a substantial amount of business to carry on regular programs of apprenticeship as a means of providing more training and employment opportunities for young workers.**

Many young people desiring to acquire a skill cannot find employers willing to provide them with traditional broad apprentice training. As a result, many youngsters who would prefer to be training for the jobs of the future are wasting their days in dead-end employment.

This is more than merely a personal problem, affecting only the young people concerned. It is a national problem. The continued strength and security of our country depend on a continuing supply of young men and women capable of building, operating, and repairing the complex equipment of a technological age. Therefore, the Government should require contractors for Government work to train apprentices in numbers that are in proportion to the dollar value of their contract. The total should be determined by the estimates of future needs made by the National Council on Apprenticeship Standards.

If necessary, a requirement of this kind should be enacted into law.

**3. Youth employment counselors should, where practicable, be designated from the personnel of the 1,900 public employment offices of the State employment services affiliated with the United States Employment Service in the 50 States. They should receive special training to help them function as youth counselors.**

Located as these offices are, they can become a strategic community resource in aiding young people in their transition from school to work. By establishing a close working relationship with guidance personnel of the schools they can better align school preparation with job placement conditions. They can work with employers, labor groups, and community agencies in helping adjust youth to labor market conditions.

## GENERAL COMMENTS

Statement by Donald J. Hardenbrook, Chairman of the Board, National Association of Manufacturers, New York, N.Y.

“These separate views regarding the Report of the President's Committee on Youth Employment are directed more at its omissions than at its accomplishments.

“In our opinion, the Committee has failed to explore adequately the existing and potential barriers to the employment of youth and to indicate clearly the relationship between their recommendations and the removal of these obstructions. Further, the Report concentrates on improvement of the quality of the labor force, and makes no significant recommendations as to ways to increase the demand for younger workers.

“An example of the failure to distinguish carefully the causes of the problem is found in the introductory section of the Report. We are told, for example, that more than 600,000 young people are currently out of school and looking for jobs. No estimate is provided, however, as to whether their inability to find employment is related to an inadequate demand, to insufficient preparation or adaptability, to the wage structure, or to some combination of these factors. Without such an analysis it becomes impracticable, if not impossible, for the reader to evaluate the merits of the recommended programs.

“The second weakness in the Report is illustrated by the fact that although the President twice referred to the need for increasing the number of job opportunities for younger workers in his Economic Report, this Report gives no more than passing recognition to this aspect of the problem. At one point, for instance, the President said, ‘Yet past experience tells us that only sustained major increases in production can reemploy the jobless members of today's labor force, create job opportunities for the 2 million young men and women entering the labor market each year, and produce new jobs as fast as technological change destroys old ones.’ In another context the President said, ‘Our need today, then, is . . . most important, by means of stronger markets and enlarged investment, to provide jobs for the unemployed and for the new workers streaming into the labor force during the sixties—and, closing the circle, the new jobholders will generate still larger markets and further investment.’

“The two weaknesses are, of course, closely related. A more careful delineation of the roots of the problem would have focused the attention of the Committee on the growth aspects. At the same time, failure to discuss this area in depth inevitably has the effect of casting doubt on the adequacy of the Report's conclusions as a solution to the problem being studied.

“In addition, we must request that we be specifically disassociated from the recommendation that ‘A Federal program for urban and conservation employment and training of youth should be enacted promptly.’ This recommendation is equivalent to a specific endorsement of the Youth Employment Act (S. 1 and H.R. 1890) which is currently before the Congress. We do not believe that it is appropriate for this Committee, which was established as a study group rather than a legislative committee, to take a position on specific legislative proposals. Secondly, the Committee has not made a particular study of this proposal and, as has been pointed out to the Committee, industry has, in the past, opposed both the establishment of the Youth Conservation Corps and the other proposals in this bill which appear to be closely related to programs of Federal aid to education.

“In another area, although the Report gave welcome emphasis to the need for action at the State and local levels, it is somewhat disturbing to note the frequent references to increased Federal funds for education which appear in the Report. In our view, education is a field that traditionally has been and is being well handled on the State and local level. Local school systems know and can satisfy the needs of their pupils better than any centralized authority. The proposals in this Report, in several instances, appear to be little more than a backdoor approach to Federal aid to education under the guise of offering a solution to the problem of unemployment among youth.

“Also, there appears to be a reasonable question as to whether the Report's analysis is adequate in this area and as to whether the link between education and employment is as simple



and direct as the Report implies. For example, the Council of Economic Advisers commented in its recent report that: 'The incidence of high unemployment has fallen most sharply on young persons newly entering the labor market. The inadequate rate of growth in job opportunities has resulted in new entrants encountering special difficulty in finding jobs despite their better educational qualifications. Though lacking in experience and specific skills, young entrants to the labor force are better educated than the average worker and significantly better educated than older workers retiring from the labor market. This has resulted in an increasing proportion of younger persons entering the white collar and more highly skilled occupations, but has not prevented a dramatic rise in the unemployment rate for the group as a whole.'

"Further, the Bureau of Labor Statistics study of 'Employment of High School Graduates and Dropouts in 1961' indicates that more than 70 percent of those who had left school earlier in the year, 1961, were employed by October of that year. This raises a very real question, which has not been explored, as to whether the failure of the remainder to find employment stemmed from the lack of a high school diploma or from some other reason.

"We might also note that the Report's recommendation that industry develop training programs for younger workers disregards the amount and value of training which is currently being provided for employees. Company training activities have grown over the years to major proportions and are being steadily expanded in keeping with the growth of individual firms. These programs are, of course, designed to improve the skills of younger workers as well as those of more experienced employees.

"On balance, however, the weaknesses of the Report appear to be related more to its failure to grapple with the reasons for youth unemployment than with the specifics of its positions. To a great extent, unemployment among youth is an integral part of the whole problem of unemployment in the economy, and this stems, in turn, from the need for a more vigorous rate of business growth. We have discussed what seem to be the underlying causes for the recent sluggishness in our economy at other points. It is sufficient for the purposes of this comment to point out that there appear to be three areas which hold especial promise in stimulating the growth of our economy. First, it would seem worthwhile to examine the relative positions of labor and management in the bargaining process with a view to limiting the undue preponderance of power which the law gives to labor unions at the present time. Secondly, there is widespread agreement as to the need for a thorough overhaul of our present tax system as a means of reducing the barriers to capital investment. Finally, there is a real need for improving the economic climate in which businessmen make their decisions.

