

THE EQUAL OPPORTUNITY FOR DISPLACED HOMEMAKERS ACT

HEARING
BEFORE THE
SUBCOMMITTEE ON EQUAL OPPORTUNITIES
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
NINETY-FOURTH CONGRESS
SECOND SESSION
ON
H.R. 10272
TO PROVIDE FOR THE ESTABLISHMENT OF MULTIPURPOSE
SERVICE PROGRAMS FOR DISPLACED HOMEMAKERS, AND
FOR OTHER PURPOSES

HEARING HELD IN LOS ANGELES, CALIF.,
NOVEMBER 18, 1976

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CARL D. PERKINS, *Chairman*



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EQUAL OPPORTUNITY FOR DISPLACED HOMEMAKERS ACT

THURSDAY, NOVEMBER 18, 1976

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EQUAL OPPORTUNITIES,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Los Angeles, Calif.

The subcommittee met, pursuant to notice, at 9:45 a.m., in the George Kinsey Auditorium of the California Museum of Science and Industry, Exposition Park, Los Angeles, Calif., Hon. Augustus F. Hawkins (chairman) presiding.

Members present: Representatives Hawkins, and Clay.

Also present: Hon. Yvonne Burke, D-Calif.

Staff present: Ms. Susan Grayson, staff director; Dr. Martin LaVor, minority senior legislative associate; and Carole Schanzer, clerk.

[Text of H.R. 10272 follows:]

[H.R. 10272, 94th Cong., 1st sess.]

A BILL To provide for the establishment of multipurpose service programs for displaced homemakers, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Equal Opportunity for Displaced Homemakers Act".

FINDINGS AND PURPOSE

SEC. 2. (a) The Congress hereby finds that—

(1) homemakers are an unrecognized and unpaid part of the national work force who make an invaluable contribution to the welfare and economic stability of the Nation but who receive no health, retirement, or unemployment benefits as a result of their labor;

(2) an increasing number of homemakers are displaced in their middle years from their family role and left without any source of financial security through divorce, the death of their spouse, or the loss of family income;

(3) displaced homemakers often are subject to discrimination in employment because of age, sex, and lack of any recent paid work experience; and

(4) displaced homemakers often are without any source of income because—

(A) they are ineligible for social security benefits because they are too young, or because they are divorced from the family wage earner;

(B) they are ineligible for Federal welfare assistance if they are not physically disabled and their children are past a certain age;

(C) they are ineligible for unemployment insurance because they have been engaged in unpaid labor in the home.

(b) It is the purpose of this Act to require the Secretary of the Department of Health, Education, and Welfare to establish multipurpose service programs to provide necessary training, counseling, and services for displaced homemakers so that they may enjoy the independence and economic security vital to a productive life.

DEFINITIONS

SEC. 3. For purposes of this Act—

- (1) the term "displaced homemaker" means an individual who—
 - (A) has worked in the home for a substantial number of years providing unpaid household services for family members;
 - (B) is not gainfully employed;
 - (C) has had, or would have, difficulty in securing employment; and
 - (D) has been dependent on the income of another family member but is no longer supported by such income, or has been dependent on Federal assistance but is no longer eligible for such assistance; and
- (2) the term "Secretary" means the Secretary of the Department of Health, Education, and Welfare.

MULTIPURPOSE SERVICE PROGRAMS

SEC. 4. (a) The Secretary shall establish multipurpose service programs for displaced homemakers which shall include—

- (1) job counseling services which shall—
 - (A) be specifically designed for a person entering the job market after a number of years as a homemaker; and
 - (B) operate to counsel displaced homemakers with respect to appropriate job opportunities;
 - (2) job training and job placement services which shall—
 - (A) develop, by working with State and local government agencies and private employers, training and placement programs for jobs in the public and private sectors;
 - (B) assist displaced homemakers in gaining admission to existing public and private job training programs and opportunities; and
 - (C) assist in identifying community needs and seeking funding for new public sector jobs;
 - (3) health education and counseling services with respect to—
 - (A) general principles of preventative health care;
 - (B) health care consumer education, particularly selection of physicians and health care services, including, but not limited to, health maintenance organizations, and health insurance;
 - (C) family health care and nutrition education;
 - (D) alcohol and drug addiction; and
 - (E) other related health care matters;
 - (4) financial management services which provide information and assistance with respect to insurance, taxes, estate and probate problems, mortgages, loans, and other related financial matters;
 - (5) educational services, including—
 - (A) outreach and information about courses offering credit through secondary or postsecondary education programs, including bilingual programming where appropriate; and
 - (B) information about such other programs which are determined to be of interest and benefit to displaced homemakers by the Secretary;
 - (6) legal counseling services which provide information and referral with respect to prepaid legal services plans, civil rights law, lawyer referral services, paralegal assistance, and other forms of legal assistance; and
 - (7) outreach and information services with respect to Federal employment, education, health and unemployment assistance programs which the Secretary determines would be of interest and benefit to displaced homemakers.
- (b) Supervisory, technical, and administrative positions relating to multipurpose service programs established under this Act shall, to the maximum extent feasible, be filled by displaced homemakers.

ADMINISTRATION

SEC. 5. (a) The Secretary may enter into contracts with and make grants to public and nonprofit private entities for purposes of establishing multipurpose service programs under this Act.

(b) The Secretary shall consult and cooperate with the Secretary of Labor, the Commissioner of the Social Security Administration, the Commissioner of the Administration on Aging, and such other persons in the executive branch of the Federal Government as the Secretary considers appropriate to facilitate the coordination of multipurpose service programs established under this Act with existing Federal programs of a similar nature.

STUDY OF FEDERAL PROGRAMS

SEC. 6. (a) The Secretary shall—

(1) through coordination with the Secretary of Labor, conduct a study to determine the feasibility of and appropriate procedures for allowing displaced homemakers to participate in—

(A) programs established under the Comprehensive Employment and Training Act of 1973 (29 U.S.C. 801 et seq.);

(B) work incentive programs established under section 432(b)(1) of the Social Security Act; and

(C) related Federal employment, education, and health assistance programs; and

(2) through coordination with the Secretary of Labor, conduct a study to determine the feasibility of and appropriate procedures for allowing displaced homemakers to participate in programs established or benefits provided under—

(A) the Federal-State Extended Unemployment Compensation Act of 1970 (Public Law 91-373; 87 Stat. 708);

(B) title II of the Emergency Jobs and Unemployment Assistance Act of 1974 (Public Law 93-567; 88 Stat. 1850);

(C) the Emergency Unemployment Compensation Act of 1974 (Public Law 93-572; 88 Stat. 1869); and

(D) related Federal unemployment assistance programs.

