MANPOWER ACT OF 1969

HEARINGS
BEFORE THE
SELECT SUBCOMMITTEE ON LABOR
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
NINETY-FIRST CONGRESS
SECOND SESSION
ON
H.R. 10908, H.R. 11620, AND H.R. 13472
BILLS TO ASSURE AN OPPORTUNITY FOR EMPLOYMENT TO EVERY AMERICAN SEEKING WORK AND TO MAKE AVAILABLE THE EDUCATION AND TRAINING NEEDED BY ANY PERSONS TO QUALIFY FOR EMPLOYMENT CONSISTENT WITH HIS HIGHEST POTENTIAL AND CAPABILITY, AND FOR OTHER PURPOSES

PART 2

SEATTLE, WASH., APRIL 1, 1970; LOS ANGELES, CALIF., APRIL 4, 1970; WASHINGTON, D.C., APRIL 9, 20, 21, 22, 23, 24, 29, AND 30; MAY 1 AND 6, 1970

Printed for the use of the Committee on Education and Labor
C. D. PERKINS, Chairman

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1970
COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, Chairman

EDITH GREEN, Oregon
FRANK THOMPSON, Jr., New Jersey
JAMES G. DENT, Pennsylvania
HOMAN C. PUCINSKI, Illinois
DOMINICK V. DANIELS, New Jersey
JOHN BRADEN, Indiana
JAMES G. O'HARA, Michigan
HUGH L. CAREY, New York
AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
WILLIAM D. HATHAWAY, Maine
PATSY T. MINK, Hawaii
JAMES H. SCHEUER, New York
LLOYD MEEDS, Washington
PHILLIP BURTON, California
JOSEPH M. GAYDOS, Pennsylvania
LOUIS STOKES, Ohio
WILLIAM (BILL) CLAY, Missouri
ADAM C. POWELL, New York

WILLIAM H. HAYRES, Ohio
ALBERT H. QUIE, Minnesota
JOHN M. ASHBOURNE, Ohio
ALPHONZO BELL, California
ODEN R. REID, New York
JOHN N. ERLENBORN, Illinois
WILLIAM J. SCHERLE, Iowa
JOHN DELLENBACK, Oregon
MARVIN L. ESCH, Michigan
EDWIN D. ESHELEMAN, Pennsylvania
WILLIAM A. STEIGER, Wisconsin
JAMES M. COLLINS, Texas
EARL F. LANDGREBE, Indiana
ORVAL HANSEN, Idaho
EARL B. RUTH, North Carolina

SELECT SUBCOMMITTEE ON LABOR

DOMINICK V. DANIELS, New Jersey, Chairman

JAMES G. O'HARA, Michigan
WILLIAM D. HATHAWAY, Maine
WILLIAM D. FORD, Michigan
LLOYD MEEDS, Washington
PHILLIP BURTON, California
EDITH GREEN, Oregon
AUGUSTUS F. HAWKINS, California
JOSEPH M. GAYDOS, Pennsylvania

WILLIAM J. SCHERLE, Iowa
ALBERT H. QUIE, Minnesota
MARVIN L. ESCH, Michigan
WILLIAM A. STEIGER, Wisconsin
JOHN N. ERLENBORN, Illinois
EDWIN D. ESHELEMAN, Pennsylvania
JAMES M. COLLINS, Texas

(1)
## CONTENTS

### Hearings held in—
- Seattle, Wash., April 1, 1970 ........................................... 699
- Los Angeles, Calif., April 4, 1970 .................................... 771
- Washington, D.C.:
  - April 9, 1970 .................................................. 823
  - April 20, 1970 .................................................. 861
  - April 21, 1970 .................................................. 913
  - April 22, 1970 .................................................. 957
  - April 23, 1970 .................................................. 1021
  - April 24, 1970 .................................................. 1091
  - April 29, 1970 .................................................. 1129
  - April 30, 1970 .................................................. 1251
  - May 1, 1970 .................................................... 1275
  - May 6, 1970 .................................................... 1313