"To sum up, then, we believe that there is agreement that unemployment among younger workers is at an unacceptably high level, and that an adequate program to correct this situation is one containing elements of two general approaches. One is to increase the level of training and awareness of employment opportunities among younger people. The other is to increase the total number of jobs in the economy. The Report dealt at some length with the first of these problems, but virtually ignored the second. As a result, the Report appears to be lacking in precision and depth in its analysis, and balance in its recommendations."

**Statement by James F. Oates, Jr., President, Equitable Life Assurance Society of the United States, New York, N.Y., on relationship between minimum wages and youth employment.**

"At the final meeting of the Committee, I submitted for consideration a relatively simple and brief recommendation, as follows: Any future consideration that may be given by the Federal Government or the States to increasing minimum wage standards should include a careful assessment of the potential effect on youth unemployment of any changes in minimum wages. From the decision not to include this statement, or one comparable to it, I must respectfully dissent because the relationship between further increases in minimum wages and youth unemployment should, in my judgment, be given the most thoughtful consideration by the appropriate authorities."

**Statement by Richard Wagner, Chairman of the Executive Committee, Chamber of Commerce of the United States, Washington, D.C.**

"The business community is and has been aware of the mounting unemployment among American youth and of the serious consequences of such unemployment. No other segment of the leadership of the Nation is more sincerely interested in or more earnestly seeking solutions to this aspect of the unemployment problem than business.

"Rapid changes in both industrial and marketing processes must be recognized to be both desirable and necessary. Hence, the development of American manpower must proceed in the light of such continuing changes within our economic system. Educational institutions, Government programs, and the legal structure surrounding the processes of human growth and development must be adapted to these changing demands on and for trained manpower.

"The President's Committee on Youth Employment will have served a worthy purpose if it calls to the attention of people in every State and community the critical need to press for such adaptations in their local and State educational and governmental processes relating to the development and employment of youth.

"The importance of the youth employment problem should not obscure the fact that comparatively little is known about many aspects of the problem. The research on employment opportunities and the potentiality of the unemployed (including the young unemployed) to be trained for such opportunities was the first order of business of the Manpower Development and Training Act under Title I. The President's Panel on Vocational Education quite clearly spelled out the need for modifications in our secondary schools in terms of noncollege-going youth.

"Much more information about both economic opportunities and human potentials to fill them is, in our opinion, prerequisite to effective local, State, or Federal action to resolve problems of youth unemployment. We must dissent, therefore, from the imperative tone of the Committee's report which presumes to stem from a documented certainty about effective solutions to fully described problems. No such documentation is presented. Furthermore, it is only a Committee assumption that such solutions, once identified, must be subsidized by the Federal Government in order to be activated.

"In this respect, the statements of the report suggesting Federal subsidization of made-work for youth must be recognized as nothing more than a holding process to get out-of-school, out-of-work youth off the streets of the cities.

"The only precedent for a Youth Conservation Corps stems from the much more serious unemployment problems of the depression 1930's—and even the CCC was recognized to be only a palliative. There is no comparable recession or probability of it today, and no comparable degree of unemployment. We therefore see no justification for proposing a comparable program and dissent from recommendation No. 6 to endorse a youth employment bill.

"Rather we would urge a fuller implementation of the research mandate given to the Department of Labor in Title I of the M.D. & T.A. and a modification of the Vocational Education Acts to bring vocational guidance and training programs presently subsidized by the Federal Government into line with available job opportunities in both trade and service occupations. Recent 'dropouts' might thus be encouraged to return to school and impending 'dropouts' prevented.

"Of the seven Committee 'recommendations for immediate action,' only four are believed to be based on adequate research and general in application and feasibility, namely the second, third, fourth, and fifth.

"The Governor's and mayor's commissions—first recommended—may be, under some conditions, an appropriate approach to increased employment of youth. However, most State and municipal executives already have at their disposal a variety of agencies, commissions, committees, or bureaus which could assemble and publicize facts about youth employment without establishing still another State or local commission. Executive prodding of existing agencies is needed and would be, in many cases, a sufficient action to recommend.

"The statement added to the second recommendation for 'the elimination of discrimination'



is but a sweeping generalization presented without documentary description of conditions to be corrected or means of doing so. Passage of the youth employment bill—the sixth recommendation—was flatly and unanimously rejected by the Board of Directors of the National Chamber at their meeting on January 25, 1963.

“The training allowances for dropouts, aged 16 to 19, under M.D. & T.A.—the seventh recommendation—we believe, would be an invitation for still further school leaving in the many communities where secondary schools are primarily oriented to college-going youth.

“The ‘long-range’ recommendations (8 to 15) of the Committee are generally well conceived in terms of increasing the jobs for youth and the readiness of youth for jobs. Here again, however, the Committee’s recommendation for ‘additional Federal aid to public schools’ is devoid of justifying research about the need, purpose, or programs of such subsidies.”



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[Feb 26, 1963]

TO: Board of Directors on Juvenile Delinquency,  
United Planning Organization

SUBJECT: Target Area Selection

The President's Committee on Juvenile Delinquency and Youth Crime stipulates that a target area should be selected in each of the cities receiving planning grants for delinquency prevention programs. The target area becomes the geographic unit within which planning activity is concentrated. Experience derived from work in the target area should be generalized to the total community in the demonstration project that will follow the planning phase.

Some suggested criteria in selecting a target area have been indicated by the President's Committee. They are the following: (1) the area should have a relatively high delinquency rate; (2) the area should have some existing service system, although it may be insufficiently or inadequately developed; (3) the area should have an indigenous leadership structure or the potentiality for developing an indigenous leadership structure.

Additional criteria have been formulated by the planning staff: (1) the area should have a senior high school and one or more junior high schools; (2) the area should have a high proportion of Negro children under 18 years of age; (3) the area, generally, should be below average in socio-economic status, although a few neighborhoods might be above average; (4) the area should have some public as well as private housing; (5) the area should have several religious congregations and other significant community associations; (6) the area should have a population small enough to be manageable during the planning period but large and heterogeneous enough to yield diversified experiences in delinquency prevention programs.