REPORT

SEC. 7. The Secretary shall submit a final report to each House of the Congress not later than one year after the date of the enactment of this Act. The final report shall contain studies conducted under section 6, together with such recommendations for legislative or other action as the Secretary may consider appropriate.

CONTRIBUTIONS

SEC. 8. The Secretary may, in carrying out the provisions of this Act, accept, use, and dispose of contributions of money, services, and property.

NONDISCRIMINATIONS

SEC. 9. No person in the United States shall on the ground of sex, age, race, color, religion, or national origin be excluded from participating in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with funds made available under this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. Effective beginning with the fiscal year ending on June 30, 1976, there is hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

Mr. HAWKINS. The Subcommittee on Equal Opportunities of the House Education and Labor Committee is called to order. I am very pleased to commence hearings this morning on H.R. 10272, the Equal

Opportunity for Displaced Homemakers Act. Inasmuch as California was the first State to establish a demonstration center for displaced homemakers, I think it is appropriate that the subcommittee initiate hearings on this legislation here in Los Angeles.

Unemployment and underemployment are the most critical problems facing the country today. Unemployment has fallen particularly hard on minorities and women. Nearly a quarter million unemployed women in March 1974 were family heads. According to the latest available statistics from the Women's Bureau, as of March 1975, 16.7 million or 20.1 percent of all households were headed by women. During the last decade the number of women who head households has increased by 46 percent and more than half of the women family heads are between 35 and 64 years of age.

Many of these women find themselves forced to enter the labor market because of divorce, death of spouse, or other extenuating circumstance in which their source of livelihood is removed. Oftentimes, these women are without any recognizable skills or training and ineligible for unemployment or social security benefits because of age. As of March 1973, there were 2.2 million women who fell into the category of displaced homemakers. They found themselves without financial resources or the means to achieve economic stability. Clearly, there is a need to provide the displaced homemaker with training and counseling in order to enable her to enter the work force and become self-sufficient and self-reliant. This morning we will hear testimony from many such women who will relate experiences such as I have described.

At this point the Chair would like to introduce the members and staff of the subcommittee who are present at this time. To my immediate left is the Honorable William Clay, of St. Louis, Mo., one of the most active and ranking Democratic members of the subcommittee. To his left is Ms. Susan Grayson, the staff director of the Subcommittee on Equal Opportunities. To my right is Dr. Martin LaVor, who is the minority senior legislative associate on the full committee.

The subcommittee is certainly pleased to have as its first witness today the chief sponsor of this legislation in the House of Representatives, the Honorable Yvonne Burke. I certainly would like to say at this point, quite apart from personal friendship, that without her tireless efforts—and that is a rather weak statement to make in view of the things that she has done—this subcommittee would not be in Los Angeles today to conduct this hearing.

Mrs. Burke, I want to welcome you before the subcommittee this morning and I certainly look forward to your testimony.

STATEMENT BY HON. YVONNE BURKE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mrs. BURKE. Thank you very much, Mr. Chairman. And to the chairman, Mr. Hawkins, and to Mr. Clay and to the members of the staff of the committee, I would like to tell you how much I do appreciate your consideration and the fact that you would come all the way here to California to hold these hearings on this piece of legislation that we feel is of tremendous importance.

We realize that this is a very difficult time. It is after the election, when most Members of Congress are trying to get away from some of

these tasks, but that is why we are certainly very, very appreciative that you would give us consideration and that you would hold this hearing at this time.

I also want to express my appreciation to a few other people who I know you will be hearing from later. I want to mention the contribution that they have made since this legislation really was not my idea. It was the idea of the task force on older women of the National Organization for Women. I am sure that you will be hearing from representatives of that group, such as Tish Sommers and some of the people who have worked so hard to make this concept and the term "displaced homemaker" part of our vocabulary.

I would also like to thank today Hallie Tenner and Shirey Josephs for the work they did in calling together witnesses. I feel very confident that we are going to have a cross section of witnesses and a great deal of that work has been done by the Los Angeles City Commission on the Status of Women.

I know that there is a great deal of statistical information that has been made available. I am attaching to my testimony a number of exhibits. One of those exhibits is a factsheet describing the problems faced by displaced homemakers and provides preliminary statistics on the numbers that we are talking about. Another lists the many organizations that have endorsed my bill.

[Exhibits follow:]

FACT SHEET ON H.R. 10272—EQUAL OPPORTUNITY FOR DISPLACED HOMEMAKERS ACT

Question 1. What is the purpose of this bill?

Answer. The purpose of H.R. 10272 is to provide for establishment of multi-purpose service programs for displaced homemakers to help them through a readjustment period and become self-sufficient. The contribution of Homemakers to society and the economy goes virtually unrecognized. Homemakers are among the few groups of workers who lack the protection of Social Security, unemployment insurance, or workmen's compensation. When their job responsibilities are terminated by divorce, separation, or widowhood in their middle years, they are often left without any source of financial security and little or no marketable work experience.

This legislation seeks to deal with the predicament of displaced homemakers by providing counseling and services so that they may enjoy the independence and security vital to a productive life.

Question 2. Who are the "displaced homemakers"?

Answer. A displaced homemaker is an individual who has been doing unpaid labor in the home, who is not gainfully employed, who has had, or would have, difficulty in securing employment; and who has been dependent on the income of another family member but is no longer supported by that income.

These individuals, most often women in their middle years, have contributed years of maintaining a home and family and suddenly find themselves "displaced" through divorce, separation, widowhood, or other loss of family income.

A "displaced homemaker" could be a woman who has been dependent on her husband's income throughout their marriage and loses that financial support because of divorce or the death of her husband. Or it could be a man who has stayed at home to take care of his parents and loses his income because of their death. Or it could be a mother who is no longer eligible for federal welfare assistance because her children are past a certain age.

Question 3. What are the problems facing the "displaced homemaker"?

Answer. This is a group that "falls between the crack" in terms of federal income security programs. They are frequently ineligible for social security benefits because they are too young, and for many, they will never qualify for Social Security because they have been divorced from the family wage earner. They are ineligible for Federal welfare assistance if they are not physically disabled and their children are over 16.

They are ineligible for unemployment insurance because they have been engaged in unpaid labor in the home, while at the same time they are often subject to discrimination in seeking employment because of age, sex, and lack of any recent paid work experience. They are subject to the highest unemployment rate of any sector of the workforce.