### Statement of—
- Ball, Markham, chairman, Health and Welfare Council of the National Capital Area, accompanied by Markel Roberts and Harry E. Freeman .................................................. 1071
- Bill, Willard, director of MDTA, Skagit Valley Community College, Mount Vernon, Wash., accompanied by panel ........................................... 739
- Burkett, Lowell A., executive director, accompanied by Mieah H. Naftalin, general counsel, American Vocational Association, Inc. 895
- Calkins, Hugh, chairman, National Advisory Council Vocational Education, accompanied by Dr. Robert Worthington, council member, and Dr. Calvin Dellefield, executive director .................................. 861
- Chisholm, Hon. Shirley, a Representative in Congress from the State of New York .................................................. 937
- Daly, Mrs. Maxine, commissioner of employment, security department, State of Washington ........................................... 977
- Diosoey, William C., executive director, Bureau of Employment Security, the Commonwealth of Pennsylvania ............. 990
- Douglass, Dr. Gordon K., chairman, Department of Economics, Pomona College, Claremont, Calif., and Southern California Research Council, Pomona College, Calif. 772
- English, William, Control Data Corp., Minneapolis, Minn. 1266
- Eschwegey, Henry, Associate Director, Civil Division, General Accounting Office, accompanied by Richard J. Woods, Assistant Director, Civil Division; and Harry J. Sanger, supervisory auditor, Civil Division .................................. 1275
- Fraser, Hon. Donald M., a Representative in Congress from the State of Minnesota ........................................... 1261
- Gilmore, Dr. Hal, administrative assistant, Intermediate School District VIII, Everett, Wash., and Lloyd Repman, director, Snohomish County Economic Development Council, Everett, Wash. .................................. 730
- Harmon, John E., executive vice president, accompanied by William E. Murtha, director, research and governmental affairs, National Employment Association .................................. 886
- Helms, Walter C., Jr., Fairfax, Va., appearing on behalf of a proposal to establish the Federal Institutes for Manpower; also Hugh Gordon, counsel ........................................... 1041
- Hemstad, Richard W., legal assistant to Gov. Daniel J. Evans, of the State of Washington ........................................... 710
- Humes, Pascal O., consultant, MDTA programs, Compton, Calif. 788
- Johnson, Charles A., program specialist, Coordinating Council for Occupational Education for the State of Washington, accompanied by panel ........................................... 754
Statement of _Continued_

Jones, Robert M., Detroit, Mich., on behalf of the National Association of Manufacturers, accompanied by William Francis Xavier Flynn, counsel. ......................................................... Page 929

Kerby, Austin E., national economics director, the American Legion, accompanied by Charles E. Mattingly, assistant legislative director. ................................................................. 947

Kerwick, Mrs. Mary Dublin, on behalf of the National Council of Jewish Women, the National Council of Catholic Women, the National Council of Negro Women, and the National Board of the Young Women's Christian Association ......................................................... 1091

Kruger, Daniel H., professor of industrial relations, Michigan State University, East Lansing, Mich. ......................................................... 1327

Martorana, Joseph, state manpower coordinator, Commonwealth of Massachusetts ......................................................... 1102

McClain, Clifford, NAPP New Careers, program coordinator, in behalf of West Side Neighborhood Center, Los Angeles, Calif. ................................................................................................. 809

McGhee, George, special representative of the chairman of the Urban Coalition Action Council, Washington, D.C., accompanied by Ronald James, chairman, UCAC, and Wayne Horvitz, UCAC, consultants. ............................. 913

Mulcahy, Frank, secretary of the International Association of Rehabilitation Facilities, Washington, D.C. ......................................................... 1013

Murphy, John A., president, Washington Vocational Association ......................................................... 765

Nagle, William E., chairman, legislative committee, Associated General Contractors of America, accompanied by Grant S. Shotwell, director of legislative information; and Richard M. Bowie, director, manpower training. ......................................................... 948

Newlin, J. G., chairman of the legislative committee, New Jersey section, American Vocational Association ......................................................... 907

Nesvig, Gordon, director of personnel, Los Angeles County, Calif. ......................................................... 1235

Olsen, Hon. Arnold, a Representative in Congress from the State of Montana ......................................................... 823

Parmer, Hon. Claude, a Representative in Congress from the State of Florida ......................................................... 1251

Peterson, Ester, Washington representative, Amalgamated Clothing Workers of America, AFL-CIO. ................................................................................................. 1211

Rampton, Hon. Calvin L., Governor of Utah, accompanied by R. Thayne Robson. ......................................................... 1313

Rook, Kerock, Southern Regional Planning and Economic Development District, Taunton, Mass. ................................................................................................. 1112

Sheppard, Harold L., W. E. Upjohn Institute for Employment Research ......................................................... 1118

Smith, Mrs. Daniel, Los Angeles, Calif. ................................................................................................. 819

Springer, Hon. William L., a Representative in Congress from the State of Illinois ......................................................... 1257

Springle, Donald G., president, New Jersey Section, American Vocational Association. ................................................................................................. 901

Stuart, Lewis O., educational director, Washington State Vocational Center, Seattle, Wash. ................................................................................................. 747

Snydor, Eugene B., Jr., of Richmond, chairman, Manpower Development Committee, U.S. Chamber of Commerce, accompanied by John R. Duncan, Miss Patricia Goldman, and Roy Dingman of Milwaukee, Wis. ......................................................... 1216

Uhlman, Hon. Wes, mayor of the city of Seattle ......................................................... 701

Vavoulis, George J., chairman of the panel, director, Minnesota Employment Security Agency, and president, Interstate Conference of Employment Security Agencies, accompanied by Mrs. Maxine Dale, and William C. Dlosey, a panel. ................................................................................................. 976