Of all delinquent youths referred to Juvenile Court according to the third quarterly report in 1962, 98 per cent are over 10 years of age. A majority of this number is over 15 years of age. Thus, the planning staff decided to select the district of a senior high school as the most appropriate geographic unit for a target area. Elementary and junior high schools are within all senior high school districts.

Eleven senior high school districts were analyzed according to the distribution of population and housing characteristics reported in the 1960 census and according to Juvenile Court data compiled during a 33-month period from July 1959 to March 1962. The school district analysis was by census tracts.



Preliminary to the analysis of high school districts, a composite socio-economic status index was computed for each census tract and five socio-economic areas were delineated for the total land area in Washington, D.C. The composite socio-economic status index consisted of five highly correlated factors: (1) per cent of semi-skilled, service workers, and laborers, (2) median school year completed by the adult population over 25 years of age, (3) per cent of sound dwelling units, (4) estimated market value of owned homes, (5) average gross monthly rental paid by tenant occupants. The first factor was mirrored so that it would vary directly with the other four.

An examination of the frequency distribution of the composite index revealed several clusters of census tracts with similar socio-economic status scores. Five of these clusters were delineated as socio-economic areas of varying status ranging from Area I, the highest to Area V, the lowest. In general, the highest area is characterized by large proportions of white collar workers, many college graduates, expensive homes (several with market values exceeding \$25,000), and high rental property including several luxury apartment structures. The lowest area is characterized by high proportions of unskilled workers and persons with limited education who live in dilapidated dwellings. The average socio-economic status score for the District of Columbia is 50. Census tracts in Areas I, II, and III are generally above average, while tracts in Areas IV and V are usually below average.

Based on Juvenile Court data, rates were computed for each socio-economic area. There is an indirect and significant association between rates and socio-economic areas. The correlation coefficient between socio-economic status scores and juvenile delinquency rates is  $-.65$ , indicating that 42 per cent of the variance in the distribution of delinquency in the District of Columbia is related to socio-economic status of neighborhood populations; as delinquency rates increase, socio-economic status scores tend to decrease. The total city rate is 29.2 per 1,000 youths 10 to 17 years of age. But it varies by socio-economic areas from 4.3 in Area I to 63.6 in Area V. Thus, the delinquency rate in the lowest socio-economic area is more than twice as large as the rate for the total city. Areas I, II and III with rates of 4.3, 16.1 and 26.9 are below the average rate for the total city, while Areas IV and V with rates of 33.9 and 63.6 are above this rate. These data indicate that juvenile delinquents referred to Juvenile Court are concentrated in the neighborhoods of below average socio-economic status.

Racial neighborhoods were delineated, also, preliminary to the analysis of high school districts. Census tracts in which two-thirds or more of the total population are of one race are designated

as white or nonwhite areas. In mixed areas, more than one-third but less than two-thirds of the population is of one race. (However, in land area, 46.1 per cent of the District of Columbia is white, 18.6 per cent is mixed, and 35.3 per cent is nonwhite.) Delinquency rates were computed for each of these racial areas. In the white area, the rate is 13.2 and is below the city average rate. The rate of 29.7 in the mixed area is near the city average rate of 29.2. The rate in the nonwhite area is 37.0 which, of course, is above the city average rate. These data would indicate an association between delinquency rates and the racial composition of the population. As the proportion of nonwhites in a population increases, juvenile delinquency rates also tend to increase. However, the association between juvenile delinquency and race is not as strong as that between delinquency rates and socio-economic status scores. The correlation coefficient between race and delinquency is .45, indicating that only 20 per cent of the variance in delinquency by neighborhoods may be attributed to race. Eighty per cent of the variance must be accounted for otherwise. Nevertheless, race has a significant association with delinquency and must be reckoned with in explaining the distribution of delinquency rates.

Because the white and nonwhite populations differ in average socio-economic status, further analysis was necessary to determine if the modest association between race and delinquency was but another way of demonstrating the unequal socio-economic status of whites and nonwhites in the District of Columbia. The influence of socio-economic status was held constant by computing delinquency rates for racial neighborhoods for specific socio-economic areas. According to criteria used in delineating racial neighborhoods, no nonwhite neighborhoods existed in Area I and no white neighborhoods existed in Area V. There were white, mixed, and nonwhite neighborhoods in each of the middle three socio-economic areas, II, III and IV. The association between race and socio-economic status is best illustrated by the experience of Areas II and IV, one above and the other below average socio-economically. In the above average area, there is no association between race and juvenile delinquency when socio-economic status is held constant. The rates are 15.9, 16.6, and 15.9 in white, mixed and nonwhite areas, respectively. In the below average socio-economic area, the rate of 34.3 in the nonwhite neighborhood is 13.6 points higher than the rate of 20.7 in the white neighborhood. But more important, the delinquency rate in racially mixed below average socio-economic areas is more than twice as great as the white neighborhood rate and is 13.4 points above the nonwhite neighborhood rate in the same area.

While the association between race and juvenile delinquency is, in part, a function of the unequal socio-economic status of white and nonwhite populations, this analysis indicates that delinquency



rates are influenced by some factor or factors other than race. The correlation coefficient between the per cent of nonwhites and the per cent of children in non-two-parent households is .64 which is of the same magnitude of the correlation coefficient between socio-economic status scores and delinquency rates. This factor is found with greater frequency in nonwhite lower-status neighborhoods than in white neighborhoods of similar status. It would appear that this aggravating factor is a possible contributor to the higher delinquency rates found in the nonwhite neighborhoods. An indication that this aggravating factor may be one of social disorganization, as opposed to personal inclination, is suggested by the finding that racially mixed neighborhoods in below average areas have higher delinquency rates than white or nonwhite neighborhoods. The data are insufficient to explain this phenomenon. However, we have hypothesized that these racially mixed lower socio-economic areas consist of desegregated residential neighborhoods that have not achieved integration. These neighborhoods are in a state of flux with little, if any, internal systems to check and control the behavior of their youths. Assuming that disorganization in one sector of a social system is likely to generate disequilibrium in other sectors, we have hypothesized that the census tracts in mixed below average socio-economic areas with high delinquency rates are likely to be neighborhoods with poorly organized social systems due both to internal and external forces. Because the hypothesis is based on a preliminary analysis, this phenomenon will be examined in greater depth in further studies.