Often they have lost their rights as beneficiaries under employers' pension and health plans through divorce or widowhood and they are generally unacceptable to private health insurance plans because of their sex and age.

Question 4. How extensive is the problem?

Answer. It is difficult to pinpoint exactly how many people would qualify as displaced homemakers because homemakers don't often appear in government statistics and their contribution to the economy is not recognized. In 1975, 57% of married women were full-time homemakers. While there are no data on the number of widows and divorced women who have been full-time homemakers, the total number of such women is indicative of the size of the problem. In 1973 there were 9,851,000 widows and 3,275,000 divorced women, a 41% increase in widows since 1950 and a 166% increase in divorced women since 1950.¹

The Alliance for Displaced Homemakers in Oakland, California has estimated that over 2.2 million women fell into the displaced homemaker category as of March, 1973. A large number of people are also potential displaced homemakers: married women between the ages of 34 and 64 who are not in the labor force and have no children under 18 totalled 7.5 million in March, 1973. Moreover, 15 million women out of the labor force who currently have minor children will be without benefits when their children reach 16 years of age.

Question 5. Why does this problem exist?

Answer. The changing status of the family has caught older women unprotected. The divorce rate has nearly doubled over the last decade and a half; the life expectancy of women is higher than that of men. Therefore, the older women become, the more likely they are to be on their own.

In 1960, there were 35 divorces per 1000 and by 1974 this figure increased to 63 per 1000. Over one fourth of the divorces filed are after more than 15 years of marriage. The trend is toward no-fault dissolution of marriage and spousal support for limited periods, if at all.

There has been an increase of 46% in the number of households headed by women in the last decade. Of the total heads of households in the US in March 1975, 20.1% were women. More than half, or 56%, of the women family heads were between 35 and 64 years of age. Forty percent of poor families have a woman as its head.

Between the ages of 40 and 54, the number of widows increases more than five times. There are more than four times as many widows as widowers.

Question 6. What does H.R. 10272 provide?

Answer. The bill provides for the establishment of multi-purpose service centers to offer training, counseling and services for displaced homemakers. The programs would be administered by the Department of Health, Education and Welfare.

These programs include: job counseling, training and placement services, counseling and referral in health care, education, legal problems and financial management. It also provides outreach and information services relating to existing federal, state and local programs.

The bill also calls for a one year study and report to Congress regarding the feasibility of and appropriate procedures for including displaced homemakers under unemployment compensation programs. While homemakers make an invaluable contribution to the welfare and economic stability of this country, there is no unemployment insurance for a homemaker who is "laid off."

ENDORSEMENTS OF H.R. 10272, THE DISPLACED HOMEMAKERS ACT

Alliance for Displaced Homemakers.
American Association of Retired Persons (AARP).
Association of Family Conciliation Courts.
B'nai B'rith Women.
California Rural Legal Assistance Agency.

¹ U.S. Department of Commerce, Bureau of the Census, Statistical Abstract of the U.S., 1974, p. 38, cited by National Commission on the Observance of International Women's Year, 1975.

California State Commission on the Status of Women.
 Church Women United.
 City and County of San Francisco, Commission on the Status of Women.
 County of Santa Barbara Commission on the Status of Women.
 Grey Panthers.
 Los Angeles City Commission on the Status of Women.
 Los Angeles County Commission on the Status of Women.
 National Association of Social Workers.
 National Coalition of American (Roman Catholic) Religious.
 National Commission on the Observance of International Women's Year.
 National Council of Negro Women.
 National Council of Senior Citizens.
 National Organization for Women and N.O.W. Task Force on Older Women.
 National Women's Political Caucus.
 Oakland Feminists Women's Health Center.
 President-elect Carter's 51.3% Committee.
 Select Committee on Aging (U.S. House of Representatives).
 Sociologists for Women in Society.
 Wider Opportunities for Women (W.O.W.).
 Women's Equity Action League.
 Women For:
 Women in Communications, Inc.
 Women's Lobby.
 YWCA—National Board of Directors (and many local chapters).

[Source: "... To Form A More Perfect Union ..." Report of the National Commission on the Observance of International Women's Year, 1976]

DISPLACED HOMEMAKERS BILL ²²

The IYW Commission recommends that the Administration endorse H.R. 10272, known as the "Equal Opportunity for Displaced Homemakers Act," which provides for establishing multi-purpose service programs for displaced homemakers to help them through a readjustment period in order to become self-sufficient members of society.

BACKGROUND

The Homemaker Committee heard testimony on H.R. 10272 from Laurie Shields of Oakland, California, Coordinator for the Alliance for Displaced Homemakers; and Coordinator for the Displaced Homemakers Committee of the National Organization of Women (NOW) Task Force on Older Women; and from Renee Montgelas, Legislative Assistant to Representative Yvonne Burke of California.

Homemaking is still the occupational preference for most women. Fifty-seven percent of married women are still employed full time as homemakers.²³

Homemakers comprise an unrecognized and unpaid part of the national work force. They make an invaluable contribution to the welfare and economic stability of our Nation but receive no health, retirement, or unemployment benefits as a result of their labor.

Homemakers are an unrecognized and unpaid part of the national work force who make an invaluable contribution to the welfare and economic stability of our Nation but who receive no health, retirement, or unemployment benefits as a result of their labor.

More and more homemakers are displaced in their middle years from their family role and are left without any source of financial security after divorce, the death of their spouses, or after other loss of family income.

Although there are no data on how many widows and divorced women have been full-time homemakers, the total number of such women indicates the size of the problem. In 1973 there were 2,851,000 widows and 3,275,000 divorced

²² Recommendation approved by Homemaker Committee Jan. 13, 1976; by IYW Commission Jan. 16, 1976.

²³ U.S. Department of Labor, *Manpower Report of the President*, April 1975, Wash., D.C.: U.S. Government Printing Office, p. 254.

women, a 41 percent increase in widows since 1950 and a 188 percent increase in divorced women since 1950.²⁸ Furthermore, no fewer than one-fourth of the divorces take place after 15 years of marriage.²⁹

Displaced homemakers find it very difficult to get employment because of their sex, lack of vocational skills, age, and lack of any recent paid work experience. Many displaced homemakers are without any source of income because:

1. They are ineligible for Social Security benefits, because they are too young or because they are divorced from family wage earners after being married fewer than 20 years;
2. They are ineligible for Federal welfare assistance if they are not physically disabled and their children are past 18 years of age;
3. They are ineligible for unemployment insurance or health plan benefits because they have been engaged in unpaid labor at home;
4. They may have lost their rights as a beneficiary under a spouse's pension and health plans.