Vestal, Jack W., vice president, Dynacron Corp., Fort Worth, Tex., and Walter L. O'Neil, director of management services. ................................................................................................. 829

Whitten, E. B., executive director, National Rehabilitation Association, Washington, D.C. ................................................................................................. 1021

Wilson, Robert J., executive vice president for administration and secretary-treasurer, National Alliance of Businessmen, accompanied by Gerard Peterson, P. L. (Roy) Siemiller and Joseph Cunningham ......................................................... 1129

Youpee, William, chairman, Fort Peck Tribal Board, Assiniboine and Sioux Tribes, accompanied by Anson Baker. ................................................................................................. 824
Statements, letters, supplemental material, etc.:

- Ball, Markham, chairman, Committee on Federal Legislation, Health and Welfare Council of the National Capital Area:
  - "Report on Employment and Unemployment in the Washington, D.C. Metropolitan Area," an article entitled...
  - Statement on behalf of the Health and Welfare Council...
  - Page 1076
  - 743
- Burkett, Lowell A., executive director, American Vocational Association, statement of...
  - 895
- Calkins, Hugh, chairman, National Advisory Council on Vocational Education, statement of...
  - 897
- Chisholm, Hon. Shirley, a Representative in Congress from the State of New York, Minority Group Staffing in Employment Security Agencies (table)
  - 962
- Daly, Mrs. Maxine E., commissioner, Washington State Employment Security Department, statement of...
  - 977
- Dosey, William C., deputy secretary, Pennsylvania Department of Labor and Industry, statement of...
  - 995
- Douglas, Dr. Gordon K., chairman, Department of Economics, Pomona College, Claremont, Calif., "Conclusions and Recommendations," an article entitled...
  - 773
- Eschwege, Henry, Associate Director, Civil Division, General Accounting Office:
  - "Earmarking of Funds for Mainstream and New Careers Programs," an article entitled...
  - 1311
  - Job Corps summary—Enrollee direct costs:
    - Period July 1, 1968, to April 30, 1969 (table)
    - 1288
    - Period July 1, 1969, to March 31, 1970 (table)
    - 1288
  - "Philco-Ford Guthrie Job Corps Summary," an article entitled...
  - 1290
  - Schedule from the MA-3 Guidelines (table)
  - 1302
- Frayer, Hon. Donald M., a Representative in Congress from the State of Minnesota:
  - "Jobs: Bringing the Plant to the Shuns," a newspaper article entitled...
  - 1263
  - Statement of...
  - 1261
- Gilmore, Dr. Hal M., administrative assistant, Intermediate School District 109, Everett, Wash., and Lloyd Repman, managing director, Snohomish County Economic Development Council, Inc., statement of...
  - 719
- Helus, Walter G., Fairfax, Va., statement of...
  - 1042
- Hemstad, Richard W., legal assistant to Gov. Daniel J. Evans of the State of Washington, "Executive Order," a legal document entitled...
  - 717
- Hodgson, Hon. James D., Secretary of Labor, letter to Chairman Daniels, dated July 13, 1970...
  - 1202
- Humes, Haseul O., consultant, MDTA program, Compton, Calif., "New Youth Corps II Standards..."...
  - 798
- Johnson, Charles A., program specialist, Coordinating Council for Occupational Education for the State of Washington, statement on behalf of...
  - 755
- Jones, Robert M., statement of the National Association of Manufacturers...
  - 929
- Kelly, Ms. W. national economist, director, the American Legion, resolution No. 13...
  - 945
- Lee, Arthur M., chairman, Committee on Legislative Information and president-elect, American Vocational Education Research Association, statement of...
  - 1060
- Los Angeles NAACP, statement for...
  - 817
- McClain, Clifford, NAPP New Careers, program coordinator, Los Angeles, Calif., statement of...
  - 810
- McGhee, George C., statement on behalf of the Urban Coalition Action Council...
  - 914
- Mulholland, Frank W., secretary, International Association of Rehabilitation Facilities, statement of...
  - 1014
- Naumann, William E., chairman, legislative committee, Associated General Contractors, supplemental statement...
  - 955
Statement, letters, supplemental material, etc.—Continued