On the basis of the preliminary study of the distribution of juvenile delinquency rates by socio-economic areas, by racial areas, and by racial areas within socio-economic areas in Washington, D.C., and in the light of criteria established by the President's Committee and the staff of the Washington Project, we recommend a target area that: (1) has a senior high school near its geographic center, (2) that is predominantly below average in socio-economic status but has a few above average census tracts, (3) that has a juvenile delinquency rate greater than the total city average rate of 29.2 per 1,000 youths 10 to 17 years of age, (4) that has a predominantly nonwhite population, but also some white and racially mixed neighborhoods, (5) that has a total population of approximately 100,000 persons of whom one-fourth or more are under 18 years of age, (6) that has several health, welfare, and recreational agencies and some established religious congregations, (7) that has some evidence of the existence of an indigenous leadership structure.

By census tracts, an analysis was made of eleven senior high school districts in Washington, D.C., including Anacostia, Ballou, Cardozo, Coolidge, Dunbar, Eastern, McKinley, Roosevelt, Spingarn, Western, and Wilson high schools.

The Cardozo high school district is recommended as the target area. The Cardozo district encompasses the greater part of three junior high school districts--Banneker, Garnett-Patterson, and Shaw--in the Northwest Sector of Washington. According to the Office of the Superintendent of Schools, the official boundaries of Cardozo High School for the 1962-63 school year extend from 16th and K Streets, north on 16th to Euclid; west to Adams Mill Road; north to Klinge Road; west to Rock Creek; north to Piney Branch Parkway; east to 16th Street; east on Randolph Street to Rock Creek Church Road; south to Park Place; south to Michigan Avenue; west to 4th Street; south to Rhode Island Avenue; south to New York Avenue; west to K Street; west to 16th Street.

This area encompasses 18 census tracts (27, 28, 29, 30, 31, 32, 35, 36, 37, 39, 43, 44, 45, 48, 49, 50, 52.1, and 52.2) and has a land area of approximately four square miles and a total population, according to the 1960 census, of 102,987. The population under 18 years of age in these tracts numbers 25,465 and is 24.7 per cent of the total. Nearly 75 per cent of the population is nonwhite and about 25 per cent is white. By racial areas, as defined earlier, 62.5 per cent of the land area is of nonwhite neighborhoods, 7.5 per cent of mixed neighborhoods, and 30 per cent of white neighborhoods.

In general, census tracts in the Cardozo district are below average socio-economically with an average composite score of 46, which is four points under the city average of 50. However, individual census tracts have composite socio-economic status scores that range from a value of 34 in Area V to 59 in Area II. Nevertheless, 65 per cent of the land area in the Cardozo district is below average, located in Areas IV and V.

From a planning point of view, the Cardozo High School district is excellent because it is a below average area with some above average socio-economic neighborhoods; it is predominantly nonwhite but has some mixed and white neighborhoods. This diversity should provide a variety of experiences in planning.

In addition, some of the census tracts in the Cardozo district are among the highest delinquency rates in the city. The Cardozo district rate of 60.6 is largely a result of the fact that census tracts 48 and 49, with rates 95 and 119 respectively, are located there. Even if these census tracts are omitted, the rate does not fall below the forties which is well above the city rate. Again diversity in the Cardozo area is seen. Although census tracts in 92.5 per cent of the land area in this district are above the city average, a few census tracts have juvenile delinquency rates that are relatively low.



Finally, the Cardozo High School district is recommended because of the presence of health, welfare, and recreational services, approximately 105 Protestant and Roman Catholic Churches, both store-front and established congregations, the Park & Morton Public Housing Project of 174 two-bedroom units, and the existence of an indigenous leadership structure as indicated by the University-Neighborhood Council, Areas J and I Boards of the Commissioners' Youth Council, and the Association of Ministers in census tract 49 which was organized with the assistance of Howard University.

C.V.W. and R.J.J.  
February 26, 1963

TABLE I

COMPOSITE SOCIO-ECONOMIC INDEX SCORE,  
POPULATION, AND LAND AREA BY SOCIO-ECONOMIC  
AREAS, WASHINGTON, D.C., 1960

Socio-Economic Area	Average Composite Socio-Economic Status Score <sup>a</sup>	Total Population		Land Area	
		Number	Percent	Square Miles	Percent
I	63	80,020	10.6	12.5	21.5
II	56	184,857	24.5	15.2	26.2
III	51	147,760	19.6	10.8	18.6
IV	46	273,620	36.4	16.5	28.4
V	37	66,921	8.9	3.1	5.3
Total	50	753,178 <sup>b</sup>	100.0	58.1 <sup>c</sup>	100.0

<sup>a</sup>Socio-economic areas are derived from a composite index of five occupational, educational, and housing variables reported in the 1960 census. Specifically, the variables are (1) median school year completed, (2) median value of owned home, (3) median gross monthly rental, (4) per cent of sound dwellings units, and (5) per cent of operatives services workers, and laborers. (The latter factor is mirrored so that it will vary directly with the other four in the composite index.

<sup>b</sup>Omitted in this total are 10,778 persons in 5 census tracts that were eliminated from the study because they either were unsettled or had special populations.

<sup>c</sup>Omitted in this total are 3.0 square miles in 5 census tracts that were eliminated from the study because they either were unsettled or had special populations.



TABLE II

JUVENILE DELINQUENCY RATE PER 1,000 YOUTHS  
10-17 YEARS OF AGE, BY SOCIO-ECONOMIC AREAS,  
WASHINGTON, D. C., JULY 1959-MARCH 1962

Socio-Economic Area <sup>a</sup>	Total Juvenile Population 10-17 Years of Age <sup>b</sup>	Number of Juveniles Referred to Court During 33-Month Period	Juvenile Delinquency Rate Per 1,000 Youths 10-17 Years of Age
I	19,709	85	4.3
II	44,824	722	16.1
III	39,861	1070	26.9
IV	87,782	2975	33.9
V	22,288	1417	63.6
Total	214,464	6269	29.2

<sup>a</sup>Socio-economic areas are derived from a composite index of five occupational, educational, and housing variables reported in the 1960 census.