In other words, displaced homemakers "fall between the cracks" of all existing Federal income security programs.

PROVISIONS OF H.R. 10272

H.R. 10272 directs the Secretary of HEW to establish multipurpose service programs (job training, counseling, placement, health education, financial management, and legal counseling) so that displaced homemakers may enjoy the independence and economic security vital to a productive and self-sufficient life.

The bill also directs the Secretary of HEW to cooperate with the Secretary of Labor in conducting a study to determine feasible and appropriate procedures for allowing displaced homemakers to participate in programs under the Comprehensive Employment and Training Act, in work incentive programs, in unemployment compensation, and in programs under the Emergency Job and Unemployment Assistance Act of 1974, and the Emergency Unemployment Compensation Act of 1974.

A displaced homemaker is defined in the bill as an individual who has worked in the home for a substantial number of years providing unpaid household services for family members; is not gainfully employed; has had or would have difficulty in securing employment; and has been dependent on the income of another family member but is no longer supported by such income, or has been dependent on Federal assistance but is no longer eligible for such assistance. As indicated earlier, the number of women who would be eligible for participation is not known.

One important aspect of the bill envisages creation of new jobs utilizing the homemaker's experience, such as home health care aides, consumer education aides, and other needed public services.

SUMMARY

Given an opportunity to work in appropriate occupations, these women can use those years of homemaking in new ways to fill a socially useful function and at the same time provide independence for themselves and pay taxes rather than being supported at taxpayer expense.

Enactment of the Displaced Homemakers bill would by no means solve all problems experienced by displaced homemakers. Broad changes will have to be made in laws and in attitudes even to begin righting the wrongs experienced by this neglected segment of the population and in order to recognize fully the importance of the homemaker's role. But such legislation does aim at eradicating some of the immediate problems by providing for re-entry services and training in job skills so that displaced homemakers may become productive, self-sufficient members of society.

Mrs. BURKE. I will ask at this time that my entire statement be admitted into the record, and then I would like to have an opportunity to summarize that statement.

²⁸ U.S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the U.S.*, 1974, Wash., D.C.: U.S. Government Printing Office, p. 38.

²⁹ Testimony of Laurie Shields, Coordinator for the Alliance for Displaced Homemakers before the Homemaker Committee, Jan. 10, 1976.

Chairman HAWKINS. Without objection, the statement in its entirety will be entered in the record at this point, together with any supporting documents that Mrs. Burke may hereafter submit to the committee.

[The prepared statement of Representative Burke follows:]

PREPARED STATEMENT OF HON. YVONNE BURKE

I sincerely appreciate your cooperation in calling this hearing to give the people here today the opportunity to discuss the plight of the displaced homemaker. The multitude of problems faced by displaced homemakers have only recently been given the recognition and attention they deserve. Today's hearing will not only give people a chance to voice their concern over these problems; it will also develop an important and useful record of information for further developing legislation.

One of the major problems with which we are constantly confronted is the lack of current, comprehensive statistics to accurately document the needs of displaced homemakers. There is so little information available on this forgotten group of people that we don't even know exactly how many displaced homemakers there are in this country. Yet I am firmly convinced that a serious problem does indeed exist. I reached this conclusion as a result of conversations with many of the women affected, through hundreds of letters I have received from displaced homemakers and from studies made by my staff and other organizations.

Rather than going into these statistics in detail right now, I would like to insert a Fact Sheet into the record which describes the problems and needs of displaced homemakers in greater depth.

When I first introduced the Equal Opportunity for Displaced Homemakers Act in May 1975, I was absolutely amazed at the response it received from all over the country. It was as if there were a group of people waiting for someone to speak to their needs. This is the first legislation of its kind to be introduced on the Federal level and the reaction was overwhelming.

So many of the letters I receive daily come from individual women who write to tell me their own personal stories. Many of them start out the same way: "I am a 50 year old homemaker; I am widowed (or divorced); my children are grown; I have no job, am not trained for one and I have very little means of support. I want to work, but who wants a middle-aged woman without any job skills?"

There are an increasing number of problems facing many divorced and widowed older women, especially financially related problems—ineligibility for income security programs such as Social Security benefits, Federal welfare assistance, unemployment insurance, pension and health plan benefits, as well as the inability of many to adequately support themselves. These women, who have spent the majority of their adult lives maintaining a home and family, are "displaced homemakers."

The person described by the term "displaced homemaker" is all too familiar. I would imagine that every one of us knows of someone who fits this typical description: a middle-aged woman, a homemaker for most of her adult life, dependent on her husband for her income and security, who suddenly finds herself alone because of divorce or widowhood with little or no income and few marketable skills. It is a sad picture, and the problem is growing.

This is the payoff to a woman who has fulfilled society's traditional definition of a woman's role. She is encouraged to stay home and care for her family, but when she grows older, she is penalized for not having "worked". She must therefore settle for a job with low pay, low responsibility, and little promise of advancement, if she is lucky enough to get a job at all. Prevailing cultural attitudes, sexism, and ageism all work against her. An old maxim holds that a man of forty is in his prime, but a woman of forty is over the hill. Her hiring difficulties increase with age.

The displaced homemaker, following a divorce or the death of her spouse, is confronted by a host of unexpected problems, particularly if she falls into the vulnerable 45-64 age bracket. These women married assuming that they would be taken care of financially for life while they gladly took up the role of homemaker. Their dependence did not prepare them for the tremendous changes in the structure of the family and society.

Most of these women feel, and are, very alone; few believe anything can be done to help them, and most don't know how to organize to get the help they need. One woman did. Her name is Tish Sommers and she is the Coordinator of the NOW Task Force on Older Women. As a displaced homemaker herself, she joined with a handful of unemployed older women to help each other find jobs. Out of their personal struggle came the idea of state and Federal legislation to help women like themselves. Tish Sommers brought a draft of this bill to Washington, D.C. I introduced it in the House of Representatives and it took off from there.

The purpose of the Displaced Homemakers Act is to help displaced homemakers through a readjustment period so that they may eventually become self-sufficient. It provides for the establishment of multi-purpose service center which would offer job counseling, training, and placement services, as well as counseling and referral in the areas of health care, education, legal problems and financial management. It would also provide information relating to existing Federal, state and local programs. The programs and services offered by the centers would depend on the needs and available services of a particular community.

This legislation is a bridge to Federal, state and local public and private sector job opportunities which are currently not available to displaced homemakers. It would benefit the many women who would normally find themselves in dead-end jobs. Instead, they would have the opportunity to train for identifiable, better paying positions. In today's economy, job creation is an important aspect of this bill; new jobs utilizing the homemaker's experience, such as home health care, consumer education and other needed public services must be identified.