Nealon, John G., chairman, legislative committee, New Jersey section of the American Vocational Association, statement of ............................................. 908
Nesvig, Gordon, director of personnel, Los Angeles County, Calif., statement of .................................................................................................................. 1235
Peterson, Mrs. Estelle, Washington representative, Amalgamated Clothing Workers of America, AFL-CIO, statement of .............................................. 1211
Shafer, Hon. Raymond P., Governor, State of Pennsylvania, letter to Chairman Daniels, dated April 20, 1970 ........................................................................... 988
Siers, George L., contract compliance examiner, Post Office Department, Los Angeles, Calif., letter to Congressman Hawkins, dated April 2, 1970 ........................................................................................................ 818
Springle, Donald C., president, New Jersey section of the American Vocational Association, statement of .............................................................. 904
Sydnor, Eugene B., Jr., chairman, Manpower Development Committee, supplementary statement of Metropolitan Milwaukee Association of Commerce ................................................................. 1223
Vavouolis, George J., president, Interstate Conference of Employment Security Agencies, State of Minnesota:
  Statement in behalf of the State of Minnesota ................................................................................................................................. 1003
  Statement of .......................................................................................................................... 974
Weber, Hon. Arnold R., Assistant Secretary for Manpower:
  JOBS table I: Characteristics of Persons Hired Through JOBS Program (table) ......................................................................................... 1305
  Letter to Hon. Ralph Yarborough, a U.S. Senator from the State of Texas, dated April 28, 1970 ............................................................ 1295
Whitten, E. B., executive director, National Rehabilitation Association, statement of .......................................................... 1022
Wilson, Robert J., executive vice president, National Alliance of Businessmen:
  Exhibit I.—Contract and Non-Contract Companies (table).................................................................................................................. 1140
  Exhibit II.—Metro Office Organization (chart) ............................................................................................................................... 1141
  Exhibit III.—"Transportation and Employment of the Hard Core," a pamphlet entitled .............................................................. 1142
  Exhibit IV.—"Opportunity Rating System, Coalition Jobs," an article entitled .............................................................................. 1154
  Exhibit V.—"Hiring the Disadvantaged—Suggestions from NAB," an article entitled ................................................................. 1162
  Exhibit VI.—"Trainee Earnings and Employment," an article entitled ........................................................................................................ 1164
  Exhibit VII.—"The MA Contract in New York City," a report entitled ........................................................................................... 1165
  Statement of .......................................................................................................................... 1129
MANPOWER ACT OF 1969

WEDNESDAY, APRIL 22, 1970

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON LABOR OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Daniels, Perkins, Scherle, Steiger, and Eshleman.

Staff members present: Loretta Bowen, clerk; Cathy Romano, research assistant; Sue Nelson, research assistant; Marty LaVor, minority legislative coordinator; and Charles W. Radcliffe, special education counsel for the minority.

Mr. Daniels. The Select Subcommittee on Labor will come to order. Today we continue the hearings on comprehensive manpower legislation.

Many hearings have been held on this important subject, and I am pleased today to welcome as our first witness a very active member of the House, my colleague from the 12th Congressional District of the Empire State, New York, who during her first term of office has displayed her talent and ability and has won the admiration and respect of her colleagues in the House.

I welcome you here this morning, Mrs. Shirley Chisholm.

Chairman Perkins. Let me take this opportunity to join in welcoming the gentlelady. It has been a great experience for me to serve with the gentlelady. You have made a great contribution not only to your district from the standpoint of service, but to the entire Nation, and you are to be complimented on your stand on this legislation.

STATEMENT OF HON. SHIRLEY CHISHOLM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mrs. Chisholm. Thank you, Mr. Chairman.

I am here today to testify on the various new manpower proposals. Frankly I am a little frustrated because, in my mind, none of the proposals deal adequately with our problems and some, if carried out, would be very destructive.

Our biggest problem is our orientation. We're looking at manpower programs as a substitute for welfare. We provide funds—and then only grudgingly—to get the welfare people off our backs. What we need to
do is to focus on people, on trying to help them lead fuller, richer lives.

This year Congress gave itself a raise. You and I now earn $12,500 in this same year—and with a lot of sanctimonious breast beating—we voted for a family assistance program which provides $1,600 a year for a family of four.

The new plan may be of help to some people living in rural areas but it is no real help to the urban dwellers. I challenge any one of you to try living in New York on $1,600 a year.

As I understand it, the money is only meant as a supplement—a means to help people climb up from welfare. But this will only succeed if we provide real alternative and real opportunity.

In my own community the best training programs are oversubscribed. Our OIC program has a waiting list of close to 5,000.

Because of the cutbacks in the Neighborhood Youth Corps program our community action agency has about one-fourth as many slots as it did in 1966. All of the community agencies working to help people to stay in school, secure training and jobs are feeling the pinch.

Instead of being able to expand programs they are being cut back and in some cases eliminated.

Now I am not pleading just for my district. This is happening all over the country. About a year ago there were some 1,000 CAP’s, now there are about 900.

In addition to the cutback in funds the Labor Department has restricted eligibility to 16 and 17 years and has announced a reduction in stipends.

The administration has also called for a reduction in the New Careers expenditures of nearly $1,000 per trainee which as Senator Mondale pointed out “transforms it from an upward mobility and developmental program to a lower level job slot.”

One hundred and twenty Job Corps centers serving 33,000 people were closing down last year with the promise that 32 mini Job centers would be open by the end of fiscal year 1969.