<sup>b</sup>Base juvenile population is obtained from 1960 census. The 10-17 year old population for one year is multiplied by two and three-fourths to correspond with the 33-month period of Court data.

TABLE III

JUVENILE DELINQUENCY RATE PER 1,000 YOUTHS  
10-17 YEARS OF AGE BY RACIAL NEIGHBORHOODS  
WASHINGTON, D. C., JULY 1959-MARCH 1962

Racial-Neighbor- Hood <sup>a</sup>	Total Juvenile Population 10-17 Years of Age <sup>b</sup>	Number of Juveniles Referred to Court During 33-Month Period	Juvenile Delinquency Rate Per 1,000 Youths 10-17 Years of Age
White	58,622	772	13.2
Mixed	36,601	1086	29.7
Nonwhite	119,231	4411	37.0
Total	214,464	6269	29.2

<sup>a</sup>Neighborhoods in which two out of every three persons are of one race are designated as white or nonwhite. Mixed neighborhoods have less than 66, but more than 33 percent of one race.

<sup>b</sup>Base juvenile population is obtained from 1960 census. The 10-17 year old population for one-year is multiplied by two and three-fourths to correspond with the 33-month period of Court data.

C. V. W. 2-26-63



TABLE IV

SOCIO-ECONOMIC STATUS SCORE, JUVENILE DELINQUENCY  
RATE PER 1,000 YOUTHS 10 TO 17 YEARS, AND PERCENT  
OF YOUTHS UNDER 18 NOT LIVING WITH BOTH PARENTS,  
BY RACIAL AND SOCIO-ECONOMIC AREAS,  
WASHINGTON, D. C. 1960 a, b, c

	Average Socio-Economic Score			Delinquency Rate			% Youths Without 2 Parents		
	White Area	Mixed Area	Nonwhite Area	White Area	Mixed Area	Nonwhite Area	White Area	Mixed Area	Nonwhite Area
I	62.6	62.0	----	4.3	4.7	----	14.0	14.2	----
II	55.7	55.2	53.5	15.9	16.6	15.9	19.7	19.1	27.2
III	50.8	51.1	50.8	16.6	36.2	21.2	16.9	30.5	25.1
IV	48.2	46.0	45.3	20.7	47.7	34.3	23.7	37.2	35.1
V	---	34.0	37.6	---	100.7	63.1	---	48.9	42.2

<sup>a</sup>Socio-economic score is derived from five occupational educational, and housing variables reported in the 1960 census.

<sup>b</sup>The delinquency rate is derived from the number of youths 10 to 17 years of age referred to Juvenile Court during a 33-month period from July 1959 to March 1962. The 1960 population 10 to 17 is used as the base. However, it was increased two and three-fourths times so that it would correspond with the Court data.

<sup>c</sup>The specific living arrangement of all youths under 18 years of age is not obtainable. Some youths may be living with relatives other than parents. These data indicate the number of youths in some living arrangement other than the usual two-parent family.

TABLE V

Delinquency Rate, Socio-Economic Score, Racial and Age Characteristics of  
Total Population by Senior High School District, Washington, D.C., 1960

Senior High School District	Delinquency Rate per 1,000 Youths 10 - 17 years of age	Average Socio-Economic Status Score	Percent of White Persons	Percent of Non-White Persons	No. of Youths under 18 years of age	Total Population
Anacostia	17.7	51	65.6	34.4	18,871	57,385
Ballou	20.8	52	60.8	39.2	25,353	67,345
Cardozo	60.6	46	26.7	73.3	25,465	102,987
Collidge	9.2	56	73.6	26.4	10,577	39,659
Dunbar	48.8	43	22.4	77.6	29,736	88,893
Eastern	33.1	44	11.6	88.4	33,975	93,385
McKinley	20.0	52	38.9	61.1	15,434	53,452
Roosevelt	22.3	51	36.9	63.1	14,179	53,857
Spingarn	24.7	47	.5	99.5	20,579	43,547
Western	29.1	58	79.3	20.7	12,911	90,652
Wilson	2.9	62	97.3	2.7	11,741	54,844



[1963?]

## Summer Job Opportunities and Work Study Program

The Juvenile Delinquency Planning Board is interested in helping the Board of Trade in particular and the Community in general to "spearhead a total community attack on juvenile delinquency by developing a program to secure cooperation and understanding of the delinquency problem on the part of all segments of the community. In this respect the Committee feels that there must be an awakening of interest of the intelligent people in the community to the conditions which breed juvenile delinquency as well as the establishment of programs covering all types of community and civic organizations which should be beamed at the parents of potential juvenile delinquents." Realistically, employment and the teaching and training of employment skills for youth which is a key ingredient in the development of any comprehensive program to prevent juvenile delinquency can only be successful with the leadership of the business community and the participation and cooperation of all other segments of the community.

It appears to us that it is urgent that some immediate action be taken in this regard and the necessary organization be set up to plan for intermediate and long-term action.

We propose the following:

For Immediate Action:

1. Enlisting the participation of the private and public sector to make it possible to employ a significant number of young people 16 to 18 years of age for this summer.

a. This summer employment program should be aimed primarily at those youngsters for whom we have the greatest concern.

b. We should be clear that even with such a program it is not at all likely that we will see any significant reduction in juvenile delinquency during the summer.

c. The program if successful, would help youngsters earn an honest dollar and give them an exposure to the world of work and the people in it.

d. We must anticipate that some of the youngsters who may be employed will not be able to make the grade. It is important that youngsters who do not meet job requirements be dismissed and that all participants be expected to measure up to all job requirements.

Nature of Employment:

2. Since this is a seasonal summer employment program, we do not envision any emphasis on jobs which require technical skills. We



would anticipate that these summer jobs might include:

Automobile Service Station Attendants

Bellmen

Bus Boy - Bus Girl

Cook's Helpers

Dry Cleaning Helpers

Parking Lot Attendants

Laborers

Floor Boy - Floor Girl

Printers Assistants

Stock Handlers

Markers

Packers

Shipping Room Attendants

Stock Boy - Stock Girl

Routeman Helpers

Nurseryman Helpers

Messengers - Delivery

Kitchen Helpers

This list is not complete but is only an indication of the  
job areas.