The problems of a homemaker who is a member of the minority language group are compounded by her need for help in learning to use English in the business world. For this reason, the bill includes a provision for bilingual training.

Up to this point we have been discussing only women as displaced homemakers, since it is traditionally women who have taken on the homemaker role. A man could conceivably be categorized as a displaced homemaker. This bill is not sex-specific. Whichever adult has spent a lifetime in homemaking is eligible under the bill for its benefits.

I will be reintroducing the Displaced Homemakers Act when the 95th Congress convenes in January. I plan to make a few changes in the legislation at that time. Among the anticipated changes will be matching funds provision, whereby the Federal government would contribute 80 percent and the states 10 percent of the funding for the centers. This would then give the states a financial stake in the centers and reward those states, such as California and Maryland, which have taken the initiative and already set up displaced homemaker demonstration centers. The new bill will also specify the number of centers to be established each year so that there would be an orderly progression in setting up centers and assurances of adequate funding for each center.

Other changes would clarify the intent that actual centers are to be established, that there would be a minimum-wage level stipend given to trainees, and that an evaluation of the programs would take place two years after the first centers are established.

By January, I would also expect to provide a concrete authorization level for the bill. At that time we should have the results of a Library of Congress study and a review of the Oakland Center's experience and budget requirements.

There must be assurances of an adequate level of funding so that the centers can operate without many financial constraints. We must be prepared to meet the needs of displaced homemakers by utilizing our limited financial resources effectively. For those who are critical of the skyrocketing costs of income security programs, such as welfare, here is a practical and reasonable alternative. By spending the money on the type of program I am proposing and by putting people to work in meaningful jobs, we can prevent their becoming charges of the state in later years.

This attempt comes at a time when widespread reorganization is expected to take place in the Federal governmental structure under the new Carter Administration. My proposal would realign money and services to make government services more efficient and responsive to the needs of the people.

Enactment of this legislation will by no means solve all the problems experienced by displaced homemakers. There will have to be broad changes made in

our laws and in our attitudes. But the bill does aim at eradicating some of the immediate problems, such as the need for re-entry services and job skills, so that they may be allowed to become productive, self-sufficient members of society.

The growing recognition of the problems peculiar to displaced homemakers has resulted in endorsement of the Displaced Homemakers Act by a large number of organizations. (A list of these organizations is submitted for the record.)

Furthermore, the House Select Committee on Aging, which has held extensive hearings on the economic problems of older women, has recommended that programs to assist displaced homemakers should be established. The National Commission on the Observance of International Women's Year, in its excellent report, "To Form a More Perfect Union", has recommended that "the Administration endorse H.R. 10272, known as the 'Equal Opportunity for Displaced Homemakers Act'."

Finally, I was pleased that President-elect Jimmy Carter strongly endorsed the provisions of the Displaced Homemakers Act when he announced the formation of his 51.3 Percent Committee, which advised him on women's issues during the campaign. And again, on October 2, 1976, while speaking at the National Women's Agenda conference, President-elect Carter had this to say in support of the need to assist displaced homemakers: "I will act to support the American homemaker in every possible way. The American homemaker is the foundation of the structure of our society. More women still work in their homes than outside the home. But the rising divorce rate and early widowhood quote often leave them highly vulnerable to economic deprivation and adversity.

"I will take action to . . . provide counseling to women who enter the job market for the first time without the experience they need. This is the very least we can do . . ."

I sincerely hope that the Congress will take the initiative in providing the assistance that displaced homemakers so desperately need. I hope that we can count on the interest and support of this Subcommittee in getting Congress to act on this legislation as soon as possible.

There is nothing like personal experience to give people a true understanding of the problems we are discussing. That is why I believe it is so important that we let these women speak for themselves. That is why I am grateful that this hearing is taking place today here in Los Angeles.

Mrs. Burke. Thank you very much, Mr. Chairman. I was really amazed at the response I received to the equal opportunity for displaced homemakers bill when I introduced it in May of 1975. We really don't know how many women are affected, but we hear of statistics which sometimes say that there are 6 million women at any time in this category and other statistics go up to 15 million women. It is a group, by definition, that changes daily. It is a group, though, that we are going to have to pay increasing attention, in the future, to their concerns.

Really, the profile of the displaced homemaker that you will see today is very typical, even though there are others who fall into different categories that could be called displaced homemakers. But the typical displaced homemaker is a woman who is about 50 years old. She is either widowed or divorced. Her children are grown. She has no job. She wasn't trained for one and she has very little means of support. Now, that woman can get to that situation by any number of avenues. Most displaced homemakers are women who spent all of their lives working in their home and, if they had job skills, those skills have eroded. With our changing job market, they have had really very little opportunity to keep up their skills.

That displaced homemaker might very well be a woman who has been on welfare and when her children reach 18, she is no longer eligible for aid to families with dependent children. She then is placed in a situation where she may very well have to go on general relief, unless she can find some method of reentering the job market.

Some women were very sensitive about the term "displaced homemaker" and didn't like that phrase when we first introduced the bill, because it may have a derogatory connotation. But it describes a displaced person, a person who wants to find her own way, but just has been unable to, by a series of events, when they were really very well motivated and thought they had planned out their futures very carefully.

There was a time when the displaced homemaker really was not in need of government assistance. Traditionally, we took care of our aunts or our grandmothers. When they were widowed or divorced, they came to live in the house with a relative. But today things are just so expensive that very few people even have the room to take in a relative or a friend that has no means of support. As a result, we look to government for action and we know that we are faced today with a very difficult job market. Certainly no one has provided solutions and suggested solutions to the problems of unemployment in this country more than your subcommittee.

But what has happened to the woman who is over 40, who has no training? Her situation is probably very similar to the situation of minorities in this country in a time when we have high unemployment. She is the most vulnerable and is the kind of person that we really find difficult to give a priority to as we approach jobs. We know that there are many others who have a great deal more appeal to government in standing in line for job placement.

The only place a displaced homemaker can really turn is to government to redefine the categories of assistance. I know that you are familiar with this bill, but there are two things that are very important. First of all, we want to establish some kind of a center or some system of services for training displaced homemakers.

The second thing that is very important, particularly at this time, is the need for a study of how the displaced homemaker can benefit from some of the present government services that are offered, how the displaced homemaker can be provided with some kind of medical insurance, social security, unemployment compensation, and how the benefits that we usually give to other members of our work force are provided to the displaced homemaker.