There are now some five Job Centers in operation serving about 850 people. We are still waiting for the rest of the promise.

When the Labor Department cut back the Neighborhood Youth Corps centers they promised that the slack would be taken up by other manpower programs, meaning principally the Jobs program ran then by the National Alliance for Business.

I think business can and should play a bigger role in manpower training, but I also know that businessmen are not going to train manpower, the really hard core. They are not going to initiate programs for ex-felons and ex-drug addicts or other people with very serious problems.

In fact, as mentioned before, inflation and tight money have caused layoffs in our big industries. All those men who were trained in the celebrated NAB programs in Detroit are being laid off.

Another problem which Senator Nelson’s Subcommittee on Employment, Manpower, and Poverty has found is that the Jobs program is being abused by employers.

There are contracts which call for weeks of stipends for training that only takes a few days.
In other instances OJT training contracts are contingent upon receipt of defense contracts and vice versa.

Then as soon as the contract is finished, bang! Everybody is laid off. I am not condemning the whole JOBS program. There are obviously employers who have run good programs and who do a good job, but we have to look at these programs very carefully.

The main thing to be understood is that we need a wide variety of manpower programs. Programs for the young, for women, for the older worker who needs retraining.

It is self-defeating to put all our eggs in one basket. We need a variety of programs for a variety of needs.

I realize that apart from its general business orientation, that the administration feels that they get more for a buck out of JOBS. The average training program under MDTA is roughly 5 months. Most OEO programs are longer, but the reason is that the OEO programs by and large tackle tougher problems.

There must be a realization that some training is going to take longer and cost more.

For example you can't really talk about job training and placement for women unless you consider the cost of day care along with it.

As Elizabeth Koontz, the current Head of the Women's Bureau and Mary Keyselting, the Director of the Bureau from 1961-69, have both pointed out, the lack of adequate day care has been the big stumbling block in the WIX program.

This corroborates what I know from my own experience as a day care director and the experience of our community training programs. In the Brooklyn OIC program, the majority of the enrollees are women.

The breakdown is 1,405 men and 1,905 women. The Director of OIC reports that the highest rate of drop outs and absenteeism is due to the lack of child care facilities. If the babysitter does not show up or Tommy gets sick and has to go to the clinic, Mommie has to take him.

Women want to work, but they can't. A recent New York City survey indicated that 7 out of 10 women welfare recipients wanted employment but the lack of day care prevented them.

We have 32 million working women and many more who want to work.

We have five million pre-school children but only 641,000 day care spaces available. Many women, approximately 3 million, are rearing their children in fatherless homes.

Among blacks 24 percent of the families are headed by women. These women need jobs and in order to work they need adequate day care facilities.

It is not enough to provide stipends for day care. The stipend is no good if there are no day care centers. It is like giving someone grocery money where there is no grocery store.

We need to spend money, big money, on facilities and teacher training for day care if we want our training and employment programs to work.

We must also see to it that our women after they graduate from our training programs don't get locked in to entry level jobs. If you are a
member of a minority group, you have an employment problem but if you are a woman as well, you carry a double burden.

Thanks to Mr. Moynihan there has been a great deal of talk about black matriarchs. Unfortunately this supposed position of authority does not express itself in earning power.

The average white man earns $7,179; the black man $4,509; white women are in third place with $1,143 per year and then at the bottom of the line are our black women who earn $2,934 a year. We must remember that one-fourth of all black families are headed by women. If we train them so that they can earn $2,934 a year we really have not solved any problems.

This of course applies to everyone. Training for entry level jobs which keep people locked in at the bottom of the economic ladder is not a solution.

In the past we have done just that and the administration's move to cut back stipends for the new careers program does not make me feel that they have a very enlightened view.

Nor for that matter does the administration's scheme to hand over all manpower programs to the State employment services. We should remember that the whole reason manpower programs came into existence in the first place is that the State employment agencies were not doing their jobs.

It seems ludicrous to me to reward them for their failure just because it fits into someone's philosophical scheme of decentralization. It would be fine if it worked, but it does not, gentlemen. Since the inception of the various manpower programs, the State employment agency people have not been goaded into significant improvements.

If you think Federal bureaucrats are difficult you ought to see them on the State and local level. The State employment agencies are limited in their thinking with respect to the real needs of people and many have not the foggiest notion of what outreach or intensive recruitment is all about.

Their offices are downtown, not in the ghetto. If one works up the courage to go into their cold, uninviting offices, he will most likely be shuffled to one or more people, fill out a series of forms, wait; wait some more and then finally he will speak to some irrelevant civil service individual who will, with a touch of noblesse oblige, give him a list of instructions and referrals.

If he tried to ask questions, and I am speaking from experience of over 10 years—in Spanish or the nonstandard English which is the Lingua Franca of the black ghetto, forget it, because he won't be understood.