The central character of these jobs is an emphasis on physical, non-technical tasks.

We would not preclude job opportunities for limited skills such as typists, file clerks, etc.

Wages:

We suggest that the youngster be paid the prevailing wage for the particular job.

Selection of Youth:

1. As soon as the exact number and exact nature of the jobs available could be determined, this information would be communicated to the Cardozo Senior High School Student Body (the Cardozo area has been selected as the Target Area by the Juvenile Delinquency Planning Board).

2. Interested youths would apply formally and indicate their preferences for particular jobs.

3. Existing student file material would be reviewed and teacher comments solicited for each applicant. A key question to be asked of teachers: "In your judgment, can this youngster connect with adults and the task to be performed"?

4. Based on review of file material and teacher comments, applicants would be judged as acceptable or unacceptable for summer employment.



5. We would then match acceptable applicant choices and job opportunities.

6. The acceptable applicant would be expected to participate in small group counselling sessions that would have a practical, down-to-earth content:

- a. job application
- b. interview
- c. appearance
- d. specific job content

We would anticipate the participation of business employment experts and others in this counselling.

7. Appoints would then be arranged with the prospective employers and the particular applicants.

8. During summer employment, a limited number of small group meetings would be arranged, particularly in the initial phases of employment to help youngsters discuss and work out problems.

9. During the entire summer employment, contact would be maintained by staff with the summer workers' immediate supervisor to be of whatever assistance they could.

10. We would maintain data related to who was chosen, where they were placed, what problems were involved in the job, and an evaluation of the employment so that we could glean whatever information we could for future programs.

### FOR INTERMEDIATE AND LONG RANGE ACTION

1. Organize immediately a working committee consisting of Washington Board of Trade, D.C. Chamber of Commerce, USES, Labor Department, Schools, etc., charged with:

a. Developing a specific pilot work-study and other appropriate training programs to be effective in September 1963;

b. Develop large scale skill training programs for January 1964 and September 1964 with a goal of a major program running full steam by September 1964.

### INTERPRETATION AND IMPLEMENTATION

I. A Committee to be formed at the Invitation of the Attorney General as Chairman of the President's Committee on Juvenile Delinquency and Youth Crime with the following members:

The Vice President

Mr. Charles A. Horsky, The White House

Senator Alan Bible, Senate District Committee

Congressman John MacMillan, House District Committee

The Honorable Willard Wirtz, Secretary of Labor

Mr. J.C. Turner, President of the D.C. Labor Council

Mr. Charles Phillips, President of the Washington Board of Trade

Mr. Jesse Dedmon, President of the D.C. Chamber of Commerce

Mr. Walter E. Tobriner, District Commissioner

Mr. Wesley E. Williams, President of the D.C. Board of Education

Judge Joseph C. Waddy, Chairman of the Board, Juvenile Delinquency  
Planning Board

Mr. Philip Graham, Publisher, THE WASHINGTON POST

Mr. Samuel Kaufman, Chairman of the Board, THE EVENING STAR

Mr. Joseph Goodfellow, Vice President, National Broadcasting Company

This Committee would meet once in April and each member would designate a member of his staff as liaison on all details of the project which would be coordinated by the Juvenile Delinquency Planning Board.



## Juvenile Delinquency Demonstration Project Plan

1963

The District of Columbia is challenged by a serious delinquency problem. Its dimensions exceed those confronting most urban communities. Census data indicate that in 1960 there were 114,462 youths of the ages 7 through 17 residing in Washington, D.C. This age group represented only 15 percent of the total District population. Yet, it accounted for approximately 26 percent of the arrests for major offenses in 1961, according to the annual report of the Metropolitan Police Department Youth Aid Division. On the basis of Juvenile Court statistics, the delinquency rate for youths in the 10 to 17 year old age bracket was 29.3 per 1,000 in 1960. This rate is 13 percent greater than the rate of 25.9 reported by a sample of all Juvenile Courts in urban communities included in the Children's Bureau statistical series for 1960.

The problem of crime in Washington exceeds that confronting most larger urban communities. According to a Washington Post news bulletin (dated November 22, 1962), the Chief of the Metropolitan Police Department stated that Washington ranks first in serious assaults, third in robberies, and third in murders among 17 cities with a population of more than 500,000 persons. In addition, the Youth Aid Division reported an increase of 17.7 percent in juvenile delinquency in the District between 1961 and 1962.

In one respect, the problem of delinquency and crime in the Nation's Capital is comparable with that existing in other major cities. It is concentrated in the economically depressed residential areas. For example, only 58 of the District's 123 census tracts have juvenile delinquency rates greater than that for the total city. Eight of these tracts in the Northwest sector of the city have rates that exceed 100, indicating that more than 10 percent of their youths 10 to 17 years of age are referred to Juvenile Court annually. In these eight tracts, the proportion of substandard dwelling units is relatively high and the median annual income per household is relatively low. Collectively, the median income for these tracts was \$1,000 less than the \$4,532 median for the total District reported in the 1960 census; also, the proportion of unsound dwellings, about one out of every five, was twice as great as the proportion reported for the total city. Only 3.7 percent of the District's youths 10 to 17 years of age, lives in these eight census tracts; however, they account for 12.8 percent of the juvenile delinquents.

The fact that the delinquent phenomenon is concentrated in lower-income neighborhoods characterized by substandard housing suggests a relationship between the social conditions confronting youths in these areas and

delinquent activity. We take the view that the delinquency problem in Washington primarily arises from conditions impinging on youths located in the lowest stratum of the city's social structure. We have accepted this view after making a preliminary review of records of the Juvenile Court.

These records indicate, also, that an overwhelming percentage of identified offenses are committed by Negro youths. Eighty-five percent of the Juvenile Court cases in fiscal year 1962 involved Negro youths 7 to 17 years of age. But Negro youths, in this age range, were only 66 percent of the total population. The two census tracts with the highest delinquency rate in the city are 97 percent Negro.