It seems appropriate that this would be the time to talk about this, since we are talking about reorganizing government. We know that in the first 6 months of the next session, the new administration will attempt to bring our delivery of government services more in line with needs. I would hope that we recognize that our present system is not meeting the needs of the displaced homemaker and that this should be a priority in the reorganization attempt.

She doesn't want to be on welfare. She wants to have an opportunity to participate in training programs, but those training programs have not been available to those who have been out of the job market over a long period of time. What she would like to have is creation of new jobs as well as the kind of training that has been often limited to those who are either receiving unemployment compensation or those who are moving off of welfare into a job market.

So we recognize that it is going to take job creation, to a certain extent, to meet the needs of the displaced homemaker. This bill would

simply provide additional methods of making it possible for this displaced homemaker to be competitive in the job market.

If it is necessary for this homemaker to have bilingual training, it would be anticipated under this bill.

When I say "displaced homemaker," I recognize that again and again we talk about women, but let us not overlook the fact that we might be talking also about men. There are many men who might fall within this category as well, men who have spent their lives assisting their wives in their affairs or their mothers in their affairs and suddenly that source of income is no longer there. So I don't want to give the impression that this is legislation to benefit only women. Conceivably, men can fall within this category, but the point is that women would be those that would be most affected by it.

I will be introducing the Displaced Homemakers Act when the 95th Congress convenes in January and I do plan to make a few changes at that time. Now among the anticipated changes will be a matching funds provision, whereby Federal Government would contribute 90 percent and the States 10 percent for the funding of the centers. This would give the States a financial stake in the centers and reward those States, such as California and Maryland, which have taken the initiative and have already established displaced homemaker demonstration centers.

The new bill will also specify the number of centers to be established each year, so that there will be an orderly progression in setting up centers and assurance of adequate funding for each center.

Other changes would clarify the intent that actual centers are to be established, that there would be a minimum wage level stipend given to the trainees, and that an evaluation of the program would take place 2 years after the first center is established.

By January I would also hope to provide a concrete authorization level for the bill. By that time we should have the results of a Library of Congress study and a review of the Oakland center's experience and budget requirements. Just to bring you up to date, the Oakland center is the center that was a pilot program under the California legislation. So as soon as that pilot program's budgets and goals have been analyzed, we will be able to put in a definite authorization amount in the bill.

There must be some assurances of an adequate level of funding, so that the center will be able to operate without financial constraints, if we are going to try to meet the needs of the displaced homemaker.

I want to address this question of costs and how much it really costs. Even though we will put into the bill an authorizing level—I want to be very clear—we are not really talking about new costs. We are talking about a reallocation of existing costs. This woman would probably be eligible for welfare. She would theoretically be eligible, as a person who is unemployed, for some benefits related to unemployment. She is not eligible for unemployment compensation, of course, but she may be eligible for some of the related services. But, of course, we know she doesn't receive them.

So what we are really saying is that we are just trying to reallocate some of the resources that theoretically are already available. It is really not fair to say we are talking about new expenditures of money.

We are talking about taking the expenditures that we are supposedly making now to meet the need. That is the reason why it is so important, as we evaluate some of our welfare programs, as we evaluate the organization of some of our departments, that this concept of displaced homemakers would be included.

For instance, VISTA has contacted me, saying that, as they approach a VISTA program, they want to approach it from the idea of building into that concept the displaced homemaker, because many of the displaced homemakers would like to move in the direction of new careers and careers that will serve people. They are interested, in many instances, to provide a new horizon for their career and not simply have it one that meets their financial needs.

The House Select Committee on Aging, which has held extensive hearings on the economic problems of older women, has recommended that programs to assist displaced homemakers should be established. The National Commission on the Observance of International Women's Year, in its excellent report, "To Form a More Perfect Union," has recommended and highly endorsed the Displaced Homemakers Act.

I was really very pleased at the time that our President-elect announced the formation of his first women's advisory group, the 51.3 Committee which would advise him on women's issues, that he stated his support for the Displaced Homemakers Act. That was in July of 1976. And again in October, the President-elect indicated his support for a program of assistance to displaced homemakers and emphasized that he would always act to support the American homemaker in every way possible, because the American homemaker is the foundation of our society.

As an attorney, I have to point out one final thing that must be taken into perspective as we look forward to this legislation. Many of us have worked very hard to change our divorce laws, to make them really more in line with our society. And part of that whole approach has been an eliminating, in many instances, of alimony, unless there was a reason for it. Or we talked about termination dates on alimony. There are two things that we have observed in recent years as we developed our no-fault divorce laws: One was a growing percentage of women who have been married 15 years or more who were victims of divorce—and this is really not the result of our divorce laws. It is part of many of our new evaluations of our lifestyles and what we want out of life. So we see, in many instances, women who have been married for long periods of time today are part of our divorced percentages. In fact, something like over 20 percent of those who are divorced have been married 15 years or more.

Another thing is that we are approaching the time when the 5-year period, which was the termination period often placed on alimony, will be coming about for many women. There are many women who were given alimony for, say, 5 years and that 5 years will soon elapse. So we will see more and more women falling into this category.

One of the things that I hope comes about from this legislation is that these centers will provide a plan for women who go through divorces so that they won't just be awarded alimony. The idea is that any alimony that is paid to them will be paid to help them move into

meaningful lives and to financial security. Today in California there are private agencies that provide this kind of support to the courts. These agencies are paid through the court to submit a plan as part of the divorce settlement. The plan may provide for a woman to go to college with her husband paying for her education or he may be required to pay for her job training, so that she is not just left with alimony for a short time and no plans for her future.

So there are many, many possibilities to explore, such as using various public and private facilities, and many different directions that can utilize this concept of the displaced homemaker. I believe we will see it as part of many pieces of legislation. But the important thing that is our challenge for the next Congress is to get legislative acceptance of a need to provide Government assistance and Government recognition for this category of person who has been neglected for too long.

I didn't mean to go on this long, Mr. Chairman, but I certainly appreciate your patience. I would be more than happy to answer any questions that you or the committee or the members of the staff might have.

Mr. HAWKINS. Well, Mrs. Burke, we certainly appreciate your presentation. The Chair would like to commend you for a very excellent statement. I am sure that you have raised many points that need further clarification, and possibly are the basis for many questions. We will try to confine our questions, however, because we do have a long schedule. Since you are the author of this legislation, we feel that you are in the best position to give us the answers that in turn will allow us to handle this legislation just as rapidly as possible in the new Congress.