Recruitment, training and placement should be a part of the package and it must be ghetto oriented if you are talking about real training programs.

It is for this reason that I have supported Senator Caleb Boggs' bill, S. 1362, which is designed to guarantee Federal funding for opportunities industrialization centers throughout the country.

In reference to this whole decentralization theory which is in vogue I would like to make another point. At this time in an effort to
decentralize the cumbersome Federal machinery and to get the decision-making process closer to the people concerned, the Labor Department is giving a great deal more authority and responsibility to its regional offices.

I think that this is good, and it is useful, but there are certain practical problems which must be considered. It means that in the South, people who are interested in training programs for blacks must deal with people who are more susceptible to political pressure from State governments and people who themselves have a white southern point of view. This setup inhibits the creation and functioning of black-oriented programs which won't get funded or refunded.

This is already happening. I know because they come to me and the other nine black Members in Congress for help. They come to us because they feel that the State government, regional office of the Labor Department, and their own representatives are not responsive to them or sympathetic.

If you are going to have this decentralization and the enhancement of the regional office, there ought to be a review procedure at the Federal level—a last court of appeal, if you will.

I am not putting the South down. I think an appeal procedure is necessary for people in all regions in the country, but we must recognize that there are special problems in the South. That is why the phrase "southern strategy" is such a loaded one.

I don't like to suggest that the administration is using the manpower program for political purposes, but I am aware that there are 32 Republican Governors and that giving additional authority and money to the States would not exactly alienate southern Governors.

As a black, urban representative I am more than a little concerned about the consequences of the "State plan" approach. For one thing State employment agencies have a very poor record in hiring minority people within their agencies. As you can see from the enclosed table which was prepared by the Labor Department and which appeared in the "State plan" approach, for one thing State employment agencies have a very poor record in helping minority people within their agencies. As you can see from the enclosed table which was prepared by the Labor Department and which appeared in the Senate manpower hearings the ratio of minority employees within the State employment agencies is very small when compared to the minority population with the States.

(The document referred to follows:)}
### Table 1. All Locations and All Job Categories

<table>
<thead>
<tr>
<th>State and Year</th>
<th>Minority Group Staffing in Employment Security Agencies</th>
<th>Employment and Changes in Employment by State and Region</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number reported</td>
<td>Percent reported</td>
</tr>
<tr>
<td></td>
<td>Handicapped</td>
<td>Disabled</td>
</tr>
<tr>
<td>New Hampshire</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Vermont</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Maine</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Connecticut</td>
<td>100</td>
<td>2%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>2%</td>
</tr>
</tbody>
</table>