Juvenile Court and Police Department records indicate that the delinquency problem in Washington is centered primarily among males. According to the Youth Aid Division, 88 percent of the youth population referred to Juvenile Court in 1962 was male. An overwhelming majority of the Court referred juveniles were Negro male youths--about 87 out of every 100. At the same time, the Negro male population 7 to 17 years of age was only 66 percent of all youths in that age bracket.

Thus, we arrive at the conclusion that the juvenile delinquency problem in Washington, D.C. is centered primarily among male, Negro, lower-class youths.

A possible explanation for this state of affairs would appear to be the disadvantaged social and economic position occupied by a majority of the Capital's Negro residents. Negro graduates of vocational schools are frozen out of most of the apprenticeable trades. Approximately one out of every four Negro families reported an income of less than \$60 per week on the 1960 census. About one out of every 10 Negro adults is a functional illiterate, completing less than five years of schooling. The Washington Urban League reports that Negroes in the Nation's Capital live in neighborhoods five times more crowded than white neighborhoods. At the same time, Negroes have to pay a larger part of their income than whites do for housing which is generally much poorer for the Negro.

Another possible explanation is related to alienation and inadequate socialization which Negro youths experience due to racial discrimination and family instability. The Negro population is limited primarily to the District. Eighty-five percent of the Negro population as compared with 23 percent of the white population in the Washington Metropolitan area lives with the District. This concentration of the Negro population is due in part to discrimination in sale and rental of housing in suburban areas. Moreover, about half of the District's population lives in census tracts predominately Negro or white, with one race occupying more than 80 percent of the housing units in a neighborhood. According to the 1960 census, 33.8 percent of non-whites as compared

with 18.9 percent of whites were growing up in living arrangements other than the normal two-parent family. These factors in our judgment lead to deprivation, alienation, and inadequate socialization. They would appear to be closely associated with the higher rate of juvenile delinquency found among Negro youths.

Unless immediate action is undertaken by the community to help improve the situation of male, Negro, lower-class youth, we may expect an increase in delinquency in the near future for two reasons.

First, the number of Negro persons in the Washington population is increasing. There was a 21 percent increase in the District's non-white population between 1950 and 1960, representing 73,430 new individuals. Moreover the Negro population, slightly more than one-third of the total city in 1950, was slightly more than one-half in 1960. The proportionate increase was even greater among non-white school-age children who represented 63 percent of all youths 6 to 18 in Washington, D.C.

The second reason why an increase in delinquency may be anticipated is due to the increased numbers of non-white youths resulting from the baby boom of Post-World War II, 1945 to 1950. According to the 1960 census, 6.3 percent of the non-white population was 15 to 19 years of age. This is the most vulnerable age range for participation in delinquent activity. Reaching these vulnerable ages, within a five year span will be 8.6 percent of the non-white population 10 to 15 years of age in 1960. In other words 36,194 non-white youth will pass through the vulnerable ages five years beyond 1960. They will constitute an increase of approximately 10,000 over the number of non-white youth in the 15 to 19 year age range in 1960. Moreover, the number of children 5 to 9 years of age is 47,308. They are 20,000 more than the number of youths currently in the vulnerable ages. This number, of course, will decrease due to deaths and out-migration. But the decrease probably will be off-set by an increase in in-migration.

With the suggested causal relationships and with the population explosion, it is clear that there must be significant changes in the socio-environmental forces in the District if we hope to prevent juvenile delinquency.

#### Areas of Intervention

Based on our understanding of the problem in Washington, D.C., we perceive a three fold intervention:

- 1) In the external system of the metropolitan community that affects the life chances of the individual including discrimination in employment, housing, opportunities for promotion and upward mobility.



2) In the internal system of the local community that encompasses the developmental institutions and services including the educational services including the educational system and its programs and those institutions and services intended to maintain family stability; work with anti-social behavior of individuals and groups; provide constructive leisure time experiences; maintain adequate health; provide vocational training and employment opportunities; provide adequate housing; meet welfare needs, etc.

3) With the individual directly and those persons influencing his values, beliefs, status symbols and identifications. At this moment in time individual youths and their influence groups tend toward deviance because of the malfunction within the external and internal systems.

It therefore appears necessary at this time to intervene with the individual and those persons influencing him in order to help them change their current perceptions and perspectives at the same time that we are trying to introduce change in the external and internal systems.

#### The Uniqueness of Washington, D.C.

In order to implement our program of intervention, it is essential that we are aware of the peculiar and particular organizational characteristics of Washington, D.C. This awareness will suggest the need for a special planning organization.

Unlike its metropolitan counterparts, Washington has no local government elected by its citizens and directly responsive to the will of an electorate. Instead the District is governed by Federally appointed officials, dependent on the Congress for its finances and dependent on other parts of the Federal structure for administrative and general services.

The legislative branch looks upon the District as a part of the executive branch; the latter tends to regard this "Federal City" as a local institution; and citizens often owe allegiance elsewhere. The result is partial responsibility taken by many, full leadership assumed by none.

The President recognized the problems of the District and decided to make available the authority and status of the White House by appointing a personal advisor on National Capital Affairs to help meet these problems. Mr. Charles A. Horsky was appointed to this post in June 1962. One of the most pressing problems which Mr. Horsky has focused his attention has been the organization of an agency and structure to deal with problems of juvenile delinquency.

The staff conducted a very limited survey among selected community leaders to get some sense of their perceptions of the causes of delinquency.

These leaders were members of the District of Columbia Commissioners' Advisory Committee on Youth Development and Community Improvement. Most of these leaders indicated socio-economic circumstances of life as major contributing factors to delinquency. These limited responses would suggest a fairly sophisticated level of perception by responding key community leaders that should auger well for their readiness to grapple with the socio-environmental forces at work in this community.

### Organizational Structure and the "Federal City"

Our analysis of the peculiar governmental and administrative structure of Washington has led to the development of a planning organization which will reflect a linkage between vital yet poorly coordinated Federal, and local government; private agencies, and interests.

This structure, a private non-profit organization, consists of a Board of Directors for Juvenile Delinquency Planning which is an integral part of the District's "United Planning Organization," a community-wide organization devoted to the development of human resources. However, the newly created Board of Directors for Juvenile Delinquency Planning maintains an independent operating role during this planning phase. In this way it attempts to relate the District's concerns for Juvenile Delinquency to the over-all community deliberations and at the same time protects the freedom and independence of the program.