The first question that comes to mind is the category itself. By definition, how broad is the category of displaced homemakers? I was reading the definition of that in the "Definitions" section on page 3 and it says someone who: "has worked in the home for a substantial number of years" * * *. I suppose that is a value judgment that would have to be made.

I think you suggested that the definition could possibly cover men. We were glad to have that clarification because you did refer in your statement to "her" and "she" so often that Mr. Clay and I were becoming a little immune, because we are corrected when we say "him" and "his."

Mrs. BURKE. Well, I am guilty of some of the things that I accuse other people of.

Mr. HAWKINS. We feel like we should turn the tables sometimes and resent such references. The Chair would at least like to enter some type of apology on this record, since you have corrected that first part of the hearing concept.

But a little more seriously, the definition could be very, very broad. You indicated that at age 50 she would likely be an older person but I don't see that in the definition.

Mrs. BURKE. Well, I should say over 35. No; we really don't specify an age because, you know, one of the things that we have found is that you can find a woman of 35 who has worked close to 20 years. We find many women of 35 who have worked, certainly, in excess of 15 years in

their home. Their children, at 18, are starting to move out from the home, particularly, I have to emphasize, among the welfare mothers. Many of our mothers are women who do have their families at a very young age and they have been at an even greater disadvantage. They often have not had the advantage of even being able to complete their schooling. Of course, we are trying to work on that and certainly we are more sensitive to their situation now. We recognize that young mothers have to have facilities so that they can keep going to school and that we have to meet that need.

But that need has not been met traditionally. So I am saying the 50-year-old is probably an average kind of woman, the woman who can't qualify for social security because she is not old enough. She is not really old enough to receive any kinds of benefits, even the health services that we provide to our older citizens. So when I say 50, I say that that is probably a very typical age, but we must recognize that some of the women that we are talking about are comparatively young.

Mr. HAWKINS. Well, I would assume what we are saying is that the older woman would probably need the assistance of the bill much more, but that the bill obviously covers a substantial number of women. I bring this up because I know one of the things that this committee will be greatly concerned with, in terms of trying to answer that question, is the cost of this program. Now obviously, if the program is such that it would be confined to persons of a certain age group that might not reach many others, then it would be of much lesser cost than one which should reach all of those in the need group.

Therefore, it would seem to me that you are correct in saying that there would be many more younger persons than we now anticipate who would qualify for this program, particularly during times of recession or near-recession such as we have recently experienced.

Now, I know that one of the first attempts will be made to narrow the bill so that a much smaller group would be included.

Mrs. BURKE. Maybe I should say that the California bill said over 35.

Mr. HAWKINS. Are you inclined to feel that in the initial stages of the operation of the program that some age group might be selected? What would be your thoughts on confining the bill?

Mrs. BURKE. Well, I think that it is really true; you are talking about women who do not qualify for our 65 and over kinds of benefits. I am aware of the fact that there are many women who are at the age of 65 and over who feel that the benefits that are provided to them are not adequate. But I would say, as a method of emphasis to try to meet what is the real core problem. I think it is best to limit the age group to be covered.

Mr. HAWKINS. Well, I want to assure you that I am not advocating any changes. However, during hearings, I am sure, these are some of the questions that the committee will be concerned with.

Mr. CLAY. Will the gentleman yield on that point?

Mr. HAWKINS. Yes, certainly, Mr. Clay.

Mr. CLAY. I anticipate there will some effort to limit the number of people eligible for the program. Do you anticipate any kind of a financial means test?

Mrs. BURKE. Well, the bill says specifically, "has been dependent on the income of another family member but is no longer supported by

such income, or has been dependent on Federal assistance but is no longer qualified for that assistance." So that, even though we don't have a means test, we are talking about a person whose means of support has just about dissipated.

I would like to avoid, though, some of the kinds of means tests we have seen in social security and other places. Let's look at the women whose husbands have left them. They do have a house. They may not be able to make the payment on it, but they do have a house and that house has been part of their life for a long period of time. So that, while we talk about a means test, I would hope that that means test would examine whether or not they have a source of income, rather than doing as we do with older people with social security. We say, "Well, now at this point you are going to have to change your way of living. You are going to have to relocate, in many instances, to be able to qualify."

And many of the women I am talking about, given 6 months of Federal investment, could not only repay that investment in taxes, but could certainly support themselves at the standard by which they lived before, if they are just give some kind of a chance. Many of them, if they could just have a brief kind of training program, instead of having to pay a large amount to go to computer school or nursing school or many of these other schools would eventually be able to pay back the money.

It is just like most of our rehabilitation programs. We aren't talking about long-term costs here, because most of those costs will pay for themselves. The whole goal is to put people in a position where they are able to pay taxes, and not have to have a long-term dependency.

Mr. CLAY. Thank you.

Mr. HAWKINS. The only other question at this time that I would like to address is the matter of duplication, if there may be such. Would the multipurpose centers such as you envision under this bill provide all of the different facilities of supportive services under their own structure or would they relate these activities to those that are already in existence? You talked about training and counseling and health programs. Would the bill establish these programs separately from other programs that are not now in existence or would there be some integration of such facilities so that these would be done in conjunction with other groups?

I hope you understand the question, because I think it goes to the structure of the program and also relates a great deal to the cost of the program.

Mrs. BURKE. Yes. Now there can be, certainly, a utilization of many existing facilities, but we know that some those facilities have not provided a solution and have not really provided a service to these women. I would like to use one example. We know that there certainly are training programs available for women who are moving out of welfare into jobs. We know that we have training programs that are theoretically available to any person who is out of work. But these programs are very strapped for money; usually the priority that they give is first to training heads of households or those that have dependent children. And, of necessity, a great deal of their priorities and emphasis, by guidelines even, is to train men. What has happened is that women do not feel that these programs have met their needs and

they have often been reluctant to try to take advantage of those programs. And, quite frankly, some of them don't even know how to begin utilizing the program.

We are talking about things that would be taken care of in this multipurpose center as simple as showing someone how to go in and interview for a job. I recognize that, to many of my colleagues, many people, this seems so ridiculous. You say, "Every adult knows how to apply for a job." But for a woman who, for 20 years, has never called up and asked for a job, who has lost her sense of security in her ability to do anything, just to walk in a door and apply for a job is such a huge problem that she doesn't even know how to approach it. She doesn't even know how to start looking for a job. In fact, many of the places you used to look for a job are no longer available, or that is just not the way you get jobs today.

We are talking about a person who probably has never filed an income tax return in many instances. Many may not even have balanced their checkbook.

Mr. CLAY. You are talking about my wife.

Mrs. BURKE. We are not going to get personal.