Minority group staffing in employment security agencies and employment and changes in employment by state and region.
<table>
<thead>
<tr>
<th>Region</th>
<th>1967</th>
<th>1968</th>
<th>1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Jersey</td>
<td>6,884</td>
<td>6,786</td>
<td>6,360</td>
</tr>
<tr>
<td>New York</td>
<td>2,722</td>
<td>3,154</td>
<td>3,264</td>
</tr>
<tr>
<td>Total</td>
<td>19,578</td>
<td>20,964</td>
<td>19,980</td>
</tr>
<tr>
<td>Delaware</td>
<td>9,216</td>
<td>9,600</td>
<td>9,124</td>
</tr>
<tr>
<td>Maryland</td>
<td>6,570</td>
<td>7,570</td>
<td>7,296</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>7,334</td>
<td>7,545</td>
<td>7,216</td>
</tr>
<tr>
<td>Virginia</td>
<td>3,064</td>
<td>3,045</td>
<td>2,905</td>
</tr>
<tr>
<td>West Virginia</td>
<td>2,712</td>
<td>2,722</td>
<td>2,692</td>
</tr>
<tr>
<td>State and year reported</td>
<td>Minority group staffing</td>
<td>Total agency staffing</td>
<td>Percent reported</td>
</tr>
<tr>
<td>------------------------</td>
<td>------------------------</td>
<td>----------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>4 Alabama: 1967</td>
<td>784</td>
<td>2.0</td>
<td>2.4</td>
</tr>
<tr>
<td>1968</td>
<td>818</td>
<td>2.1</td>
<td>2.4</td>
</tr>
<tr>
<td>1969</td>
<td>879</td>
<td>2.5</td>
<td>2.4</td>
</tr>
<tr>
<td>5 Florida: 1967</td>
<td>1,446</td>
<td>5.3</td>
<td>6.0</td>
</tr>
<tr>
<td>1968</td>
<td>1,487</td>
<td>6.0</td>
<td>7.2</td>
</tr>
<tr>
<td>1969</td>
<td>1,538</td>
<td>7.2</td>
<td>1.9</td>
</tr>
<tr>
<td>6 Georgia: 1967</td>
<td>750</td>
<td>9.2</td>
<td>9.3</td>
</tr>
<tr>
<td>1968</td>
<td>875</td>
<td>9.3</td>
<td>9.5</td>
</tr>
<tr>
<td>1969</td>
<td>725</td>
<td>11.1</td>
<td>9.2</td>
</tr>
<tr>
<td>7 Kentucky: 1967</td>
<td>586</td>
<td>1.9</td>
<td>2.0</td>
</tr>
<tr>
<td>1968</td>
<td>599</td>
<td>2.0</td>
<td>2.0</td>
</tr>
<tr>
<td>1969</td>
<td>653</td>
<td>2.4</td>
<td>2.0</td>
</tr>
<tr>
<td>8 Mississippi: 1967</td>
<td>7,032</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1968</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1969</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9 North Carolina:</td>
<td>592</td>
<td>7.0</td>
<td>10.9</td>
</tr>
<tr>
<td>1967</td>
<td>599</td>
<td>7.0</td>
<td>10.9</td>
</tr>
<tr>
<td>1968</td>
<td>607</td>
<td>7.4</td>
<td>4.8</td>
</tr>
<tr>
<td>10 South Carolina:</td>
<td>878</td>
<td>9.2</td>
<td>9.3</td>
</tr>
<tr>
<td>1967</td>
<td>909</td>
<td>9.3</td>
<td>9.5</td>
</tr>
<tr>
<td>1968</td>
<td>986</td>
<td>9.5</td>
<td>9.2</td>
</tr>
<tr>
<td>REGION</td>
<td>1967</td>
<td>1968</td>
<td>1969</td>
</tr>
<tr>
<td>--------</td>
<td>------</td>
<td>------</td>
<td>------</td>
</tr>
<tr>
<td>Illinois</td>
<td>2,751</td>
<td>2,812</td>
<td>2,647</td>
</tr>
<tr>
<td>Indiana</td>
<td>1,083</td>
<td>1,050</td>
<td>1,023</td>
</tr>
<tr>
<td>Michigan</td>
<td>950</td>
<td>968</td>
<td>950</td>
</tr>
<tr>
<td>Minnesota</td>
<td>2,586</td>
<td>2,586</td>
<td>2,383</td>
</tr>
<tr>
<td>Ohio</td>
<td>2,383</td>
<td>2,383</td>
<td>2,142</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>2,383</td>
<td>2,383</td>
<td>2,142</td>
</tr>
<tr>
<td>Arkansas</td>
<td>624</td>
<td>668</td>
<td>720</td>
</tr>
<tr>
<td>Louisiana</td>
<td>881</td>
<td>988</td>
<td>1,068</td>
</tr>
<tr>
<td>New Mexico</td>
<td>1,075</td>
<td>1,145</td>
<td>1,083</td>
</tr>
<tr>
<td>Total</td>
<td>10,632</td>
<td>11,797</td>
<td>11,965</td>
</tr>
<tr>
<td>REGION</td>
<td>1967</td>
<td>1968</td>
<td>1969</td>
</tr>
<tr>
<td>--------</td>
<td>------</td>
<td>------</td>
<td>------</td>
</tr>
<tr>
<td>0</td>
<td>522</td>
<td>262</td>
<td>001</td>
</tr>
<tr>
<td>1</td>
<td>36</td>
<td>22</td>
<td>001</td>
</tr>
<tr>
<td>2</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>3</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>4</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>5</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>6</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>REGION</th>
<th>1967</th>
<th>1968</th>
<th>1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>522</td>
<td>262</td>
<td>001</td>
</tr>
<tr>
<td>1</td>
<td>36</td>
<td>22</td>
<td>001</td>
</tr>
<tr>
<td>2</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>3</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>4</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>5</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>6</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>REGION</th>
<th>1967</th>
<th>1968</th>
<th>1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>522</td>
<td>262</td>
<td>001</td>
</tr>
<tr>
<td>1</td>
<td>36</td>
<td>22</td>
<td>001</td>
</tr>
<tr>
<td>2</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>3</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>4</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>5</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>6</td>
<td>0</td>
<td>0</td>
<td>001</td>
</tr>
<tr>
<td>State and year</td>
<td>Number of Minority Group Staffing in Employment Security Agencies, Employment and Changes in Employment by State and Region - Continued</td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TABLE 1. ALL LOCATIONS AND ALL JOB CATEGORIES

<table>
<thead>
<tr>
<th>Region 7</th>
<th>1967</th>
<th>1968</th>
<th>1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>Iowa</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kansas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Missouri</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nebraska</td>
<td></td>
<td></td>
<td>5.0</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>5.0</td>
<td>6.0</td>
</tr>
</tbody>
</table>