The Board of Directors for Juvenile Delinquency currently is composed of eight local government representatives, eight private organization nominees and eight citizens at large. Anticipating that additional leadership persons will emerge from the community, the by-laws permit an expansion of this board to 30 members.

While this board is independent of the United Planning Organization, it is structually a part of the larger organization which reflects metropolitan and Federal interests. For example, four members of the United Planning Organization Board of Trustees are Presidential appointees, other members are representatives of metropolitan and regional groups.

The United Planning Organization represents a potential resource for implementing community action. The Project Director will serve as consultant to the United Planning Organization thereby providing necessary linkage between the investigation, study, and action related to youth problems and the complex structure of the "Federal City".

LISTER HILL  
CHAIRMAN

# United States Senate

COMMITTEE ON  
LABOR AND PUBLIC WELFARE

August 6, 1963

To: Senator Hubert H. Humphrey

From: Dr. Garth L. Mangum  
Subcommittee on Employment  
and Manpower

For your information in connection with the hearings scheduled on August 16.



Subcommittee on Employment and Manpower

Hearings on  
Social Consequences of Youth Unemployment

August 6 - 16, 1963

Witness List

*File*  
*Youth*  
*Unemployment*  
1963  
RECEIVED

August 6:

Mr. Frederick W. Englund  
Divisional Vice President  
Carson Pirie Scott & Company  
Chicago, Illinois

Mrs. Thomas Herlihy, Jr.  
Chairman  
National Committee for Children and Youth  
Wilmington, Delaware

August 7:

Mr. David R. Hunter  
Public Affairs Program  
Ford Foundation  
New York, New York

August 8:

Honorable Anthony J. Celebrezze  
Secretary of Health, Education and Welfare  
accompanied by  
Representatives of the Departments of Justice  
and Health, Education and Welfare

Dr. Lloyd E. Ohlin  
Director, Research Center  
School of Social Work  
Columbia University  
New York, New York

August 9:

Honorable Richard C. Lee  
Mayor of the City of New Haven  
New Haven, Connecticut

Mr. Mitchell Sviridoff  
Executive Director  
Community Progress, Inc.  
New Haven, Connecticut

Mr. Stanley R. Schrotel  
Chief of Police  
Cincinnati, Ohio

August 13:

Honorable William Walsh  
Mayor of Syracuse  
Syracuse, New York

Dr. Kenneth Polk  
Project Director  
Lane County Youth Study Board  
Eugene, Oregon

Judge William S. Fort  
Circuit Court Judge  
Eugene, Oregon

Dr. Wesley G. Nichol森  
President  
Lane County Youth Study Board  
First Congregational Church  
Eugene, Oregon

August 14:

Mr. Robert M. Ives  
Chairman, Executive Council  
Greater Houston Action for Youth  
Houston, Texas

Dr. Richard L. Evans  
Project Director  
Greater Houston Action for Youth  
Houston, Texas

Dr. Alvin Loving  
Project Director  
Community Action for Detroit Youth  
Detroit, Michigan

August 15:

Honorable Ralph Locher  
Mayor of Cleveland  
Cleveland, Ohio

Senator Thomas Burke  
Chairman, Board of Directors  
Community Action for Youth  
Cleveland, Ohio

Mr. David Austin  
Associate Director  
Community Action for Youth  
Cleveland, Ohio

Mr. Charles Tenney  
City Administrator  
New York, New York



August 16:

Honorable Arthur Naftalin  
Mayor of Minneapolis  
Minneapolis, Minnesota

Mr. Alan H. Moore  
Chairman  
Community Health and Welfare Council  
Minneapolis, Minnesota

Mr. Larry Harris  
Project Director  
Youth Development Project  
Minneapolis, Minnesota

Mr. Robert Goe  
Assistant to the Mayor of Los Angeles  
Los Angeles, California

Mr. Karl Holton  
Director  
Youth Opportunities Board  
of Greater Los Angeles  
Los Angeles, California

Remarks to be included in speeches before college groups.

[1964]

*fill*  
*New fill youth*  
The United States is a nation of youth, both physically and spiritually. The young people of this nation are overwhelmingly supporting the Johnson-Humphrey ticket and know the choice is Democratic.

More than 10 million young people are eligible to vote for the first time in this presidential election and more than 1/3 of the electorate is under 35 and by the election of 1966 1/2 the population of the United States will be under 25.

More than 70% registering for the first time are registering ~~for~~ Democratic and the latest Gallup poll indicated 73% of the voters in the 21 to 29 age bracket support President Johnson.

Why? Because young people, their education, jobs and future are affected more than any other group. They are vitally concerned about employment opportunities, education, civil rights, support for the United Nations and world peace. Youth rejects extremism -- the John Birch Society, the Ku Klux Klan, the

Communist Party and extremist ideologies. Young people are positive and appreciate the programs of the Kennedy-Johnson Administration designed to assist our college people and those just beginning in the business world. They know of the Youth Employment Act, the Aid to Education bills, the Higher Education Facilities Act, the Peace Corps, the Civil Rights Act and other great humanitarian programs of this Democratic Administration. They know that Senator Goldwater voted against every one of these programs.

Senator Goldwater says he is against crime and juvenile delinquency, and aren't we all, but every single piece of legislation designed to do something about juvenile delinquency and the roots of crime, he voted against. He opposed the Youth Employment Act -- he opposed the Juvenile Delinquency Control Act. He opposed the Manpower Retraining Act. He opposed all these programs and he proposes no programs. In fact, in his 11 years in the Senate there is not a single piece of major legislation that bears his name. No, young people will not be fooled by the temporary spokesman of the Republican Party --

if they reject extremism, negativism, and Goldwaterism, and if the Senator does not recognize this now he will on the night of November

3. The Democratic Party is the true home of youth and we march together for a great victory and mandate to keep the United States moving forward, the leader of the free world, and the symbol of peace, progress and prosperity for all the world. We hold with Ibsen "that those in league with the future are in league with truth" and you and the Democratic Party are in league with the future.

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