Mr. CLAY. I can assure you she is one who is in need of this bill. I know that from personal experience.

Mrs. BURKE. We don't want to give him any ideas, though.

And it is true, it has nothing to do with education. It has nothing to do with their security in their own environment. But our whole job placement efforts, our employment programs, and our training programs aren't even geared to be able to reach out to this woman.

Mr. HAWKINS. I think the gist of the question, in mind with what you are saying, is would you anticipate that the job would be that this office would assist that woman or that man in getting this type of service in existing agencies, or would there be an effort made to set up completely new training facilities? Let us confine it to that. For the purpose of women who meet this qualification, do you see some effort to have a separate system to use current systems much more effectively and break down the discrimination against the reluctance of these agencies to deal with women on that basis or, do you see both possibly happening?

Mrs. BURKE. It is going to be both, but now I want to reserve, to a certain degree, on a final answer to that question. We have a lack of experience in this area and once we evaluate some of the pilot programs, we will be better able to say how much they were able to utilize effectively existing facilities.

Now, I would think that existing testing facilities and computer facilities and some of those things can very well be utilized. I would like to reserve on that and I would like to also ask permission to put into this record the findings of that study after we have it in our possession. [Study referred to above not completed at time of publication.]

Mr. HAWKINS. Well, we certainly appreciate that. The reason for these questions—we don't like to prolong them because we want to hear from the other witnesses and certainly have additional testimony from you in Washington—is that we hope we can get the discussion centered around some of these questions today from many of the other witnesses and in that way assist the committee in the drafting or re-drafting the bill in conjunction with the hearings.

Mr. Clay.

Mr. CLAY. Thank you, Mr. Chairman.

Of course, when Congresswoman Burke gets through testifying, there are very few questions left to ask. I only have one or two.

One is in reference to the anticipated change that you said you were going to introduce in the coming session. You talked in terms of 10 percent matching funds on the part of the State or local communities, I guess. Would that be in cash or in kind?

Mrs. BURKE. I would assume it could be either cash or kind. And let me just address that. The reason for that provision is that we can't allow two different systems to develop as we have so often, when the Federal and State Governments are duplicating efforts. We don't want to do that. We want to try to bring together the efforts that are being made at the local level as well as the Federal level, so that we can have the benefits of both programs, rather than having them compete with each other.

We see more and more States—and you will hear about that in later testimony—that are considering displaced homemaker programs. It is likely that during this year, you will see any number of legislatures that will adopt programs. It is going to be necessary to have Federal coordination and some basic direction.

Mr. CLAY. Before I ask this last question, I want to preface by saying that I am a supporter and a cosponsor of this bill. How do you answer the critics of the bill who say that it is primarily a white, middle-class women's bill?

Mrs. BURKE. Well, I answer them that they haven't read the bill, because it is not just for white, middle-class women. First of all, there are many, many minority women who work in the home, and it is a fallacy to say that those women are all middle-class. Many of those women just haven't been able to get a job, which is one reason that they have always worked in the home. Another reason is that the costs of and the pressure on them are such that they never have had an opportunity for jobs outside the home.

And the second thing is that a great emphasis here is directed at the problems of the woman who is receiving Aid to Families With Dependent Children who, frankly, does not want welfare. She feels that she was on welfare or she was receiving that aid because she had a responsibility. She had children, and many of those women made a determination that their children needed them in their home.

As a career woman, I always emphasize this. We don't want to ever get to a point where we tell women they shouldn't stay at home. We should tell women that they should have a choice. If they want to stay at home and they feel their children need them, that is one reason we do have Aid to Families With Dependent Children, so their children can be cared for in that kind of a context. But also, once we tell them that, we have to do something so that we don't make them a public ward once their children are no longer in the home.

Many of the women who are poor are the ones who have the most degrading experiences when they have to go through some of these agencies. When they no longer fall into this little narrow category, when they no longer have dependent children and are no longer eligible for certain specific benefits, they must try to find some other form of livelihood.

So to those who say it is a middle-class bill, I simply say that this is a lack of sensitivity to many of the problems that are being faced by poor women and women who feel that they should have the same alternatives as that middle-class woman.

Mr. CLAY. Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, Mrs. Burke, for your very excellent testimony. As a member of Congress, we would like to invite you to join the committee as we proceed with the hearing today.

Mrs. BURKE. Thank you. I would like to.

Mr. HAWKINS. We are very glad to have you.

Is Ms. Tish Sommers, the national coordinator of NOW Task Force, in the audience? Or Ms. Laurie Shields? They are apparently not here at this time. They were the next scheduled witnesses. We will go on and come back to them later.

Is Hallie Tenner, commissioner, Los Angeles City Commission on the Status of Women present? Along with her on the panel is Ms. Sally Martinez, president of the Los Angeles County Commission on the Status of Women. Are these witnesses present?

Ms. TENNER. Sally is here. She just stepped out for a moment.

Mr. HAWKINS. Fine. When she returns, would someone ask her to join the panel, please?

Ms. Tenner, we certainly are pleased to have you here today, and we look forward to your testimony. We know of the work that you have been doing in this field and, certainly, you are to be highly commended. This hearing would not be complete without hearing from you today. We are very, very pleased to welcome you at this time.

You may proceed as you so desire.

STATEMENT BY MS. HALLIE TENNER, COMMISSIONER, LOS ANGELES CITY COMMISSION ON THE STATUS OF WOMEN AND COORDINATOR OF THE AD HOC COMMITTEE ON DISPLACED HOMEMAKERS

Ms. TENNER. Thank you so much, Congressman and the other members of the committee. I am going to read a partial statement here today; however, our ad hoc committee will submit a written statement for the committee if we may.

Chairman HAWKINS. You may, and the record will be kept open if there is no objection for that written testimony.

Ms. TENNER. Thank you. My appearance here today represents a wide spectrum of the community, for I express the concerns of the Los Angeles Ad Hoc Committee on the Displaced Homemaker. The coordinators of this committee are Sally Martinez, who you will hear from, of the Los Angeles County Commission on the Status of Women; Shirley Josephs, from Los Angeles City College; Roz Cooperman, from the Organization of Women For, which I am sure you are familiar with, Congressman; Betty Smith, from the Compton Commission on the Status of Women; and myself, who is on the Los Angeles Commission on the Status of Women.

It is our opinion that the issue of the displaced homemaker is one that bridges all aspects of our society. The black woman, the Chicana, the Indian woman, the Caucasian and all others, all economic levels, no matter, for it is the woman who carries in her heart, in her very existence, the burden of the home and the family. If she is still being