Note: Data not available for some states and years.
<table>
<thead>
<tr>
<th>Region</th>
<th>Year</th>
<th>Total</th>
<th>Negroes</th>
<th>Spanish Americans</th>
<th>American Indians</th>
<th>Orientals</th>
<th>Minority Group Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1967</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Alaska</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>190</td>
<td>16</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>207</td>
<td>21</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Idaho</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1967</td>
<td>312</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>351</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>346</td>
<td>11</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oregon</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1967</td>
<td>772</td>
<td>21</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>759</td>
<td>32</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>825</td>
<td>57</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Washington</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1967</td>
<td>978</td>
<td>20</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>999</td>
<td>32</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>1,144</td>
<td>87</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National</td>
<td>1967</td>
<td>2,252</td>
<td>61</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1968</td>
<td>2,316</td>
<td>112</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1969</td>
<td>2,554</td>
<td>183</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Table 1.** All locations and all job categories.
MRS. CHISHOLM. For example in Alabama, blacks form 30 percent of the State population yet only 2.4 percent of the State employment service are black. In Mississippi, blacks constitute 42 percent of the population but only 7.2 percent of the employees in the State employment service.

In North and South Carolina blacks comprise 24.5 percent and 34.8 percent respectively but only 6.6 and 4.0 percent of the State employment service.

Spanish-speaking Americans have the same problem. In Texas where Mexican Americans form 14.7 percent of the population they are represented by only 8.8 percent of the employees in the State employment service.

Now I know some people are going to say we are not going to play the numbers game. I am not playing any games either, but numbers are important. They indicate a pattern, a pattern that this committee must be aware of before it turns over all our manpower programs to the States.

I stressed the point that I was a black urban representative for a very specific reason. Under the administration approach the cities will be at a tremendous disadvantage.

In spite of the "Pass-Through" features the cities will be at the mercy of the State governments with regard to the amount of the funds they will receive and the manner in which they will be disbursed.

In a long colloquy with Senator Nelson, Secretary Shultz explained that a mayor could appeal his case to the Secretary of Labor and that the Secretary did have the power to override the Governor if necessary.

Judging from the past record in overrides with regard to the OEO program I just don't see this happening very often. I doubt very much if the administration would override one of its Republican Governors and they would shrink even at the thought of overriding a southern Governor.

What we need is not to add another layer of bureaucracy by turning our manpower program over to the States but rather to consolidate and expand the manpower programs under the Department of Labor.

This is why I am supporting so strongly the O'Hara legislation. We need more commitment to and emphasis on not only job training but also to job creation.

In the last couple of evenings CBS news has begun a series of programs on the terrible problems facing American citizens in the health field. The same pattern repeats itself in many areas of the public service sector. Our schools, libraries, police departments, sanitation departments, recreational and park departments, day care centers, and many others are desperately in need of additional manpower.

These are not make work jobs but services which our citizens want and need. Doesn't it seem absurd in this, the richest of all countries, to have people begging for work on one hand and having vital human services jobs go unfulfilled on the other. We have got to begin to create federally financed jobs in the public service field.
As you know our unemployment rate has not risen to 4.6 percent.

This may sound small when we speak of it in terms of percentage points but what it means, gentlemen, is that 3,733,000 people are now out of work.

Just as fractions of a second have a critical effect on the maneuvers of our astronauts in space so also those few percentage points are having a critical effect on the lives of millions of our fellow Americans.

Mr. Daniels. Mrs. Chisholm, both personally and on behalf of the committee, I want to thank you for a very fine statement and for bringing to our attention the particular data that is set forth in your statement.

You did mention that you support the bill sponsored by our colleague, Mr. O'Hara, H.R. 11620.

Mrs. Chisholm. Yes.

Mr. Daniels. And you are opposed to the decentralization principle set forth in the administration bill.

Mrs. Chisholm. Yes. I want it to be clearly stated, that it is very important, not only in terms of job training, which is one of the main factors in this whole question of employment and training, but also the whole question of upward mobility, the whole question of the creation of new jobs, because it is one thing to train persons for employment, and it is another thing for them to have the feeling that they will be able to eventually move on up and out into the economic mainstream of American life, and this is what I am very concerned about.

Mr. Daniels. Our field hearings conducted during the Easter recess showed some glaring deficiencies in our programs, and my colleague, Mr. Scherle, will agree with me that we add to the frustration and anger of the unemployed, particularly those from the ghetto areas, when we train them for jobs and on the completion of the training program there are no jobs available.

Mrs. Chisholm. There is one other point I would like to leave you. I don't know if this is at all possible but I have been thinking about this, and I was wondering if in some way there could not be a coordination in terms of sections of this Nation where certain regions of this Nation have certain jobs going begging.

They really need personnel and help, but the training programs in that particular area or that particular region do not prepare the people to go into those jobs which around them are going begging, and I was wondering if there was not a possibility of the coordination of the job training relative to the jobs that are going begging in that particular region, because we are finding this a great deal.